An investigation into the improvement of effective service delivery in the National Department of Public Works

By

MSM SONI

Submitted in partial fulfilment of the requirements for the degree of Magister Scientiae Built Environment (specialising in the field of Project Management) at the Nelson Mandela Metropolitan University

08 January 2009

Supervisor: Prof. JJ Smallwood
STATEMENT

I, Manqoba Snithile Mholi Soni, declare that:

- The work in this treatise is my own work;
- All sources used or referred to have been documented and acknowledged, and
- This treatise has not previously been submitted in full or partial fulfilment of the requirements for an equivalent or higher qualification at any other recognised educational institute.
DEDICATION

This research paper is dedicated to my mother who has always supported and instilled in me the importance of Christianity and education from an early age.
ACKNOWLEDGEMENTS

I would like to take this opportunity and thank all the persons and organisations that contributed to the successful completion of this research. In particular, the assistance of the following persons is acknowledged:

• My supervisor, Prof. John Smallwood for his professional inputs and guidance throughout the research as well as my previous supervisor Prof. Theo Haupt;
• NDPW employees for their participation, without which this treatise would never have been completed, and
• NDPW Regional Managers who gave their permission for the research to be conducted in their respective regional offices.
ABSTRACT

Despite the existence of enabling governmental policies, programmes and legislation, such as the Construction Regulations gazetted in 2003, Preferential Procurement Policy Framework Act No. 5 of 2000, Occupational Health and Safety Act No. 83 of 1993, the White Paper on the Transformation of the Public Service (WPTPS) of 1997, the Constitution of the Republic of South Africa Act No. 108 of 1996 and the Batho Pele principles, the NDPW is still perceived to be unable to improve on its service delivery record.

The aim of this research was to examine the improvement of effective service delivery by the NDPW, the efficiency of government policies, legislation and programmes to address service delivery, and whether the NDPW is in actual fact rendering poor service delivery.

A quantitative approach has been implemented in this research; a questionnaire was designed to acquire primary, factual and attitudinal data from NDPW employees; and the secondary data were acquired through a survey of the literature.

The results revealed that the NDPW has not yet achieved service delivery improvement. This inadequacy may be attributed to employees’ poor involvement and legislation that has not yet positively impacted on the NDPW service delivery. Here the problem would appear to be a lack of training and education on service delivery. Despite existing policies, programmes and legislation, the NDPW has to date been unable to deliver its services effectively and efficiently. Apparently, their staff is not fully involved in the implementation of such service delivery. The White Paper on the Transformation of the Public Service of 1997 encourages poverty-alleviation programmes that are difficult in practice to implement.

Keywords: service delivery, improvement, National Department of Public Works, effective.
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CONTENTS OF THE STUDY

Chapter One addresses the problem and its sub-problems, along with the hypotheses that have been formulated in response to these. The parameters under which the study was undertaken are defined, including the delimitations, assumptions, definitions of terms used, relevant abbreviations and the importance of the study detailing the significance of the NDPW with the particular relevance in investigation of effective service delivery improvement.

In Chapter Two a review of the related literature is presented pertaining to service delivery initiatives that the NDPW and the government as a whole have implemented. In addition, related fields which focus on improving service delivery at the NDPW were also reviewed to place in context the perceived failing of the current policies, legislation, and methodologies. These current policies, legislation, and methodologies were reviewed in detail alongside the existing service delivery systems, their relationship to the changing techniques being studied and implemented in an attempt to improve on the ability to deliver services.

Chapter Three outlines the arrangement of data as well as the population involved in the respective survey using interviews and questionnaires.

Chapter Four addresses the procedure followed while conducting the surveys, the overall design of the survey and questionnaire, data collection procedures, and the collection and analysis of the data.

Chapter Five presents the findings.

In Chapter Six the hypotheses are tested by analysing the results of the survey and statistical analysis.

Chapter Seven presents the summary of the findings, draws conclusions based upon the findings with additional data provided by the reports generated from the survey, and then presents recommendations. Lastly, this chapter provides closure with anecdotal evidence of the importance of understanding the present constraints and reasons for change.

The references and the appendices conclude this treatise.
At the beginning of 1994 the South African Government had to introduce cost-cutting measures in the country in order to improve service delivery. The National Department of Public Works (NDPW) needed to find solutions to deal with poverty and unemployment. The NDPW’s mandate is to provide and manage habitable accommodation for other Government Departments (Sigcau, 2006, p.1).

The NDPW developed a Service Delivery Improvement Programme based on the national Batho Pele (People First) policy (Batho Pele Handbook, 1997, p.97-124), the revised Public Service Act No. 147 of 1999, the revised Public Service Regulations of 2001, the Public Finance Management Act No. 1 of 1999 and the revised Treasury Regulations.

The emphasis of the previous framework was on detailed regulations. This resulted in managers focusing more on compliance with regulations, such as those of the Public Service Commission of 1994 than on outputs.

Historically, the maintenance budgets that have been allocated have been insufficient to meet the annual ongoing maintenance needs, let alone to address the maintenance backlogs. Consequently, the maintenance backlogs have been increasing. In 2004, the NDPW estimated these backlogs to be of the order of R12 billion. In order to improve service delivery, the National Department of Public Works and the National Treasury decided to devolve the rest of the budget for capital works, properties, and rates to all its client Departments.

There is currently a political debate in South Africa over macro-economic policy privatisation, the restructuring of state assets and the outsourcing of the delivery of public services (Radebe, 2001, p.1).

The aim of the study is therefore to investigate the improvement of effective service delivery by the NDPW.

The objectives of the study are:

- To establish whether the NDPW is generally perceived to be delivering poor service;
- To determine the impact of legislation on the levels of service delivery of the NDPW;
- To evaluate the effectiveness of various government-driven policies with respect to the delivery of services by the NDPW, and
• To determine to what extent the White Paper of 1997 on the Transformation of the Public Services facilitates the successful actualisation of poverty-alleviation programmes.
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1. THE PROBLEM AND ITS SETTING

1.1 Statement of the problem

Despite the existence of enabling governmental policies, programmes and legislation, such as the Construction Regulations gazetted in 2003, the Preferential Procurement Policy Framework Act No. 5 of 2000, the Occupational Health and Safety Act No. 83 of 1993, the White Paper on the Transformation of the Public Service (WPTPS) of 1997, the Constitution of the Republic of South Africa Act No. 108 of 1996, and the Batho Pele principles, the NDPW is perceived to be unable to improve on its service delivery record.

1.2 Hypotheses

• H1: The NDPW is perceived to be delivering poor service;
• H2: Legislation has not positively impacted on NDPW service delivery, and
• H3: Government policies are ineffectual and difficult to implement in practice.
• H4: The White Paper support poverty-alleviation programmes

1.3 Delimitations of the study

The following delimitations are applicable to this investigation:

• The study is restricted to the National Department of Public Works;
• The investigations are confined to the National Department of Public Works Regional Offices of Mthatha, Pretoria, Johannesburg, and Port Elizabeth, as well as Head Office. Hence they cannot be equal in capacity, race, gender or geographically;
• The NDPW employees at all levels will be the subjects of the study, and
• The study will be further restricted to selected user departments.

1.4 Definition of terms

Service: the action or process of serving (Simpson and Weiner, 2008, p.408)
Delivery: the action of delivering something (Simpson and Weiner, 2008, p.123)
Communication: The transfer of information from one individual to another to explain a thought process (Makins, 1995, p.267).
Evaluation: The review and interrogation of a proposal to achieve the most appropriate result (Makins, 1995, p.442).
1.5 The abbreviations used

DCS: Department of Correctional Services
DDG: Deputy Director General
DG: Director General
EMDP: Emerging Management Development Programme
EPWP: Extended Public Works Programme
FMA: Facilities Management and Auxiliary Support
GIAMA: Government-wide Immovable Assets Management Act
HOD: Head of Department
NDPW: National Department of Public Works
NMMU: Nelson Mandela Metropolitan University
NT: National Treasury
OPM: Office of Personnel Management
PDPW: Provincial Department of Public Works
PMS: Performance Management System
RSA: Republic of South Africa
SANDF: South African National Defence Force
SAPS: South African Police Services

1.6 Assumptions

• The service delivery of the NDPW is poor and problematic and certain clients have decided against using NDPW services;
• The NDPW has the resources in terms of capacity and budget to improve its service delivery;
• The NDPW is a major custodian of the built environment, and
• The NDPW has a mandate to give advice to the client departments.

1.7 The importance of the study

The NDPW and its service providers or consultants need to deliver on their services, but currently they do not deliver as expected. Consequently, some of the external customers have decided to independently perform the NDPW’s function. Furthermore, the NDPW has to date, been unable to address this problem. There is a need for the revision and improvement of processes and procedures in conjunction with the relevant legislation. Therefore, the study seeks to investigate the existing problems with a view to formulating recommendations for the user departments currently being served by the NDPW. These recommendations should benefit the user
departments by improving the response to their demands and requirements.

Society at large and the three tiers of government, namely local, provincial and national, will all benefit from the introduction and implementation of turn-around strategies to improve service delivery, especially in the rural areas which holds the greatest challenge. In addition, developing countries in Africa could possibly adopt several of the recommended measures where they encounter similar challenges of non-delivery of services.
2. THE REVIEW OF RELATED LITERATURE

2.1 Introduction

At the beginning of 1994 the South African Government had to introduce cost-cutting measures in the country in order to improve service delivery. Human skills are important at all levels of management, especially at an operational level; and at this level, managers have a wide-ranging and frequent contact with people. Operational management relies heavily on technical skills, which are less important for top management. A study that investigated the skills, areas of knowledge and personality characteristics pertinent to South African construction managers identified the most frequently used subject areas which reflect the focus at the respective levels of management. It is suggested that the NDPW could utilise the same methodology (Smallwood, 2000, p.60-71).

Given that the public sector accounts for an increasing proportion of the national investment, its capacity to manage infrastructural delivery has a direct impact on both the ability of government to deliver services and the performance of the construction industry. High rates of failure, particularly in the underdeveloped sector are still a serious concern, and impact negatively on sustainable industry growth.

The South African Finance Minister, in the 2004 Budget Speech, recognised that the pace of economic growth had to be accelerated. Investment in industry and infrastructure and an expansion of job opportunities were critical challenges for the decade ahead and underpinned growth and the need for expanded room for broad-based empowerment (Manuel, 2008, p.1).

Historically, the maintenance budgets have been insufficient to meet the annual ongoing maintenance needs, let alone to address the maintenance backlogs. Consequently, these backlogs have been increasing. In 2004, the NDPW estimated the shortage to be approximately R12 billion. In order to improve service delivery the National Department of Public Works and the National Treasury decided to devolve the rest of the budget, for example, Capital Works, Properties and Rates to NDPW clients, such as, for example, the Correctional Services, South African Police Services and South African Social Security Agency.

According to Brown, Ryan & Parker (2000, p.206-209) there is an international tendency to compete in the delivery of public services. The fundamental base of these tendencies is that competition results in advanced outcomes such as enhanced competence, quality of service, a concentration on customers and greater value for money. He further looks at an approach of
improvement programmes that circumvent the dramatic responses of privatisation and huge-scale contracting out while still concentrating on obtaining commercial principles in public sector service delivery. Commercialisation, in this perspective, presents a means of expanding commercial understandings yet upholding service delivery within the public sector and offers the possibility of retaining important social objectives of which NDPW is currently not rendering its services in that manner in South Africa (Brown et al., 2000, p.206-209).

Grandey (2003, p.86-96) is of the opinion that there is normally an articulation of optimistic emotions in the service interface. Grandey further tested surface acting (adjusting facial expressions) and deep acting (modifying inner feelings) as predictors of stress and of coworker-rated affective delivery. Findings were that affective delivery ratings were negatively related to surface acting but positively related to deep acting. This means that surface acting was related to stress (Grandey, 2003, p.86-96). Surely service delivery will suffer if the NDPW adjusting facial expression when serving clients as a result of stress.

2.3 Service delivery improvement plans and standards

The Public Service Regulations (2001, p.2) state the following with regard to service delivery improvement programmes:

- Part III.C.1 – An implementing authority shall institute and maintain a service delivery improvement programme for the relevant department, and
- Part III.C.2 – The implementing authority shall issue a yearly statement of public service commitment which will set out the department’s service standards that citizens and clients can look forward to and which will serve to give details on how the department will implement each of the standards (Batho Pele, 1997, p.97-125).

Administrative heads of departments are responsible for service delivery Improvement Programmes and this responsibility should be clearly assigned to a person or group of people, who are accountable directly to the administrative heads of departments. The relevant Minister / MEC / executing authority must approve the department’s programme and a copy of the approved Service Delivery Improvement Programme must be sent to the Department of Public Service and Administration (DPSA) to inform the DPSA’s yearly progress report to Parliament. These are clauses emphasised by the White paper on the Transformation of Service Delivery (Batho Pele, 2005, p. 97-125).

According to these policy documents, the Service Delivery Improvement Programme is expected
and required to:

- Insist on a system or mechanisms for handling complaints;
- Enclose preparations as to how service’s information is to be produced;
- Identify the mechanisms or strategies to be used to gradually eradicate the barricades so that admission to services is augmented;
- Include the consultation agreements with actual and potential clients to establish their requirements, and
- Indicate the main services to be produced to the dissimilar types of actual and potential clients, based on an assessment of their requirements.

All departments are required to issue their service standards in an annual Statement of Public Service Commitment or a so-called Service Charter. The service standards encompass outputs and outcomes, processes, quality of services, as well as quantities. These need to be at a reasonable level to be reached by adopting more efficient and client-focused working practices. These service standards need to be benchmarked against the international standards; they also need to be reviewed on an annual performance basis after being operational for a year.

Accounting officers of national and provincial departments are to put forward financial and non-financial recital-related information to the relevant Treasuries, apart from the Public Finance Management Act No. 1 of 1999 in conjunction with the Treasury Regulations, The Public Service Regulations and the Batho Pele White Paper and Public Service Act, No. 147 of 1999. These criteria are to be utilised by clients in order to conform to the following criteria:

- Equity: Are the services and products produced without discrimination?
- Access: Are the services and products being delivered to the ideal areas, to the appropriate clients to enable them to make optimal use of them, without incurring any undue costs to gain access to the point of delivery?
- Quantity: In order to maintain basic requirements diversity, are the services and products provided adequate?
- Time / Timelines: In order for the clients to obtain the maximum benefits from these services and products are the timelines being adhered to?
- Quality: Are the services and products of quality being provided in such a way that they can last for a suitable period of time so that they do not have to be re-supplied at additional cost?
- Value for money: Are the costs of the products or services equal to the values as perceived by the recipient?
- Equity: Are the services and products produced without prejudice?
According to the Public Service Commission on the Evaluation of Service Standards only 64 out of 131 departments in the Public Service have service standards (Batho Pele, 1997, p.97-125). Only 44 departments had service standards that conformed to the concept of Quality, Quantity and Time (QQT). Only 9 departments concentrated on costs as part of their service standards. The Public Service Regulation of 1999 revealed that some departments had either very poor Service Delivery Improvement Programmes or none at all. There are no key criteria of measurability in terms of identifying the clients of those departments, therefore it was impossible for departments to develop strategies for the improvement of service delivery in general.

The departments are obliged to respond to the Public Service Commission report and are expected to establish actions to ensure that they comply with the needs of the Public Service Regulations regarding the development and application of Service Delivery Improvement Programmes and service standards.

Parts of the service standards procurement arrangements for the National Department of Public Works are extremely contextualised as government becomes accustomed to and take action on issues and constraints, about service delivery, as raised by user departments as well as South African citizens (Furneaux, Brown & Allen, 2008, p.167-172).

2.4 Alternative service delivery and public service transformation in SA

Russell and Bvuma (2001, p.241-242) state that prominent clauses in the Constitution are emphasised in the public service in order to accomplish objectives in the new South Africa. These dictate values and principles in order to facilitate administration in every sphere of government, and offer a reliable foundation for the structure and functioning of the public services. Ever since 1994, massive changes have been implemented in the public service and the scope of these changes is quite magnificent. These changes include:

- The validation and incorporation of former national, provincial and homeland public services into a single amalgamated public service configuration, and the establishment of a new public service whose values and culture support the new nation. Prior to 1994, there were national public services and separate public services in each province and ‘homeland’. After 1994, nine fundamentally new provinces were formed and they replaced the previously existing provinces and homelands; and the separate bureaucracies were amalgamated into one, and
- The creation of new central personnel agencies were established in order to create strong
leverage for change. The government of the day appreciates the centrality of public service change to achieve what is expected of it, and it took essential and early steps to erect an institutional framework that would give government a commanding tool to effect change. Immediately after the new government took office, central public supremacy was taken from the very powerful Public Service Commission and distributed. A new Department of Public Service and Administration was formed.

- The Public Service Laws Second Amendment Act No. 93 of 1997 assigned to the Minister for Public Service and Administration the most commanding and litigious public service management role, including responsibilities for creating and abolishing departments and agencies, for employment, personnel practices, classification, and those for transformation and reform. The Public Service Commission’s role was defined by Section 196 of the 2005 Constitution and this role is emphasised by the following:

  - The promotion of values and principles set out in the Constitution in Section 195 throughout the public service;
  - An investigation, monitoring and evaluation of the organization, administration and personnel practices of the public service, and
  - The measuring, as well as the guaranteed effective and efficient performance of the public service.

This mission profiled the Public Service Commission’s position to emphasize advisory and consent roles, such as the promotion of equal employment opportunity, ethical behaviour and management approaches. Beside these central personnel agencies, key influences on public service evolution were placed with the Department of Finance, which were able to exercise financial controls. In order to administer provincial and local government, the Department of Co-operative Governance and Traditional Affairs was formed.

Since South Africa has a unitary constitution and both national and provincial public services form part of a single public service some 980 000 strong, reform initiatives in the South African public service are typically directed at departments and provinces;

- Currently existing legislation, central agency reforms and regulations were enacted in the new Public Service. Further legislation was passed in 1996, and regulations were adopted in 1999 that provided for the devolution of most personnel powers which were relegated to Ministers

There was a drastic change in the public service within a space of five years; and this country has increasingly moved towards transformation where:

- There has been the establishment of a new amalgamated public service from sundry precedents;
- There has emerged the establishment of new central agencies to manage them, and
- The long-standing segregation had to be conquered; there was also a need for the senior management echelon to be committed to reform, and substantial pressure was needed to produce results with immediate effect. By 2000 the public service had been fused; 980 000 people had learned to speak English, and the country had seen most management powers devolved (Russell and Bvuma, 2001, p.243-244).

These authors further allude to the fact that these amendments populated above were important and comprehensive, but despite the internal revolution required in the public service structures, procedures and regulations, there were difficulties in transforming, for example, rural communities that lacked basic public services, such as clean water, housing or roads. While most newly established departments were able to deliver on their mandates, as well as the orientation of their service delivery activities, others experienced tremendous strain.

That meant that service delivery needed to be a focal point. Tangible service delivery results on which the public service is most probably judged were needed, especially in a country where service delivery benefits had long been inequitably distributed.

There were three key service delivery improvement initiatives:
- Batho Pele;
- Public-private partnerships, and
- Alternative service delivery routes (Russell and Bvuma, 2001, p.244-245).

2.4.1 Public-private partnerships

Russell and Bvuma (2001, p.245-249) further state that most nations are faced with the difficulties of transforming customary officialdom and are anxious to speedily improve service delivery and cost-effectiveness in public sector operations. Many have adopted privatisation initiatives. This is the prescription that is readily promoted by international agencies. South
Africa has also adopted the same strategy, but in a form of a public-private partnership initiative which is implemented through the national treasury department. This idea postdates a variety of independent occurrences of privatization, contracting out, leasing and concessions for major projects. As an alternative to traditional bureaucracy, this is implemented in the interests of better service delivery, although as yet there has been no comprehensive audit in South Africa to assess the financial and social outcomes of these measures.

The South African Cabinet has also endorsed the establishment of an interdepartmental mission force to explore the possibility of making public-private partnerships a more viable option for performing selected departmental functions on behalf of national and provincial government departments. This interdepartmental mission was implemented in the year when the Batho Pele principles were adopted.

The interdepartmental mission force addressed six matters:

- An audit of public-private partnership activities in South Africa;
- An analysis of the possible financial impacts;
- A preliminary scan of the legal framework;
- A consideration of instructions for the institutional options;
- A review of international best practices, and
- An assessment of organizational capacity to carry out public-private partnerships (Russell and Bvuma, 2001, p.247-252).

In applying the six intergovernmental task forces, the Strategic Framework for Delivery of Public Partnerships; Treasury Regulations under the Public Finance Management Act No.1 of 1999 regulated that Private-Public Partnerships in national, provincial and government departments and Guidelines for Public Private Partnerships were to elucidate the public-private partnerships and their utilization in the South African public sector. The Treasury Regulations produced a classification of the public-private partnerships, which include three elements, namely:

- A contractual component, whereby a private party performs a departmental function on behalf of a national or provincial department for a specified time;
- A significant risk transfer to the private party, and
- A programme of outcome-based financial rewards derived either from service tariffs or user charges, from a departmental budget or from a combination of these sources. Contracts for the supply of goods and services were not seen as being public-private partnerships.
The guidelines for public-private partnerships are outlined in detail and distinguish between five types of public-private partnership contracts compared to service contracts within a period of 1-3 years e.g. facility repairs and maintenance, laundry; management contracts within a period of 3-8 years, e.g. regional water supply management; leases within a period of 8-15 years, e.g. airport or port facilities, build and operate transfer within a period of 15-25 years, e.g. schools, prisons, hospitals and concessions within a period of 15-30 years e.g. a new airport or seaport, toll roads, or bridges (Department of Finance, 2000, p.6).

Russell and Bvuma (2001, p.247-254) point out that in fact the first example seems to be in conflict with the Treasury Regulations’ prescription that a service contract is not a public-private partnership. At the same time as the publication of these documents, the Treasury established public-private partnership units to support the implementation of public-private partnerships. The guidelines for public-private partnerships concede that public-private partnerships are “a relatively new phenomenon” in South Africa, and that “some public-private partnership arrangements have not been applied adequately to the departments concerned and to the public.”

The guidelines seek to introduce to the departments and provinces a methodical approach to the matter, and insist that public-private partnerships be demonstrated in value for money, be reasonably priced, be utilizing translucent and competitive processes, exemplify extensive risk transfer to the private party and be implemented within a sound project management framework. The guidelines include chapters on post-contract completion evaluation, and on dealing with unsolicited bids. There is no suggestion as to what is occurring in practice, since the interdepartmental committee’s audit has not yet been publicised.

It is of interest to note that the perspective brought to public-private partnerships by the Treasury Regulations and the associated Guidelines for Public-Private Partnerships have brought a good perspective to public-private partnerships – suggesting an alliance that exhibits value for money, affordability, transparency, risk transfer and reliable project management organization.

While this is perhaps an appropriate perspective for a National Treasury, the Regulations and Guidelines do not have any element of mandating market testing or contestability. “The advantages of public-private partnerships include effective expansions, productivity focus, economies in the model, building, funding and function of assets, creative use of assets, innovative financial structuring, managerial expertise and better project identification.” (Russel
The guidelines provided, acknowledge what is predictable that the model is just short of delivering optimum efficiency increments for the nation. There are further dimensions of interest concerning the discussion of feasibility in the guidelines according to the Department of Finance. This document is silent in terms of issues of employment bearings, industrial connotations, social implications or possible impacts on rural and regional areas or on previously disadvantaged communities. Guidelines recognise two World Bank publications supportive of private sector infrastructural investment

2.5 Batho Pele

Batho Pele is a Sotho translation that means ‘People First’. This was an idea to get public servants to be service educated, to strive for excellence and commitment, and to continue service delivery enhancement. This was a mechanism which allowed citizens to hold public servants responsible for the level of services they delivered. Furthermore, the Batho Pele is a technique of delivering services by positioning citizens at the centre of public service delivery and operations: not an add-on activity.

2.5.1 The objectives of Batho Pele

The Batho Pele strategy on service delivery was established to convene the following strategic objectives:

- The improvement of the image of the Public Service;
- The enhancement of the face of service delivery by encouraging new approaches, such as increased commitment, personal sacrifice, devotion, and
- The introduction of a new approach to service delivery which prioritizes ‘citizens first’ during the planning and delivery of services.

2.5.2 The history of Batho Pele

Batho Pele is extracted from the policies and legislative frameworks which are categorized into three themes, namely:

- Those that are overarching or transversal;
- Those that deal with access to information, and
- Those that deal with the transformation of service delivery.
2.5.3 Overarching / transversal legislative frameworks

These frameworks are as follows;
• The Constitution of the Republic of South Africa Act No. 108 of 1996;
• The White Paper on the Transformation of the Public Service of 1995 (WPTPS), and

These frameworks seek to convert a culture of Public Service Delivery from stipulating service packages to citizens, to position citizens at the centre of service delivery. Based on the needs of the citizens, all national and provincial departments are obligated to bring into line their service delivery mandates and service delivery improvement plans. Departments are further expected to set a priority in setting service principles, defining outputs and aims, and targeting performance indicators against international standards of monitoring and evaluation mechanisms and structures in order to appraise new development on a continuous basis. Other requirements include:

• The arrangement of organisational capacity building with the needs of citizens, human resource development processes and staffing plans;
• The improvement, predominantly through training, of a culture of customer care and sensitivity towards the delivery to citizens in terms of race, gender and disability;
• The classification and entering into partnership agreements with the private sector, nongovernmental organizations (NGOs) and Community-Based Organizations (CBOs) which will offer more efficient forms of service delivery, and
• The development of financial plans that link budgets directly to service requirements and workforce plans.

2.5.4 Access to information

The following legislative frameworks give citizens the constitutional rights to have access to any information held by the State; and it furthermore obligates government institutions to have information available and to regularly monitor and evaluate the requirements of the citizens. These are as follows:
• E-government Strategy of 2001;
• Electronic Communications and Transactions Bill of 2002, and
promotion of access to information act no. 3 of 2000 as amended by act no. 53 of 2002,

these governmental prescripts endorse the binding of inventive information technology-based resolutions to make service as well as information on services within and across government departments more accessible in an integrated manner, particularly to people in under-serviced areas. this can only be done via e-government services, electronic transactions with public-private bodies, institutions, citizens and the development of electronic transactions services, which are responsive to the requirements of citizens and consumers.

2.5.5 transforming public service delivery

these governmental prescripts provide for the progressive increase of access to public services and promote efficient administration and good governance in the public sector and they are as follows:

- public finance management act no. 1 of 1999;
- promotion of administration justice act no. 3 (aja) of 2000 as amended by act no. 53 of 2002, and

furthermore, these legislative frameworks also include the establishment of a culture of accountability, openness and transparency in public administration; and the administration justice act states that in order to give effect to the right to procedurally fair administrative action, the public should be consulted and more emphasis placed on the citizens’ rights to redress. the public finance management act stipulates and stresses the accountability of public administration and advocates value for money in procurement of goods and services within the public service.

in other words, this act prohibits the fruitless, wasteful, and unauthorised use of public funds.

2.5.6 service delivery watch

the cabinet in 2003 approved the batho pele revitalisation strategy and the service delivery watch was conceived. government departments are looking to enhance service delivery through identification of areas of deficit in delivering services to south african citizens. this programme is aimed at public service officials and citizens who are recipients of the public services, having unannounced site visits to both internal and external clients.
In this way public servants receive support and encouragement since they are important stakeholders in delivering services to the people. On the other hand, political office holders are demonstrating the seriousness with which service delivery is viewed. Ministers, MEC’s, Premiers and Municipal Mayors are involved in this programme in visiting various service delivery points and evaluating the state public services conditions. The Department of Public & Service Administration (DPSA), via the Unit Government Internal Consulting Services (GICS), developed templates for capturing the observations during site visits in order to ensure that unannounced site visits may be executed without difficulty.

After visits have been performed the templates are collected and compiled into reports that assist in developing recommendations and a programme of action which can be applied in view of addressing service delivery challenges that may be found to exist in the public sector.

2.5.7 White Paper on transforming public service delivery

In 1997 the White Paper on Transforming Public Service Delivery, known as the ‘Batho Pele, White Paper’ was enacted. It was intended to improve service delivery by making use of eight service-delivery principles. There are eight Batho Pele principles and they are as follows:

- To regularly consult with customers-South African citizens should be consulted about the level and excellence of the public services they receive.

- To set service standards-Citizens should be told what level and excellence of public services they will get so that they are aware of what to expect.

- To increase access to services-All citizens should have equal access to the services they deserve.

- To ensure higher levels of courtesy-Citizens should be treated with courtesy and consideration.

- To provide more and better information on available services-Citizens should be given full and accurate information on the public services they deserve.
• To increase openness and transparency on services—Citizens should be told how national and provincial departments are run, how much they cost and who is in charge.

• To remedy failures and mistakes—If the promised standard of services is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic and positive response.

• To give the best possible value for money—Public services should be offered economically and efficiently in order to furnish citizens with the best potential value for money (Russell and Bvuma, 2001, p.245-247).

2.5.8 Culture of service delivery in public servants

The values and norms that must serve as permanent ideals that influence and shape the general nature of public servants’ behaviour are as follows:

• We belong;
• We care, and
• We serve.

These were intended to revitalise the Batho Pele successfully, but in order for them to be effective, departments had to change their culture and adopt the Batho Pele as a way of life within the public sector. They needed to endorse the Batho Pele principles. In order for these norms and values to have an impact they must form an integral part of any service-delivery operations, strategic planning and implementation strategies. This means that departments need to take stock of their values, as well as the behaviour and attitudes of employees. Departments are then expected to take any necessary steps to prepare public servants for the revitalized Batho Pele culture of responsiveness, efficiency and effectiveness in delivering services to the public.

We belong—Citizens, who feel pleased, definitely develop a spirit of patriotism towards the country and will also feel the sense of belonging. Furthermore, this belief also:

• Encourages a spirit, culture and practice of collaboration, teamwork and collegiality among all public servants, thereby fostering effective intergovernmental relationships;
• Building a learning Public Service, and
• Fostering partnerships with the recipients and beneficiaries of public services, and thus ensuring that the public service is responsive to people’s needs in line with the notion of ‘putting people first’.
We care – It is expected that the public servants be courteous when providing their services to the public, by listening to their problems, apologising when necessary, and serving people with a smile. Public servants are expected to respect all citizens, irrespective of background, gender, colour, or religion.

We serve – Public servants are expected to establish service standards, produce information, seek service delivery solutions and perform beyond citizens’ expectations. Furthermore, public servants are expected to deliver quality services and they must make citizens look forward to receiving world-class integrated service delivery. And all this could be achieved through:

- Performing beyond expectation under difficult circumstances where there are limited resources;
- Giving incorporated service delivery through institutions, Multipurpose Community Centres / Thusong Centres and other inventive forms of service delivery in communities, and
- Predicting customer requirements through the introduction of regular customer surveys on the type of services citizens would want to obtain.

2.5.8.1 Assessing progress with Batho Pele

The Batho Pele project was introduced and marketed with the intention to instil service quality awareness across many diverse and diffuse operating units. Seminars and posters were disseminated, and a range of innovative measures were implemented. A competition was held for provinces to compete for a prize in order to ensure the implementation where the Province of KwaZulu-Natal team won the Price Waterhouse Cooper Premier’s Good Governance Award. For the award the contestants were required to self-assess the service-delivery performance of their components against the eight Batho Pele principles. The awards were effective and they illustrated the way in which Batho Pele introduced a convincing framework that captured the imagination of a number of public servants.

The first comprehensive survey of the Batho Pele initiatives was undertaken for the Public Service Commission in June 2000. The survey was conducted in six national and five provincial departments, and although a diverse range of functions was covered, the eleven departments surveyed formed a small portion of the total number of 130 South African national and provincial departments.
The survey showed rather uneven compliance with Batho Pele principles; with more compliance in the national departments surveyed than in the provincial departments. The conclusions of the survey were as follows:

- Public service customers are not being consulted enough on their needs. There is no advancement in school-governing bodies and community-policing forums; these remain delicate and there is a need for support;
- There is a need for departments to establish and utilise proper formal consultative bodies and resources where necessary;
- Citizens are not aware of the service standards to which they are entitled and these service standards are generally not properly displayed;
- All public areas of public service buildings must show a display of basic service standards;
- There is no equivalent access to public services with a wide range of local and regional discrepancies in terms of quality and coverage;
- Every department must make a clear commitment to improve access to services, particularly those which are seen as human rights by departments; these should be complete with improvement targets and resources where deemed necessary;
- One of the basic and most easily achieved principles is to ensure courtesy; which is crucial to public service customers. Departments must regularly undertake customer satisfaction surveys as part of an integrated monitoring and evaluation strategy. A strong emphasis on courtesy must be highlighted in those surveys;
- There must be a clear link between consultation and information principles;
- In order to provide information, basic efforts have been made, though more needs to be done to move beyond mere contact lists;
- A prescribed format that should provide consistent comparable data should be followed by the department Annual Report. This format is one prescribed by the Public Service Commission in its recently released statement on Government Annual Reports;
- In providing complaint-handling facilities, limited success has been derived. Fewer departments undertake a significant analysis of their performance, and
- There is an apparent need to undertake a closer examination of the potential of providing services in new ways i.e. alternative service delivery options.

The authors of this study, while supportive of the intention of Batho Pele, decided that service delivery improvement activities were mostly analyzed in isolation of the ordinary activities of departments, and that support should be provided to departments to permit enhanced application of Batho Pele principles according to the Public Service Commission of 2000.
2.5.9 Alternative service delivery

According to Russell and Bvuma (2001, p.249-252), alternative service delivery means the identification, development and adoption by public departments and agencies of delivering public services without the need for a traditional, hierarchical bureaucracy. Alternative service delivery may take place within or outside the public service, through partnerships between the public, private and / or non-profit sectors. Alternative service delivery focuses on inventive delivery solutions at the customer end.

Alternative service delivery is developmental; it includes the cultivation and support of those directly responsible for customer service innovation, converting the role of top management into becoming followers and advocates for service delivery accomplishment, rather than micro-managers or controllers. Alternative service delivery is neutral with respect to ownership of state assets and employment levels.

Alternative service delivery focuses on identifying and propagating practical approaches that create the services necessitated by the public, and making them more effective, more equitable, and more accessible. This can only be done in association with resource savings.

Thus alternative service delivery encompasses reforms of service delivery functions:

- Within the existing public service such reforms are customer focused, rather than customer neutral and bureaucratically focused;
- Through the full range of mechanisms for the participation of the private and non-profit sectors in service delivery enhancement rather than simply ownership transfer, job shedding or cost cutting;
- Through service-wide and technologically sophisticated innovations, such as electronic service delivery, e-government, and call centres, as well as
- Through a wide diversity of locally focused initiatives for better service (Russell and Bvuma, 2001, p.245-254).

2.6 Privatization's impact on service delivery

“Privatization improves service delivery and reduces costs.” The then South African President, Thabo Mbeki, in his speech at the opening of Parliament in July 1999, accentuated the necessity for government departments to accelerate their service delivery (Sigcau, 2006, p.1). In the
beginning of the 2006 fiscal year, the Minister for Public Service and Administration, Geraldine Fraser-Moleketi, further prioritised service delivery as a key objective with the following factors needing to be highlighted:

- Service delivery must be accelerated to all relevant communities;
- Accessibility of services to deserving communities must be increased, and
- Service delivery mechanisms must be in harmony with Batho Pele principles (Sigcau, 2006, p.1).

2.6.1 Strategic overview of NDPW in conjunction with service delivery

The NDPW strategic goals are associated with the medium-term strategic framework (MTSF) of the government to respond and address government policy priorities. This MTSF takes into account the following aspects, namely:

- A growing economy;
- Sustainable livelihoods;
- Access to services;
- Combating crime and corruption;
- Constitutional rights and governance, and
- Africa and the world (Sigcau, 2006, p.1).

With regard to these strategies, President Thabo Mbeki reiterated the nation’s commitment to the eradication of poverty, accelerated and improved service delivery, and the eradication of the underdevelopment and marginalization of 42% of the South Africa population operating in the second economy.

The devolution of the client’s budgets and the introduction of accommodation charges provide the DPW with opportunities to continue to measure the impact of the department’s three strategic drivers of its programmes. The strategic drivers are service-delivery improvement, building and enhancing the capacity of the DPW and asset management (Sigcau, 2006, p.1).

2.6.2 NDPW strategic initiatives

Under the programme of asset management, the NDPW has the following strategic initiatives.
2.6.3 Investment in the maintenance programme

“The NDPW has developed a maintenance strategy which is aimed at ensuring sustained multi-year investment in infrastructure maintenance in order to protect the asset value of state-owned immovable assets. The NDPW has further tried to improve its services by devolving the budget to its clients, as well as ushering in the accommodation charges. The NDPW has already identified quality service delivery as the key strategic imperative; therefore the service delivery improvement programme was implemented.

The devolution of the budget envisages allowing accounting officers of client departments to be directly accountable for the management of a state-owned property portfolio. It will further also enhance the transparency of budgets that introduce strong enticements for all departments to utilize state assets efficiently and effectively. The NDPW is then expected to put forward asset management plans to National Treasury, accounting for all properties under their authority.

The preface of accommodation charges dictates the establishment of a new trading entity within the department. The Government Immovable Asset Management (GIAMA) bill which has been introduced in Parliament will guarantee proper accounting for and better exploitation of immovable assets. The GIAMA was introduced to facilitate resource-based planning that tolerates the full service costing and consistent maintenance planning procedures; defining the manner in which the NDPW conducts its business, including defining an appropriate asset management model for the national government’s immovable asset portfolio and the development of value suggestions for client departments (Sigcau, 2006, p.1).

2.6.4 Extended public works programme (EPWP)

“This programme is intended to create job opportunities, employment and long-term projects. Approximately R15 billion is to be spent over the next five years on labour-intensive construction projects.” (Sigcau, 2006, p.1)

2.6.5 Zimisele – NDPW’s service delivery improvement programme

In support of the Batho Pele principles, this programme was developed as a catalyst for producing quality and cost-effective services to NDPW clients. It consists of the following three pillars:

- Customer relation management;
- Project and contract management, and
• Property management with a specific focus on leasing, contract utilization, payment services and facilities management.

Zimisele is a National Department of Public Works initiative with the following objectives:

To improve the service delivery levels of the National Department of Public Works:

• To implement business principles that are in compliance with the social responsibility parameters of the national government. To achieve these objectives Zimisele has four main areas of focus, namely:

• Customer Relationship Management - Key Account Management;
• Project and Contract Management - Capital and Maintenance Projects;
• Property Management - Lease, Utilisation and Payment of Services, and

This initiative, namely the Zimisele project, was introduced in twelve regions, including the head office. Lesele Services is a 100% Black-owned and controlled entity that was appointed to assist the NDPW with the Zimisele project. Lesele Services has previously assisted other government departments at the level of national, regional and local spheres and reference sites, inter alia, the North West, Limpopo, Mpumalanga, and Free State provinces. This company specialises in improving processes and systems, delivering training and development and providing leadership and positive support for change in the work place.

At the NDPW they worked with the management, supervisors, staff and other relevant stakeholders to identify improvement areas and develop practical solutions.

2.6.6 Transformation of the Construction and Property Industry

The construction and property industry charters have been introduced and are currently being implemented. These charters are significant in achieving the Black Economic Empowerment objectives, the implementation of the Charter score cards. Lastly, these charters will support emerging contractors in improving the services they provide. The supplier register of over 8 000 contractors is in the process of being updated by the Construction Industry Development Board.

The NDPW is currently working closely with the Council for Built Environment to convert the various professional councils that fall in its sphere. This is legislation the cabinet enacted to assist the NDPW in improving the construction and property industry.
2.6.7 Re Kgabisa Tshwane

It is not enough for the NDPW to conduct its projects alone; because there are allegedly poor service delivery allegations; thus partnering with other spheres of the government was crucial. The NDPW is currently involved with the programme called Re Kgabisa Tshwane together with the City of Tshwane Metropolitan Municipality. This programme intends to cater for the government in the Council for Built Environment within the framework of the urban renewal programme of the Tshwane inner city.

Needs Assessment for client departments and a Spatial Development Framework that provides for sites ideal for locating national departments have been completed and detailed options analyses are in progress (Sigcau, 2006, p.1).

2.7 Main Challenges that are currently facing the NDPW

The NDPW is currently faced by the following challenges of which the first one is specifically concerned with the study:

- Improving service delivery;
- Coordinating the Extended Public Works Programme in a highly decentralized environment;
- Recruitment and retention of built-environment professionals;
- Producing quality asset management plans in terms of the GIAMA Bill;
- Introducing Asset Management practices that serve the objectives of a developmental state, and that result in more efficient and effective management of assets, and
- Managing the change to a trading entity (Sigcau, 2006, p.1).

2.7.1 Main risks in the NDPW

The NDPW is further faced by risks which could be the reason for alleged poor service delivery:

- The decentralization of the National Public Works function, resulting from real or perceived problems with the department’s service delivery, and
- Loss of skilled staff due to escalating claims for such skills in the context of a booming construction industry (Sigcau, 2006, p.1).

2.7.2 Practices that currently need attention

A study that investigated the skills, areas of knowledge and personality characteristics pertinent to South African construction managers concluded that the most frequently used subject areas
reflect the focus at the respective levels of management. This suggests that the NDPW could utilise the same methodology (Smallwood, 2000, p.60-71).

When the first South African democratic government took office in 1994 it faced an enormous challenge to make a fundamental difference to the lives of millions of South Africans. At the outset it was clearly understood that the bulk of the responsibility for addressing this challenge would fall on the shoulders of the public sector. The new government consequently developed and implemented a wide range of programmes to drastically increase both the quantity and quality of service delivery to citizens.

However, despite significant progress being made in many areas, there has been an increasing sentiment within government circles that not enough has been achieved and that too little has been done since 1994, despite political commitment (Van der Heijden and Mlandi, 2005, p.234-235).

This frustration has, in turn resulted in a wide range of initiatives and programmes, all aimed at addressing the question of ‘service delivery’. These initiatives and programmes are based on the premise that government should be able to do its job better, and in so doing make a larger impact on the quality of life of South Africans. In this context the term ‘service delivery’ might be equated with ‘organisational performance’, based on the premise that the better the performance of the government, the more likely it is that actual service delivery will match expectations.

Literally hundreds of interventions and initiatives to improve service delivery have been undertaken in South Africa since 1994. The improvement of service delivery is paramount in the public service across all departments and functions (Van der Heijden and Mlandi, 2005, p.234-235).

The following organisational practices are contributing to service delivery failures, namely:

- The failure to develop a set of management tools that are suitable for specific implementation in the public sector;
- The making of flawed assumptions about causal relationships and linkages in public sector organisations. Such assumptions are commonly made;
- The lack of ‘system thinking’ in the South African public sector that encourages interventions to focus on small parts of the problem, and
- The obsession with rapid solutions that focus on symptoms rather than identifying underlying
causes (Van der Heijden and Mlandi, 2005, p.234).

2.8 Transformation through total quality management (TTTQM) principles

According to Thompson (2005, p.167), most organizations run the risk of delivering inferior services due to their inherently monopolistic characteristics. There are dangers hidden in a lack of competition. This creates a haven for complacency. Organisations that are the only ones operating can serve as impediments to delivering quality services to the public. Limited options create the predicament where acceptance of something less than quality can become the norm. Administrators and managers in the public sector are developing an organisational culture for continuous improvement along with planning for and orchestrating change. Transformation through Total Quality Management involves enabling an organisation to meet and exceed the public needs, to understand and satisfy expectations, while identifying services that may not be perceived to be relevant by the public.

Such a comprehensive, systematic, and public sector organisation-wide approach serves as a strategy for continually improving the service-delivery process. The overall objective of this strategy is to assist all levels of government to improve their service delivery (Thompson, 2005, p.167-168). The goals consist of, inter alia, providing a framework, standards and guidance in the form of education, training, and facilitation, coaching and mentoring to assist the South African Government to actualise the Batho Pele principles in service delivery.

The Batho Pele initiative aims are to enhance the quality and accessibility of government service by improved efficiency and accountability. Batho Pele’s service delivery principles include:

- “Regular consultation with customers;
- Setting service standards;
- Increasing access to services;
- Ensuring higher levels of courtesy;
- Providing more and better information on services;
- Increasing openness and transparency on services;
- Remedying failures and mistakes, and
- Giving the best possible value for money.” (Thompson, 2005, p.168)

The service delivery principles of transformation, TQM, include:

- Customer focus:
• Process approach and management by facts;
• Involvement, empowerment and customer focus;
• Customer focus, systems and process approaches, and involvement;
• Leadership drive;
• Continuous improvement, systems and process approaches, and
• Systems and processes approach.” (Thompson, 2005, p.169-173)

In the same way that the private sector operates, similar principles can assist administrators and managers in the public sector in planning, improving and controlling quality in government (Thompson, 2005, p.167-175). All organisations need a clear understanding of and an obsession with serving their customers. Knowledge and committed leadership are critical prerequisites in achieving this goal of an organizational ‘culture for quality’.

“People are the lifeblood of any organization and the agents for reform and renewal in public administration. The State intends improving the knowledge, skills, values and attitudes of public servants.” (Yeowart and Soobrayan, 2005, p.248)

Yeowart and Soobrayan (2005, p.248-249) state that the capabilities of the public sector must be harnessed and developed in order to meet service delivery improvement imperatives. President Thabo Mbeki’s call for the “…mobilisation of the public sector to speed up social transformation” effectively captured the primary goal of the South African public human resource development (HRD) strategy in the current period. The imperatives of the governmental programme of action demand a level of capability that is commensurate with the scope and challenges associated with its effective implementation.

Government allocation of financial resources and the finalisation of priority-setting have advanced beyond the capability of certain parts of the State to deliver. The government is increasing the complexity of both policy-making and administrative processes, as well as the erosion of human resources’ capability to carry out core functions.

There are factors militating against successful skills formation and the elimination of skills shortages in the public sector. The training is very often of doubtful relevance, rarely focused on carry-through impact, rarely accompanied by post-course support for implementation; it is perceived that often it is facilitated or taught by people who have a very limited understanding of the public sector. These authors further noticed that the focus is on the cost-effectiveness and
quality of training in the public sector, in order to ensure that the quality and relevance of training are commensurate with government’s expectations and priorities.

In particular, there is a need to focus on the link between learning and performance improvement, on how the skills and capability of our human resources are affected by and affect the environment within which they operate, in terms of the ability of the government to deliver on the objectives of the developmental state. An understanding of how public servants learn effectively, and what needs to change in order to improve public servants’ ability to apply new learning within their context, is central to ensuring the sustainability of the reform process, and to building the capability of the State according to Yeowart and Soobrayan (2005, p.248-249).

The following are, inter alia, the goals and the strategic priorities of human resource development needed in the public sector that can arguably address and improve service delivery:

- Refine and accelerate the implementation of government’s comprehensive, credible outcomes-focused programmes for capacity development within the framework of the public sector HRD strategy;
- Improve the coherence, co-ordination and efficacy of all government’s policies, institutions and mechanisms that are responsible for training and capacity development in the public sector;
- Implement a credible and comprehensive programme to address the strategic skills gaps, financial management, communication skills, and project management, and
- Ensure that the programme pays equal and sufficient attention to the critically important areas of norms, values, attitudes and orientations of public servants that are consistent with the objectives of the developmental state; integrate strategic planning, budgeting, HR planning, HR development, institutional systems and structures, and monitoring and evaluation.

The services have not improved at NDPW despite the implementation of the above strategic priorities of human resource development (Yeowart and Soobrayan, 2005, p.249).

2.9 Synergies

Vatala (2005, p.225-226) states that the revenue base of most municipalities is inelastic and unable to vigorously respond to the service delivery and infrastructure backlogs. The question of cooperative government between national, provincial and local government on the basis of an equitable share of nationally raised revenue is a case in point. However, government cannot
‘press ahead’ alone on these immense challenges of service and infrastructure backlogs; the imperative is that bringing local business into sectors rendering services synergistically may yield desired results. The NDPW is one of the departments set to benefit in this initiative of a revenue-based programme.

2.9.1 Service delivery and budget implementation

- The Public Finance Management Act No. 1 of 1999 defines the service delivery and budget implementation plan which includes the projections for each month as: Revenue to be collected;
- Operational expenditure by vote, and
- Service delivery targets and performance indicators for each quarter.

Service delivery, the budget implementation plan and a service delivery plan must be responsive to the needs of the ward in which performance in service delivery against end-of-year targets and implementing the budget are measured (Vatala, 2005, p.229).

According to Vatala (2005, p.229), ward-based budget allocations have the following benefits for the municipality, namely:
- Ward councillors must be full-time employed by the council by which their monthly salaries are determined in terms of revenue collection coming from their respective wards in which they encourage local residents, especially those who pay for municipal services;
- Ward committees are the eyes and ears of the particular council; and this is where democratic participation takes place through community engagement;
- Ward communities need to be encouraged to develop their ward-based plans which must inform the review process of an integrated development plan, and
- A measurable impact on service delivery must be easily noticeable and levels of poor service delivery identified.

2.9.2 Key components of the plan

A service delivery and budget implementation plan at the NDPW consists of six components, namely:
- Monthly projections of expenditure measured in terms of actual expenditure;
- Quarterly projections of service delivery targets and performance indicators for each vote;
- Ward information on service delivery and expenditure; for example, the total number of
electricity connections, and

- Information and progress on the implementation of an integrated development plan can be submitted separately to councillors.

Detailed capital work plans of wards should be broken down in terms of ward number, project number, name of the project, short description, start date, planned completion, actual completion date, and justification for the project(s) and reasons for variance (Vatala, 2005, p.230).

The service delivery and budget implementation plan has two layers. The top layers have consolidated service delivery targets and in-year deadlines and this is the layer which should be made public. The second layer consists of more detailed information linked to the top layer and breaking it down into matters of detail which are prepared by business unit managers for their divisions. These are further broken down into sections and other operational areas (Manuel, 2008, p.1).

The top layer of the service delivery and budget implementation plan, which is tabled in Council, should not be revised or amended without the Council’s approval.

2.10 Assessment of the organisation and its environment

There are many ways to divide the various important functions of the organization, 'Total quality’ assessments and balanced scorecard approaches are some of the recommended ones (Kaplan and Norton, 1996, p.125).

2.11 Effective leadership skills

In the Office of Personnel Management (OPM), looking at the importance of 22 competencies for new and experienced executives, managers, and supervisors, oral communication was uniformly ranked first and written communication came only second or third. The spread among the levels of leadership, executives versus managers and supervisors, was small to moderate. New leaders were expected to have very strong communication skills at entry, but not other competencies, such as articulating vision, which could be strengthened later (Van Wart, and Denhardt, 2001, p.227-230).

Indeed, every other major public sector competency study has given communication skills consistent emphasis. Although some leadership experts do not explicitly indicate communication as a key competency, it is implicit in almost all the competencies or elements that they do emphasise. Although it is rarely listed as a major competency in its own right, listening is often
noted in broader studies. The top behavioural competencies for executives in the 150-item OPM study listed three with pronounced listing elements in the top ten (Van Wart and Denhardt, 2001, p.227-230).

Typical of many self-assessments of leaders in the field, in a recent study of local managers they noted that the abilities to communicate well orally and in writing were their weakest skill areas (Van Wart and Denhardt, 2001, p.227-242).

In many areas a degree may not be necessary per se, but extensive knowledge is necessary nonetheless. Training managers may not have a degree in education but they should have extensive knowledge about learning theories and training techniques. Often, leaders, especially at the supervisory level, are hired or promoted based on their technical skills.

Yet, over time, many complain that they lose touch with these skills, and this is a frequent complaint from subordinates as well. In a study of local managers, 22% stated that this aspect of technical competence was their weakest area, although an equal number identified it as their strongest area (Van Wart and Denhardt, 2001, p.227-242).

### 2.11.1 Articulating the mission and vision

To define the values incorporated in the mission of an organisation is an enormous and complex task, which leaders frequently find difficult to do well. Articulating the mission is related to strategic planning, organisational change, informing, and motivating. It is often a highly visible part of strategic planning. Mission articulation occurs outside the strategic planning process and also serves non-strategic purposes. It also relates strongly to managing organisational change, for which it is particularly critical.

### 2.12 Management, capacity, and performance

An exclusive focus on input or outcome measurement without consideration of the context thereof, and the capacity for performance can, however, be both misleading and destructive in the public sector. The primary reason for this situation is straightforward. Overly simple measures do not convey the substantial complexity of the performance system they strive to represent.

It is frequently asserted, for example, that citizens do not really care about how well government
works. They care about trash collection, clean streets, and good police protection. All of these are, of course, part of good government. The cost and efficiency of delivery measures are important and are probably also the easier pieces of information to collect, but they are only a part of what citizens and elected officials need to know.

Critical information includes which government resources are available to them, and how well this information is distributed; also about how they balance and trade off competing citizen demands and needs, about the quality and timeliness of the information they use to make decisions and where they get it, and about the commitment of government and its leaders to deliver an effective service. Again, the link to capacity is apparent. Governments and their managers cannot do what citizens and elected officials ask if they lack the fundamental ability or capacity to deliver (Thomas, 2005, p.293).

2.12.2 Dissecting management
Public Managers and management systems are emerging as important components in the larger realm of governance, where collective decisions on public policy are linked to governmental activity. As governments move towards a greater emphasis on results, they and their constituents have sought means to improve service delivery. Many constituencies that critically influenced government performance, such as through elections, socio-economic conditions, media scrutiny, legislative priorities, and the social perception of the scope and scale of policy problems, which are beyond the control of public organisations and their managers.

In addition, legislative mandates often dictate and constrain the very structure of government organisations. Nonetheless, public management influences the approaches of governments considerably and so do their agencies which are used to orchestrate resources and translate them into public services. In order to understand how to improve public performance, Thomas (2005, p.293) argues that those components of performance that public managers control substantially, must receive primary attention.

To understand the ‘black box’, that has traditionally been used to depict government management, necessitates dividing management into its constituent components and identifying relationships between essential elements. This is a process that Thomas (2005, p.293) referred to in his earlier work, as ’dissecting the black box’.

This author further initiated this process in 1997 by proposing a preliminary model of
government management performance. The traditional policy performance equation that relates resources and results through the so-called black box of public management is shown in Figure 2.1

![Figure 2.1: The classical policy / performance equation (Thomas, 2005, p.293)](image)

Thomas (2005, p.293) work is based upon the assumption that if the middle of this equation, which is public management, operates poorly, then the linkage between public resources and policy results is attenuated and desired policy results cannot be achieved as effectively as they could be if public management systems functioned well. In short, they assume that well-managed government and agencies have the ability to perform better than government and agencies that are less-well managed.

They, therefore, asserted that specifying the intervening management variable better, ultimately allows one to understand the potential and ability of a government to achieve policy outcomes. Given that public organisational systems and managerial activities are drivers of policy outcomes that public administrators control to a larger extent, understanding in detail allows them to get at the heart of government effectiveness.

Thomas (2005, p.293-298) proposed a conceptual framework that characterises the key relationship inherent in the government management and policy performance system. This enhances the classical representation in which public resources are mysteriously transformed into policy results by elaborating on the nature and role of government. According to their model, policy results emerge from government performance, but are also contingent on the environment capacity as well as on an array of environmental constraints and opportunities.

Thomas (2005, p.293-298) further clarifies the word ‘capacity’ in the context of the intrinsic ability of government to marshal, develop, direct, and control financial, human, physical, and information resources. In essence, management capacity concerns the extent to which a government has the right resources in the persons of their managers who are correctly placed at
Capacity therefore depends on the quality of managers and systems: government and agencies with strong managers and sound management systems can be described as having a high capacity and are more likely to perform better; those with weak managers and shaky management systems have low capacity and are less likely to perform well. The capacity of government is driven by four key levers, namely the:

- Character of the government’s management systems;
- Level and nature of leadership emphasis;
- Degree of integration and alignment across its management systems, and
- Extent to which it manages for results.

2.12.3 Assessment management

Assessment can be absolute, involving measurements of magnitude, given an arbitrary scale, or it can be relative, involving comparison either against other subjects or against a chosen standard. Of these options, Thomas (2005, p.293-298) argues that an example of the second, criteria-based, assessment can be especially fruitful for a study of government management. While this technique offers substantial advantages, it also poses several challenges. They have found it to be a useful and appropriate approach because it has explicitly focused data collection and analysis efforts around stated beliefs on the nature of good government management.

2.13 Concept and applications of developing support systems

The function and structure of policy making in general involve a comprehensive policy analysis that should include the following elements:

- Objectives,
- Alternatives,
- Impacts,
- Criteria, and
- Models.

Nagel (1990, p.30) lists five stages in the process of policy analysis, namely:
• Formulation of problem and objectives,
• Search for alternatives,
• Forecasting of future environment,
• Modelling, i.e. determining the impact of the alternatives, and
• Evaluating the alternatives according to the specified criteria.

Theorists of policy analysis recognize that in practice the decision-making process does not always include all the stages, nor are the individual stages impeccably performed, but that in such imperfect cases even partial adherence to the systematic procedure, as described above, is beneficial (Nagel, 1990, p.30).

2.13.1 Changing the culture
Zairi and Jarrar (2000, p.689-690) state the main reason for managers to use data from the performance management system is to influence the behaviour of subordinate managers and employees. To do so successfully, these managers need a clear view of human nature and behaviour in organizations. This could be the methodology that could be adopted at the NDPW.

2.14 The measurement, use, and development of intellectual capital

Intellectual capital can be defined as an intangible asset of skill, knowledge, and information. Properly formalised, captured, and leveraged, intellectual capital can be used to produce a higher value asset. The challenge then is to identify the knowledge assets of one’s organisation, the management processes that can be used to enhance them, and then manage this intellectual capital in a way that can enhance performance.

This is called learning capability. It requires measurement of one’s intellectual capital, the management of intellectual capital, and the conscious growth of intellectual capital – both at an individual and organisational level. One of the most promising recent developments in the management field is the effort to measure, use, and develop what has been termed an organisation’s most valuable asset: intellectual capital. For public non-profit organisations, this effort has special potential for increased productivity.

This is also true for organisational innovation and renewal. Agor (1997, p.175) states that, organisations can concentrate on strategising and developing sound solutions in order to transform for purposes of rational action. Most managers in organisations make programmed and
non-programmed decisions that differ depending on a variety of factors relating to the public sector organisation, management level, personal management style and capabilities to manage.

Intellectual capital, the management of intellectual capital, and the conscious growth of intellectual capital require measurements of an individual and at an organisational level (Agor, 1997, p.175).

What is paramount is that the NDPW considers applying corporate governance strategies, since government is the subset that acts with authority and creates formal obligations. The United Nations Development pronounced a set of principles that seem to have worldwide acknowledgment; and they are as follows:

- Fairness - focus on equity and the rule of law;
- Accountability - focus on liability to the public and transparency;
- Performance - focus on responsiveness, efficiency and effectiveness;
- Direction - focus on strategic vision, and
- Legitimacy and voice - focus on participation and consensus orientation.

Governance is different from the government; hence it concerns longer-term processes rather than abrupt judgments. The further primary concern of governance is the goal rather than the rules. The governance is more concerned with outcomes rather than the outputs of government; and Saxena (2005, p.498-499) states that government, including the NDPW, in most cases has a tendency to confuse how they govern with why they govern.

In conclusion the NDPW is currently in the process of revamping its way of delivering services via various programmes e.g. Zimisele Project, Leadership Way. There is currently limited literature available confirming the complaints of clients on any of the services the NDPW delivers.

2.15 **Important behavioural factors**

These behavioural factors are important for the successful implementation and use of performance management systems. De Waal (2003, p.688) indicates such behavioural factors are an influence of successful implementation and use of performance management systems. He also discovered that organisations do not utilise new systems of performance management. These behavioural methods, just to mention a few, are as follows;
Managers accept the need for performance management,
Managers take an active role during the development stages of the performance management system project,
Managers agree on the starting time, and
Managers understand the meaning of KPIs.

Mvelase, Dlodlo, Mathaba, Krause & Kabanda, (2009, p.1-3) evolves a theoretical framework for government information service delivery that they proposed for deep rural government theoretical framework that utilizes deep rural Small, Medium and Micro Enterprises (SMMEs) to serve as access points to the government information on services available and needed by this rural community. The study identifies current services provided by the government to the community and measures the levels of satisfaction of the community on the service provision. On the basis of the analysis of community satisfaction levels the gaps in the information needs of the deep rural community are identified. The study also identifies the challenges faced by the community in trying to access these services. A theoretical framework for government information service delivery was then proposed Mvelase et al. (2009, p.1-3). This theoretical framework can be adopted by the NDPW.
3. RESEARCH METHODOLOGY AND SAMPLE STRATA

3.1 Introduction

A research paradigm is the process through which new information is determined and where activities based on other people’s work can be replicated. It is based on a logical justification and is attached to theory. Because research is achievable it engenders new enquiries, and is recurring in nature. Research is a configuration that uses habitual scientific methodology to determine the outcome of predicaments (Salkind and Miller, 2002, p.3). Leedy and Ormrod (2005, p.134) argue that authors consider that all investigations commence in a qualitative form.

The quantitative study is a request for information into a common or an individual, based on testing a theory based on the unpredictable; calculated in numbers and analysed with statistical methods in order to establish whether the prognostic generalisations of the theory are factual. A qualitative study is one that seeks to bring to mind participants’ explanations of meaning, familiarity through collecting, analysing, and interpreting data by observing the behaviour of personnel.

Qualitative research further refers to the meanings of concepts, definitions, characteristics, metaphors, symbols and the description of things (Leedy and Ormrod, 2005, p.133-134).

3.1.1 The quantitative approach

The purpose of this approach is to explain and predict, confirm, validate and test theory. The nature of the research process is focused, the variables are known, guidelines and methods are established, and the context is somewhat free, with the researcher remaining largely distant. The data are numeric, representative, and are of a large sample. The instruments used are standardised. Data is analysed statistically and / or charts with the emphasis on objectivity and their meaning determined through deductive reasoning. The findings are communicated using numbers, statistics, tables, aggregated data, and the scientific style (Leedy and Ormrod, 2005, p.133-134).

3.1.2 The qualitative approach

The purpose of this approach is to describe and explain, to explore, interpret and build theory. The nature of the research process is holistic, the variables are unknown, the guidelines are flexible, with emergent methods, it is context-bound and the researcher’s views are personal. The
data are textual, in the form of words from documents, non-standardized observations and / or obtained through interviews. The sample size is small. The findings are communicated using words, narratives, generalisations from evidence, and a literary style (Leedy and Ormrod, 2005, p.143).

The difference between qualitative research and quantitative research is that qualitative research is a deep analysis of relatively few subjects for which a rich set of data is collected or structured, while quantitative research entails the proper application of statistics to a wide range of subjects. When research methods are selected, factors like the research problem, the nature of the data, and the location of the data all need to be considered (Leedy and Ormrod, 2005, p.93).

3.1.3 Triangulation

Triangulation entails the gathering of various sources of information to research the particular subject with the probability that they will come together to support a particular hypothesis or theory. This can be obtained through verifying and comparing one result against another, with a vision to increasing the reliability of the outcome (Leedy and Ormrod, 2005, p.99).

3.1.4 Selecting a suitable research method

In this study the question is asked: What factors are required to be addressed to ensure service delivery improvement at the NDPW? The qualitative method was used to support deductive reasoning, analysis and a descriptive or normative survey. The descriptive survey is known as the research method that reveals the nature of certain situations, settings, processes, relationships, systems or people (Leedy and Ormrod, 2005, p.134).

In order to achieve specific goals and objectives questionnaires are typically structured (Salkind and Miller, 2002, p.14). According to Leedy and Ormrod (2005, p.134), respondents should preferably be randomly selected. Every respondent in the sample must have had an equal chance of being included in the final sample. In order to constitute the sample population, questionnaires are forwarded to the selected groups.

The research findings are presented under the relevant headings concerning each specific sub-problem or the main problem itself and compared against the reviewed literature. The hypotheses are then tested using the research findings to determine whether they can be rejected or not.
3.1.5 Validity and reliability

In order for an evaluation survey to be performed the instruments utilized need to be always explicit, consistent and reliable responses even if questions are replaced with other similar questions. When the variable is generated from such a set of questions that returns a stable response, then the variable is said to be reliable. Coefficient alpha (α) is one of the most significant data in research that defines reliability. Reliability is the extent to which a measurement can be repeated effectively.

Cortina (1993, p.98-100) believes that the Cronbach’s alpha is an index of reliability associated with the variation accounted for by the true score of the ‘underlying construct’. Construct is the hypothetical variable that is being measured. The estimate of reliability that is being utilised must depend on the sources of variation that can be considered pertinent (Cortina, 1993, p.98-100). In this research project, the Cronbach’s alpha is used to determine the reliability or consistency of a measure. The Alpha coefficient ranges in value from 0 to 1 and may be used to describe the reliability of factors extracted from dichotomous (that is, questions with two possible answers) and/or multi-point formatted questionnaires or scales i.e. rating scale: 1 = poor to 5 = excellent.

The higher the score, the more reliable the generated scale is. In order for the measurement to be reliable, the scale should be above 0.7, but there are cases where the scale is lower than the norm. Furthermore, in order for 0.7 to be an acceptable reliability coefficient, lower thresholds need to be used in the literature.

3.1.6 Bias

In the context of the research methodology, bias refers to the presence of systematic error in a study. Methods to address bias in both the design and analysis stages of a study are presented, including restriction, matching, multivariate analysis, instrumental variable estimation and the prevention of misclassification of information. Interviewer bias occurs when the behaviour, appearance or actions of the interviewer in some way influence the respondent to respond in a certain manner or offer a certain response.

This possibility can be eliminated through training and supervising the interviewers to ensure consistent interview administration. The selection of data that fit the existing theory or preconceptions of the researcher and ‘stand out’ can be a major source of bias. In this study, the
The interviewer conducted himself professionally, dressed formally; and he further interviewed interviewees in a non-prejudiced manner.

The data selected did not fit the existing presumption. There were initially eight respondents, but only six participated. The interviews were conducted before the questionnaires could be drafted in order to generate relevant and accurate questions.

### 3.2 Sample selection

The sample was selected from the total population of NDPW employees who met the selection criteria, namely those that operated within certain sections, such as, for example, key account management, project management and property management. The NDPW regional offices chosen for the final sample were in the urban areas of Pretoria, Cape Town, Johannesburg and the small town of Mthatha’s regional office. People in these regions responded favourably to the request that they participate in the study.

Thirty participants participated in the research project. From these, twenty-one usable questionnaires were received, which equates to a response rate of 69%. Furthermore, interviews were conducted with six NDPW employees. For the purpose of this research project the focus was on personnel operating in the following sections, namely projects, property management, key account management and related sections within regional offices in South Africa. The sample consisted of personnel acting in certain positions with full delegated authority. The profile and distribution of the sample are shown in Table 3.1.

#### Table 3.1: Size of the sample strata and response rate to the questionnaire

<table>
<thead>
<tr>
<th>Name and Type of Regional Offices</th>
<th>Proposed</th>
<th>Actual</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Pretoria regional office</td>
<td>5</td>
<td>16.7</td>
</tr>
<tr>
<td>Johannesburg regional office</td>
<td>5</td>
<td>16.7</td>
</tr>
<tr>
<td>Head Office</td>
<td>5</td>
<td>16.7</td>
</tr>
<tr>
<td>Mthatha regional office</td>
<td>10</td>
<td>33.3</td>
</tr>
<tr>
<td>Cape Town regional office</td>
<td>5</td>
<td>16.7</td>
</tr>
<tr>
<td>Total</td>
<td>30</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The research project was conducted in three phases, namely the pilot survey, in-depth interviews and the primary survey.

The sample for the pilot study consisted of six respondents who helped to test the ease of use of the questionnaires. The survey sample consisted of thirty respondents. The respondents who were presented with questionnaires were permanent NDPW employees. Table 3.2 depicts the sample strata per collection instrument used.

**Table 3.2: Sample per collection instrument**

<table>
<thead>
<tr>
<th>Collection instrument</th>
<th>Sent No.</th>
<th>%</th>
<th>Returned No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Questionnaires</td>
<td>30</td>
<td>79.0</td>
<td>21</td>
<td>77.7</td>
</tr>
<tr>
<td>Interviews</td>
<td>8</td>
<td>21.0</td>
<td>6</td>
<td>22.2</td>
</tr>
<tr>
<td>Total</td>
<td>38</td>
<td>100.0</td>
<td>27</td>
<td>100.0</td>
</tr>
</tbody>
</table>

In the first phase eight participants were invited to attend an interview, but only six responded. The information obtained was used in compiling the questionnaires.

In the second phase thirty participants were given questionnaires, but only twenty-four were returned, of which one (1) was returned late and two were incomplete, meaning that only twenty-one were included in the analysis of the data.
4. METHODOLOGY

This chapter aimed to describe the research design and methodology used to test the hypotheses and achieve the objectives of the study. The environment of the research problem, research intention and the methodology of the research were associated with the research strategy where the primary research methodology is based on a quantitative research approach, while the secondary methodology is based on a qualitative research approach. Hypotheses are tested in the final stages of the study.

Frequently, researchers need to explore occurrences for which few theories exist. Researchers endeavour to create new-fangled hypotheses by using studies, where such hypotheses can be used as a point of departure in subsequent research.

In order to achieve the objectives of the study the following methodological approach was applied:

- A comprehensive review of any literature related to the research topic under investigation was undertaken;
- A qualitative method, such as interviews to survey the views of external customers of the NDPW to determine their perceptions of the service delivery of the NDPW was used;
- A sample of NDPW staff to determine their perceptions of the quality of NDPW service delivery was selected;
- Samples of NDPW staff and external customers was selected in order to determine the extent of the prevailing legislative framework and how it impacts on service delivery levels of the NDPW to meet the following objectives:
  - To evaluate the effectiveness of various government-driven policies relative to NDPW service delivery, and
  - To establish to what extent the White Paper of 1997, on the Transformation of the Public Services, facilitates the actualization of poverty-alleviation programmes.

The qualitative method was used in this study. This method of research suggested a broad methodological approach. The term qualitative is used for the collection of methods and techniques which share a certain set of logical principles. The study typically used qualitative methods of gaining access to research subjects, for example, a theoretical selection of cases, qualitative methods of data collection such as participation, observation, semi-structured interviewing, the use of personal documents to construct life stories, and qualitative methods of analysis like the grounded theory approach, analytical induction and discourse analysis.
In particular, the following data collection techniques were used to achieve the objectives of the study:

4.1 Design of the survey

The data for this study are made up of both primary and secondary data. Their nature is briefly described. The data for this investigation was collected from primary sources. Secondary sources were utilized to establish criteria and theories against which the empirical findings of the primary data were measured. Once these data had been gathered they were properly sorted, analyzed and interpreted in order to test the stated hypotheses.

4.1.1 The primary data

The data were obtained through interviews and structured questionnaires. The researcher is currently working with the NDPW as a client of the South African Social Security (SASSA) and that gives the researcher exposure to the environment in which they are operating. The primary data that make up the pragmatic research comprised of the information that was uncovered by means of surveys, interviews and the recording and analyzing of actual situations in the delimited research area.

4.1.2 The secondary data

The secondary data used in this research project were acquired from books, research publications, and international sources, such as articles, magazines and journals. The secondary data were provided by the review of the related literature and established theories and criteria by which the primary data was measured and compared. If there is insufficient data relating to the specific research area, a broader generic reference base will be utilized to make the necessary comparisons.

4.2 The data collection procedures

The participants for the pilot study were contacted telephonically and via e-mails. They were requested to participate in the pilot survey. Those who were willing were forwarded a copy of the questionnaire. Some agreed to fill in the questionnaire in the presence of the researcher.

During the actual survey each regional office was contacted telephonically to enquire which
appropriate regional managers to approach for permission to conduct a survey in their respective
regions. It was imperative that the researcher orally and formally request permission from the
respective regional managers and individuals to carry out this survey in order to obtain access to
regional offices. A letter that served to formally introduce the researcher and specify the intended
scope and purpose of the survey followed the verbal request (Appendix A). Some of the regions
approached requested certain documents from the researcher before they would participate in the
study.

These documents included:

- Proof of current registration at the Nelson Mandela Metropolitan University;
- A certified copy of a current student card;
- Indemnity form, and
- A copy of the proposal.

In order to receive the primary data, questionnaires were sent out via post, facsimile, e-mail and
hand delivered to the recipients. A covering letter informed the respondents of the purpose of the
study, to whom to address any queries, and the return details. The covering letters were addressed
to the regional managers of each of the regions surveyed; the recipients were requested to return
completed questionnaires through the post, e-mail, or facsimile. In certain instances the
questionnaires were collected.

As a control measure each questionnaire was given an identification number. From the 30
questionnaires distributed only 20 completed surveys were returned. While following up on
outstanding questionnaires, reasons and excuses given for not returning completed copies by
participants included:

- “Currently attending workshops, out of the office, out of town: I will attend to it as soon as I
  am back.”
- “E-mail not working, please send it again.”
- “I am unable to fill it in because I will be exposing my Department.”
- “I will fill it in during the weekend.”
- “I am currently busy with something.”
- “I lost the copy of the questionnaire you sent me; please can you send me another one.”

The interviews conducted were semi-structured and revealed certain information which the
researcher used in designing the questionnaires. The interview gave insight into the workings within the various NDPW environments.

The persons who were approached for interviews were senior managers, managers and staff at all levels, as well as external customers and service providers. Personal structured interviews were conducted to gather the primary data. Other primary data were collected by means of surveys.

The questionnaires for the survey were structured in such a way that persons only had to respond to questions to which they could provide answers.

In terms of the secondary data, reference is made to the related literature in the form of articles, professional journals and conference proceedings. Magazines, the internet and newspapers are utilised in order to broaden the opinion base.

4.3 The design of the questionnaires

The questionnaire was separated into three sections, with each section evolving from the literature relating to the problem statement. The questionnaire was created in such a way that questions were all categorised according to the respective four hypotheses. The instrument contained 20 questions to be answered on a 5-point scale, where 1 meant strongly disagree, 2 meant disagree, 3 meant neutral, 4 meant agree, and 5 meant strongly agree.

4.3.1 Section A
The data gathered in this section referred to the role and functions of NDPW employees, their understanding of the programmes that encourage service-delivery improvement and their involvement in the implementation of these programmes.

4.3.2 Section B
The data gathered in this section sought to scrutinize the NDPW organisational environment and the level of top-management support for service-delivery improvement.

4.3.3 Section C
The data gathered in this section sought to interrogate the range of competencies, designation and the number of programmes.
4.4 Collecting the data

Semi-structured interviews were conducted with six of the respondents between 01 May 2007 and 01 June 2007. Three of them took between thirty minutes to an hour, while the remaining three took approximately one hour each.

The interviews yielded positive results; six participants responded out of eight participants. This assisted in providing an insight into the NDPW's environment and operations. Information collected during the interview sessions was very informative and could not have been collected by the use of a questionnaire only.

A pilot survey using the questionnaire was conducted using six of the respondents whose queries and concerns were incorporated into the final draft of the questionnaire. A total of seven working days was used for the pre-testing of the questionnaire. Two of these were delivered personally to the respondents, while the remaining four copies were forwarded via e-mail. All the respondents were requested to return the completed copies of the questionnaires within one week from the date of receipt.

The rationale for the pilot survey was to give a signal of the suitability and effectiveness of the instrument to be used to evaluate the organization. Thirty copies of the questionnaires were distributed together with a covering letter requesting that they be returned by the 25 August 2008. The return date had to be extended to 29 August 2008 due to a poor response.

Both questionnaires and interviews were used to collect data for the survey. Therefore, the research method used was a descriptive and a normative survey method.

4.4.1 Interviews

Before personal interviews were conducted, a structured list of questions were compiled and forwarded to NDPW staff and external customers who fill certain positions of authority. This would have enabled these persons to prepare adequately for the interview and would also allow for the quantification of their responses for later analysis.

The large delimited research area and the financial constraints of travelling to other cities, led to interviews being conducted mainly within the NDPW premises and client departments that the NDPW serves. The model of qualitative interviewing emphasises the relativism of culture, the active participation of the interviewer and the importance of giving the interviewee a voice.
Interviews were made up of individual cultural interviews, which focus on the norms, values, understandings, and taken-for-granted rules of behaviour of NDPW employees. In combination with the above, individuals’ topical interviews were narrowly focused on a particular event or process of delivery, the impact of legislation on the levels of service delivery, the effectiveness of various government-driven policies and the extent of the White Paper of 1997 on the Public Services.

Interviews were also used to gain information from the conversation partners involved in the study, as in practice these cultural and topical styles are often mixed in the single interview and the researcher may alternate between listening for nuanced cultural meanings and asking about events. Topical and cultural interviews are mixed because they share the underlying assumptions that guide all qualitative interviewing.

All the interviews were audio-taped with permission obtained from the interviewees. These recordings were transcribed verbatim and the resulting texts were analysed. In cases where permission for tape-recording was not granted, extensive notes were taken. These interviews were used in order to obtain opinions or attitudes amongst employees.

4.4.2 Observation
Three days were spent with all DPW employees in the Johannesburg and Pretoria regional offices in order to gain first-hand experience of the phenomena in the field. Comprehensive field notes were documented throughout the period and broad questions were asked, while phrasing initial questions in an open way to hear what the various conversational partners think before narrowing down the options for further questioning.

4.4.3 Survey
A range of questions based on the main problems, as well as the literature review, were formulated into a questionnaire and used as a means of survey. This questionnaire was tested on a sample of persons to establish the appropriateness of the questions. Thereafter, these questionnaires were posted, faxed and e-mailed to previously selected NDPW staff and relevant external customers within the delimited research area. The questionnaires were accompanied by a covering letter explaining the purpose of the research, the need for completion of the questionnaire, the approximate time taken for completion of the document, the assurance of participants’ right to privacy and suchlike. A reasonable return date was also included.
4.4.3 Analysis
As the completed questionnaires were received from the survey, the data was progressively scrutinised, checked and sorted for later analysis. The results of the personal interviews were incorporated into the survey results. All the data were gathered and sorted; they were then interpreted and analysed and the results were compared with the identified problem. The results assisted in the testing of the hypothesis, as originally formulated.

4.5 Analysis of the data
The quantitative information gathered was statistically analysed and interpreted and the qualitative information was also interpreted through deductive reasoning. The computer software package Microsoft Excel 2003 was used to organise and analyse data. The statistics are further arranged in Chapter Five, according to the sequence of questions in the questionnaire, and are presented by means of charts and tables.

This research utilised both the quantitative and qualitative methods to permit an absolute and effective research practice. The research concentrated on an extensive literature review to obtain full knowledge of the delimited area, and questionnaires were used to discover the limitations. Statistical analysis was used to analyse and validate the claims.
5. THE RESULTS

This chapter presents the findings of the study, together with a discussion of these findings as they relate to the review of the literature, and it then draws conclusions from them. Furthermore, the various hypotheses are tested. Chapter Five is presented as follows:

- Section A: Service delivery improvement;
- Section B: Organisational information, and
- Section C: Biographical information.

5.1 Section A: Service delivery improvement

Respondents were presented with seven statements related to service delivery by the NDPW to which they needed to indicate the extent of their disagreement on a 5-point Likert scale where 1 = strongly disagree, 2 = disagree, 3 = neutral, 4 = agree, and 5 = strongly agree. The findings are ranked in terms of their mean scores (MSs) based on the percentage responses to the five-point scale with 1.00 as a minimum value and 5.00 as a maximum value based on the percentage indicating the degree of concurrence of the statements (Table 5.1).

Table 5.1 Service delivery

<table>
<thead>
<tr>
<th>Aspect</th>
<th>Response (%)</th>
<th>Mean Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility, lines of authority are well defined at the NDPW</td>
<td>0.0 9.5 33.3 38.1 19.0</td>
<td>3.67</td>
</tr>
<tr>
<td>Adequate training is offered at the NDPW</td>
<td>4.8 28.6 33.3 23.8 9.5</td>
<td>3.05</td>
</tr>
<tr>
<td>The NDPW provides a poor service</td>
<td>14.3 14.3 23.8 47.6 0.0</td>
<td>3.05</td>
</tr>
<tr>
<td>Legislation has no positive impact on service delivery</td>
<td>9.5 23.8 52.4 14.3 0.0</td>
<td>2.71</td>
</tr>
<tr>
<td>Despite the existing policies, programmes and legislation, the NDPW is unable to deliver its services effectively and efficiently</td>
<td>19.0 28.6 19.0 33.3 0.0</td>
<td>2.67</td>
</tr>
<tr>
<td>The White Paper on the Transformation of the Public Service of 1997; encourages poverty alleviation programmes that are difficult to implement</td>
<td>19.0 23.8 38.1 19.0 0.0</td>
<td>2.57</td>
</tr>
<tr>
<td>The NDPW is currently not improving on its service delivery</td>
<td>28.6 33.3 14.3 23.8 0.0</td>
<td>2.33</td>
</tr>
</tbody>
</table>

Based upon the MSs, the findings in Table 5.1 are summarised as follows:

- Responsibility and lines of authority are relatively well defined at the NDPW;
• Training offered at the NDPW is adequate, but barely so;
• The employees of the NDPW perceive that they provide good service, but marginally so;
• Legislation does impact positively on service delivery;
• Due to existing policies, programmes, and legislation, the NDPW is able to deliver its services effectively and efficiently;
• The White Paper on the Transformation of the Public Service of 1997 does not encourage poverty alleviation programmes that are difficult to implement, and
• The NDPW is improving on its service delivery.

5.2 **Section B: Organizational Environment**

Respondents were presented with a further thirteen statements which related to the organisational environment of the NDPW. They needed to indicate the extent of their disagreement on a 5-point Likert scale of agreement, where 1 = strongly disagree, 2 = disagree, 3 = neutral, 4 = agree, and 5 = strongly agree. The findings are ranked in terms of their mean scores (MSs) based on the percentage responses to the five-point scale with 1.00 as a minimum value and 5.00 as a maximum value based on the percentage indicating the degree of concurrence of the statements (Table 5.2).
Table 5.2 Organizational environment

<table>
<thead>
<tr>
<th>Aspect</th>
<th>Response (%)</th>
<th>Mean Score</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Strongly disagree</td>
<td>Disagree</td>
</tr>
<tr>
<td>Employee’s service delivery initiatives will improve organisational</td>
<td>0.0</td>
<td>9.5</td>
</tr>
<tr>
<td>goals</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Service delivery is in line with NDPW objectives</td>
<td>0.0</td>
<td>14.3</td>
</tr>
<tr>
<td>The NDPW encourages the implementation of project techniques</td>
<td>0.0</td>
<td>9.5</td>
</tr>
<tr>
<td>Top management is involved in monitoring and evaluation of service</td>
<td>9.5</td>
<td>14.3</td>
</tr>
<tr>
<td>delivery programmes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Staff are involved in the implementation of service delivery</td>
<td>4.8</td>
<td>9.5</td>
</tr>
<tr>
<td>programmes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>The NDPW has achieved on service delivery improvement</td>
<td>0.0</td>
<td>23.8</td>
</tr>
<tr>
<td>Top management is responsible for appointing service providers</td>
<td>19.0</td>
<td>9.5</td>
</tr>
<tr>
<td>Top management appreciates staff inputs</td>
<td>9.5</td>
<td>19.0</td>
</tr>
<tr>
<td>Top management monitors existing service delivery programmes</td>
<td>9.5</td>
<td>19.0</td>
</tr>
<tr>
<td>The NDPW offers training and education on service delivery</td>
<td>4.8</td>
<td>23.8</td>
</tr>
<tr>
<td>The NDPW is a good service-delivery enabler</td>
<td>9.5</td>
<td>19.0</td>
</tr>
<tr>
<td>Turn-around times to complaints are efficient</td>
<td>4.8</td>
<td>38.1</td>
</tr>
<tr>
<td>The NDPW has embraced systems to address service-delivery challenges</td>
<td>14.3</td>
<td>19.0</td>
</tr>
</tbody>
</table>

Based upon the MSs, the findings in Table 5.2 are summarised as follows:

- Employee’s service delivery initiatives will relatively improve organisational goals;
- Service delivery is fairly in line with NDPW objectives;
- The NDPW moderately encourages the implementation of project techniques;
- Top management is comparatively involved in monitoring and evaluation of service delivery programmes;
- Staff is slightly involved in the implementation of service delivery programmes;
- The NDPW has reasonably achieved on service delivery improvement;
- Top management is rather responsible for appointing service providers;
- Top management appreciates staff inputs to a certain extent;
- Top management adequately monitors existing service delivery programmes, but hardly so;
- The NDPW offers training and education on service delivery sufficiently, but barely so;
- The NDPW is not good service-delivery enabler;
- Turn-around times to complaints are not efficient; and
- The NDPW has not embraced systems to address service-delivery challenges.
5.3 Section C: The biological information

This section of the survey addressed the biographical details of the respondents. The population consisted of persons employed by the NDPW.

Question 5.1: Gender of respondents

Response to question 5.1

The population of male respondents was 71.4%, while female respondents comprised 28.6%. There are relatively a low number of women employed by NDPW.

Question 5.3: Age group of the respondents

Table 5.3: Response to question 5.2

<table>
<thead>
<tr>
<th>Age group (%)</th>
<th>19-29</th>
<th>30-39</th>
<th>40-49</th>
<th>≥50-above</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>38.0</td>
<td>48.0</td>
<td>14.0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Table 5.3 depicts responses relative to the question ‘Age group of the respondents’; and it is shown that Most of NDPW employees are young adults or youth.

Question 5.3: Academic qualifications of respondents

Table 5.4: Response to question 5.3

<table>
<thead>
<tr>
<th>Academic qualifications (%)</th>
<th>No Formal Education</th>
<th>Primary/Elementary School</th>
<th>High/Secondary School</th>
<th>College/University</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5.4 depicts responses relative to the question ‘Academic qualifications of respondents’. Employees at NDPW have gone to Colleges, University of Technologies and Universities.

Question 5.4: What levels of operation are the respondents’ works?

Table 5.5: Response to question 5.4
Table 5.5 depicts responses relative to the statement: ‘What levels of operation are the respondents’ works?’ Most of NDPW employees work at middle management and lower administration levels.

Question 5.5: *How many years have you worked as a National Department of Public Works employee?*

Table 5.6 Response to question 5.5

<table>
<thead>
<tr>
<th>Number of Years (%)</th>
<th>1 - 5</th>
<th>6 - 10</th>
<th>11 - 15</th>
<th>16 - 20</th>
<th>21 - 25</th>
<th>≥25</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>61.0</td>
<td>24.0</td>
<td>5.0</td>
<td>5.0</td>
<td>0.0</td>
<td>5.0</td>
</tr>
</tbody>
</table>

Table 5.6 depicts responses relative to the statement: ‘How many years have you worked as a National Department of Public Works employee?’ Most of employees at NDPW have worked less than 5 years.

Question 5.6: *How many service delivery improvement programmes are you currently involved in?*

Table 5.7: Response to question 5.6

<table>
<thead>
<tr>
<th>Number of programmes (%)</th>
<th>1-5</th>
<th>6-10</th>
<th>11-15</th>
<th>16-20</th>
<th>≥25</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>95.0</td>
<td>5.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Table 5.7 depicts responses relative to the question: ‘How many service delivery improvement programmes are you currently involved in?’ Most employees are currently involved on service delivery programmes for equal to or less than 5 years.
Question 5.7: How many programmes have you successfully been involved with until completion?

Table 5.8: Response to question 5.7

<table>
<thead>
<tr>
<th>Number of programmes (%)</th>
<th>1-5</th>
<th>6-10</th>
<th>11-15</th>
<th>16-20</th>
<th>≥25</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>100.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Table 5.8 depicts responses relative to the statement: ‘How many programmes have you successfully been involved with until completion?’ Employees at NDPW have been successfully involved on service delivery for less or equal to five programmes.

Question 5.8: Do you have any formal training in service delivery improvement?

Table 5.9: Response to question 5.8

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Yes (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zimisele Service Delivery Programme</td>
<td>38.0</td>
</tr>
<tr>
<td>Public Finance Management Act No. 1 of 1999</td>
<td>19.0</td>
</tr>
<tr>
<td>Public Services Regulations of 2001</td>
<td>14.0</td>
</tr>
<tr>
<td>Public Service Act, No. 5 of 1999</td>
<td>14.0</td>
</tr>
<tr>
<td>Batho Pele Principles</td>
<td>10.0</td>
</tr>
<tr>
<td>The White Paper on the Transformation of the Public Service Delivery of 1997</td>
<td>10.0</td>
</tr>
<tr>
<td>Public Service Commission of 2000</td>
<td>10.0</td>
</tr>
<tr>
<td>Transformation of the Construction and Property Industry Charter</td>
<td>10.0</td>
</tr>
<tr>
<td>Annual Statement of Public Service Charter</td>
<td>5.0</td>
</tr>
<tr>
<td>Promotion of Administration Justice Amendment Act No 53 of 2002</td>
<td>5.0</td>
</tr>
</tbody>
</table>

Just above minority of employees at NDPW receive training on the Zimisele Service Delivery Programme and less than minority receive training on the Public Finance Management Act No. 1 of 1999. What is also evident is that very few employees receive training on the Batho Pele Principles as well as the White Paper on the Transformation of the Public Service Delivery of 1997 which critical documents in terms of improving service delivery.
This chapter has presented the findings on the existence of enabling governmental policies, programmes and legislation, such as the Construction Regulations gazetted in 2003, the Preferential Procurement Policy Framework Act No. 5 of 2000, the Occupational Health and Safety Act No. 83 of 1993, the White Paper on the Transformation of the Public Service (WPTPS) of 1997, the Constitution of the Republic of South Africa Act No. 108 of 1996, and the Batho Pele principles where the NDPW is perceived to be unable to improve on its service delivery.

The chapter opened with the interpretation of the mean scores as well as the respondents’ response rates; it will then proceed with discussions on findings pertaining to the problem statement and tested hypotheses on Chapter 6. The implications of the results, recommendations and possible future research will be discussed in Chapter 7.
6. TESTING THE HYPOTHESES

6.1 Introduction
The hypotheses-testing process has been approached on the basis of the following principles:

- The data collected from the questionnaire are based on the Likert 5-point scale where 3 indicates neutral as well as the mean scores;
- When interpreting the written survey with the aid of a bar-chart the following terms were used:
  - Minority: 33.3%,
  - Half: 50%,
  - Majority: 66.7%, but less than 80%;
  - Most: 80% and more; and
  - All: 100%.

6.1.1 Testing the hypotheses

6.2 Hypothesis 1: The NDPW is perceived to be delivering poor service delivery.

The salient findings of the survey are summarized below:

- Just above half of the respondents suggested that their functions, responsibilities and the line of authority are properly defined to them as employees at the NDPW;
- Just above half of respondents suggested that the NDPW is perceived to be delivering poor service delivery;
- Just above half of respondents suggested that top management at the NDPW appreciates employees’ inputs in service delivery;
- Above half of respondents suggested that top management at the NDPW monitors the various stages of currently existing service-delivery programmes;
- Just above half of the respondents suggested that top management at the NDPW is involved in the process of evaluating and monitoring service-delivery programmes;
• Over majority of respondents suggested that NDPW employees believe that service-delivery initiatives will improve on the attainment of the organisational goals;

• Just above minority of respondents are not in agreement with the statement that says the NDPW addresses clients’ complaints within reasonable turn-around times, and

• Above half of the respondents suggest that NDPW has achieved any service-delivery improvement.

The first hypothesis is supported by the following findings:
• Functions, responsibilities and the line of authority are all properly defined at the NDPW to the employees;
• The NDPW is perceived to be providing poor service delivery;
• Top management at the NDPW monitor the various stages of currently existing service-delivery programmes;
• Top management at the NDPW appreciate employees’ inputs in service delivery;
• Top management at the NDPW is involved in the process of evaluating and monitoring service-delivery programmes;
• NDPW employees believe that service delivery initiatives will not help improve on the attainment of the organizational goals;
• The NDPW is not addressing clients’ complaints within reasonable turn-around times, and
• The NDPW has achieved on service-delivery improvement.

The first hypothesis is supported.

6.3 Hypothesis 2: Legislation has not positively impacted on service delivery.

The salient findings of the survey are summarized below:

• Half of the respondents are not sure about the legislation that has not positively impacted on the NDPW service delivery and minority are not in agreement;
• The minority of respondents agree, the other not sure and the other agree on this statement, that means that the NDPW offers training and education on service delivery just adequately, and
• The minority of respondents suggest that the NDPW is an E-Service Enabler.
The second hypothesis is supported by the following findings:

- Legislation has not positively impacted on the NDPW service delivery;
- The NDPW is offering enough training and education on service delivery, and
- The NDPW is not an e-service enabler.

The second hypothesis is thus supported.

6.4 Hypothesis 3: Government policies are ineffectual.

- Above minority of respondents disagreed with the statement that says despite the existing policies, programmes and legislation, the NDPW is unable to deliver on its services effectively and efficiently;
- Above minority of respondents are agree that staff at the NDPW are fully involved in the implementation of the service-delivery programmes, legislation, and policies although the other above minority is not sure;
- The minority of respondents are uncertain about the NDPW currently using software and packages to address service-delivery challenges, and
- The minority of respondents suggest that the NDPW encourages the implementation of current project management techniques for project activities.

The third hypothesis is thus not supported by the following findings:

- Due to existing policies, programmes, and legislation, the NDPW is able to deliver on its services effectively and efficiently;
- Staff are fully involved in the implementation of the service-delivery programmes, legislation, and policies;
- The NDPW is not using software packages to address service-delivery challenges, and
- The NDPW is encouraging the implementation of current project management techniques for project activities.

The third hypothesis is thus not supported.

6.4 Hypothesis 4: The White Paper supports poverty-alleviation programmes
The fourth hypothesis is not supported by the following findings:

- Half of the respondents stated that they are properly trained in terms of the service-delivery programmes of the NDPW;
- Just above minority of respondents stated that the White Paper on the Transformation of the Public Service of 1997 encourages poverty-alleviation programmes that are difficult to implement;
- Above minority of respondents suggested that top management at the NDPW monitors the various stages of currently existing service-delivery programmes;
- More than half of respondents stated that top management at the NDPW is involved in the process of evaluation and monitoring service-delivery programmes;
- Just below majority of the respondents stated that top management is responsible for the appointment of the service providers to facilitate staff under them, and
- More than majority of the respondents stated that service-delivery programmes are in line with their NDPW objectives.

The fourth hypothesis is not supported by the following findings:

- Employees are sufficiently trained on the service-delivery programmes of the NDPW;
- The White Paper on Transformation of the Public Service of 1997 is not encouraging poverty-alleviation programmes that are difficult to implement meaning that they are easy to implement;
- Top management at the NDPW is monitoring the various stages of current existing service-delivery programmes;
- Top management at the NDPW is involved in the process of evaluation and monitoring service-delivery programmes;
- Top management is responsible for the appointment of the service providers to facilitate the provision of service delivery programmes, and
- Service-delivery programmes are in line with their NDPW objectives.

The fourth hypothesis is thus not supported.
7. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the conclusions and recommendations arising from an examination of the relevant literature and the findings derived from respondents who participated in the study.

7.1 Summary of the salient findings

This study aims to investigate the improvement of effective service delivery at the NDPW, the efficiency of government policies, legislation, and programmes to address service delivery, and finally, whether the NDPW is perceived to be delivering a poor service.

The summary of the findings in this study are based on the evidence established from the comprehensive theoretical and empirical analysis. The study clearly shows that service delivery has not improved in the NDPW.

The research consisted of, firstly, a survey of the literature which addressed service-delivery improvement plans / standards, alternative service delivery and public service transformation in South Africa, improvement of the traditional bureaucracy, Batho Pele principles and other NDPW service-delivery improvement programmes, relevant legislations and policies.

A questionnaire completed by NDPW employees was used to determine the level of service delivery improvement in the NDPW.

7.2 Conclusions

The empirical results indicate that the NDPW is perceived to be providing poor service delivery bearing in mind that the Public Service Regulations (2001: 13) state that the executing authority should establish in his / her department service delivery programmes and shall publish annual statements of public service commitment which set the department service standards that citizens and customers can expect and which serve to explain how the department will meet each standard. Furthermore, there are no key criteria for measurement in terms of identifying the clients of those departments. Therefore it is impossible for departments to develop strategies for the improvement of service delivery, especially in those areas where delivery is under threat.

The research has found that the NDPW does not address clients’ complaints within reasonable turn-around times and that service delivery initiatives will not improve organisational goals. But
what is fascinating is that NDPW is capable of achieving service-delivery improvement and that top management at the NDPW appreciate employees’ inputs in service delivery, which in turn eliminate the demoralization of staff.

The results further indicated that legislation has not positively impacted on the NDPW service delivery despite adequate training and education on service delivery, although the e-service system is currently not available. The NDPW is planning to have an e-works that will serve as an e-service, but the system has been under construction for some years.

The results further show that due to existing policies, programmes and legislation, the NDPW is able to deliver its services effectively and efficiently and staff are fully involved in the implementation of the service-delivery programmes, legislation, and policies. The NDPW is also not using a software package to address service-delivery challenges but surprisingly it’s able to implement current project management techniques for their project activities. The Work Control System currently being use by NDPW is outdated.

Lastly, the results indicate that the White Paper on the Transformation of the Public Service of 1997 does not encourages poverty-alleviation programmes that are difficult to implement. Top management at the NDPW monitor the various stages of current existing service-delivery programmes and are also involved in the process of evaluation and monitoring service-delivery programmes.

Top management is also responsible for the appointment of the service providers who are needed to facilitate service-delivery programmes that are in line with their NDPW objectives, and to ensure that employees are properly trained in the service-delivery programmes of the NDPW.

The following organisational practices contribute to service-delivery failures, namely:

- The failure to develop a set of management tools that are suitable for specific implementation;
- The making of flawed assumptions about causal relationships and linkages in public sector organisations;
- The lack of ’systems thinking’ that encourages interventions to focus on small parts of the problem, and
- The obsession with rapid solutions that focus on symptoms rather than underlying causes.
7.3 Recommendations

Public Private Partnerships: Privatisation improves service delivery and reduces costs; therefore privatisation is highly recommended particularly on technical skills such as construction project management.

Alternative service delivery: It is the identification, development and adoption by public departments and agencies of meaningful and efficiency-delivering public services without traditional, hierarchical bureaucracy getting in the way. This means that the NDPW needs to focus its awareness on inventive delivery solutions at the customer end. This also means converting the role of top management into followers and advocates for service-delivery accomplishment, rather than micro-managers or controllers.

Quality and Productivity: The NDPW needs to start looking at several themes, namely improving the monitoring and evaluation of capacity in government initiatives, strengthening management capacity, improvement of the quality of service, improving people management, and maximizing the opportunities that technological advances present for e-government.

Service-delivery improvement plans / standards: According to these standards, administrative heads of departments are responsible for service-delivery improvement programmes. This responsibility should be clearly assigned to a person or group of people who are accountable directly to the administrative head of departments. Therefore, the Minister must approve the department’s programme and the copy of the approved service delivery improvement programme must be sent to the Department of Public Service and Administration (DPSA) to inform the DPSA’s yearly progress report to Parliament.

These are clauses emphasized by the White paper on the Transformation of Service Delivery (Batho Pele, 1997, p.97-125). According to these policy documents, the Service Delivery Improvement Programme is expected and required to:

- Insist on a system or mechanisms for handling complaints;
- Enclose preparations as to how service information is to be produced;
- Identify the mechanisms or strategies to be used in order to eradicate the barricades so that admission to services is augmented;
- Include the consultation agreements with actual and potential clients to establish their requirements;
• Indicate the main services to be produced for the dissimilar types of actual and potential clients, based on an assessment of their requirements, and
• If there are any failures in implementation and production of these service-delivery improvement programmes the various accounting officials need to be taken to task.

*Training and education:* NDPW employees need to be trained and educated in all existing relevant legislation, policies, and service-delivery programmes although training and education is adequate there is still a room for improvement.

*Transformation through Total Quality Management:* This involves enabling an organization to meet and exceed the public needs, to understand and satisfy expectations, while identifying services that may not be perceived to be relevant by the public. Such a comprehensive, systematic, and public sector organisation-wide approach is service-as-a-strategy for continually improving the service-delivery process. The overall objective of this strategy is to assist all levels of government to improve on their service delivery (Thompson, 2005, p.168).

Competition must also be created by the private sector versus the NDPW, meaning that the public sector must patronise the same clients as the private sector.

*Assessment of the organization and environment:* There are many ways to divide the various important functions of the organisation. ‘Total quality’ assessments and balanced scorecard approaches (Kaplan and Norton, 1996, p.76) are two of the more popular methods that are recommended in this study.

*Cultural change:* There is a need for the NDPW to change its organisational culture in order to do things differently and be able to deliver on perceived poor service delivery.

### 7.4 Recommendations for further studies

• Research on how training and education in service delivery improvement could be conducted effectively and efficiently;
• Research on how monitoring and evaluation could be conducted during the implementation of service delivery programmes, and
• Research on how service-delivery improvement programmes and principles could be inculcated in the NDPW employees.
REFERENCES


South Africa. Public Finance Management Act No. 1 of 1999 (As Amended by Act 29 of 1999), (c.10). [Online]. Pretoria, DPSA. Available from:


APPENDIX A: COVERING LETTER

PO Box 276
Irene
0062
11 August 2008

The Regional Manager

Dear Respondent,

**Re: Research Questionnaire (An investigation into service delivery improvement by the National Department of Public Works)**

I am Manqoba Soni and I am registered at the Nelson Mandela Metropolitan University for the MSc (Built Environment) degree. I am conducting a research study entitled ‘An investigation into service delivery improvement by the National Department of Public Works’. The results of this study could be used to improve existing systems and practices in the department.

To successfully complete my study I urgently require employees in your regional office to participate by completing the attached questionnaire which should take approximately 10 minutes of their time. It would be appreciated if this questionnaire, duly completed, could be submitted to me before 25 August 2008 at sonim1234@gmail.com or mailed to me at my address above. I may also be contacted on 082 360 1480.

I assure you that all information provided will be treated in the strictest confidence and will only be used for the computation of statistics for inclusion in this treatise.

If employees have any concerns about any aspects of the study and their participation in it, they may contact Prof. Theo Haupt directly at hauptt@cput.ac.za or on 082 492 9680.
Thanking you for your cooperation.

Yours sincerely

........................................
Manqoba Soni
Student: MSc (Built Environment)
Date: 11 August 2008
APPENDIX B: QUESTIONNAIRE

QUESTIONNAIRE

1. Please indicate the extent to which you agree/disagree with the following statements on service delivery by the NDPW by marking (X) using the 5-point scale where 1 = strongly disagree, 2 = disagree, 3 = neutral, 4 = agree and 5 = strongly agree.

<table>
<thead>
<tr>
<th>Statement</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Your functions, responsibility and lines of authority, are properly defined at the NDPW as an employee.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.2 You are properly trained on service delivery programmes of the NDPW.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.3 The NDPW is perceived to be delivering poor services.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.4 The NDPW is currently not improving on its service delivery.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.5 Despite the existing policies, programmes and legislation the NDPW is unable to deliver on its services effectively and efficiently.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.6 Legislation has not positively impacted NDPW service delivery.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.7 The White Paper on the Transformation of the Public Service of 1997 encourages poverty alleviation programmes that are difficult to implement.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2. Please indicate the extent to which you agree/disagree with the following statements on the NDPW work environment by marking (X) against the applicable answer using the 5-point scale, where 1 = strongly disagree, 2 = disagree, 3 = neutral, 4 = agree and 5 = strongly agree.

<table>
<thead>
<tr>
<th>Statement</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1 Top management at NDPW appreciates your inputs in service delivery.</td>
<td></td>
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<td>2.2 Top management at NDPW monitors the various stages of currently existing service-delivery programmes.</td>
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<td>2.3 Top management at NDPW is involved in the process of evaluation and monitoring of service-delivery programmes.</td>
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<td>2.4 Top management is responsible for the appointment of the service providers to facilitate service-delivery programmes.</td>
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<td>2.5 Service delivery programmes are in line with your NDPW objectives.</td>
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<td>2.6 Staff is fully involved in the implementation of the service-delivery programmes, legislations and policies.</td>
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<td>2.7 The NDPW is currently using software and packages to address service-delivery challenges.</td>
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<td>2.8 Employees believe that service delivery initiatives will improve organizational goals.</td>
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<td>2.9 The NDPW addresses clients’ complaints within reasonable turn-around times.</td>
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<td>2.10 The NDPW offers trainings and education on service delivery.</td>
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<td>2.11 The NDPW is an E-Service Delivery enabler.</td>
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</tbody>
</table>
2.12 Do you agree that your NDPW has achieved on service delivery improvement?

2.13 Your organisation encourages the implementation of current project management techniques for project activities.

**BIOGRAPHICAL INFORMATION**

3.1 Gender:  
- Male  
- Female

3.2 Age: ……………………………….

3.3 Highest level of education:

- No formal education
- Primary/elementary school
- High/secondary school
- College/university

3.4 What level of operation are you working on?

- Senior Management  
- Middle level Management  
- Officer  
- Supervisor  
- Others: Please specify……………………………………..

3.5 How many years have you worked as a National Department of Public Works employee?

3.6 How many service-delivery improvement programmes are you currently involved in?

3.7 How many programmes have you successfully been involved with until completion?

3.8 Do you have any formal training in any of the following? If YES indicate type.

<table>
<thead>
<tr>
<th>Training</th>
<th>Yes</th>
<th>No</th>
<th>Type of Training</th>
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</thead>
<tbody>
<tr>
<td>Batho Pele Principles</td>
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<td>Zimisele Programme</td>
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<tr>
<td>Public Services Regulations of 2001</td>
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<td>The White Paper on the Transformation of the Public Service Delivery of 1997</td>
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<td>Public Service Act No. 5 of 1999</td>
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<tr>
<td>Annual Statement of Public Service Charter</td>
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</tbody>
</table>
Please record your details below to facilitate contacting you, in the event that a query should arise. **Please note that the data provided in this questionnaire will be treated in the strictest confidence.**

<table>
<thead>
<tr>
<th>NAME:</th>
<th>PHONE:</th>
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</thead>
<tbody>
<tr>
<td>ADDRESS:</td>
<td>FAX:</td>
</tr>
<tr>
<td></td>
<td>MOBILE</td>
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<tr>
<td></td>
<td>E-MAIL:</td>
</tr>
</tbody>
</table>

**Promotion of Administration Justice Act No. 3 of 2000**
**Public Finance Management Act No. 1 of 1999**
**Public Service Commission of 2000**
**Transformation of the Construction and Property Industry Charter**
**Re Kgabisa Tshwane**