

CHAPTER 5: SUMMARY, FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

The primary objective of this study was to determine the role of total quality management in enhancing service delivery at Sedibeng District Municipality. This chapter will provide an overview of the extent and what ways the objectives of the study have been realized. For this reason a comprehensive literature review has been embarked upon, validated by empirical research. A study of this nature cannot only rely on literature review but on the perceptions and preferences of respondents who participated in the study, in particular the survey. This chapter finally concludes the study and presents a set of recommendations on how total quality management can enhance service delivery in Sedibeng District Municipality.

5.2 SUMMARY OF CHAPTERS

Enough reason has been provided in chapter one for the role of total quality management in enhancing service delivery at Sedibeng District Municipality. It is clear from the problem statement that strategic processes at SDM are not integrated; rather they promote silo-ism. Hence the municipality is prone to wastage of resources, duplication, inefficiencies, poor monitoring, poor evaluation and lack of compliance which serve as barriers to enhancing service delivery through quality. Research questions were formulated to respond to the problem statement as well as research objectives which will be summarized in more detail later on in this chapter. Chapter four outlines the relationship between the research questions and the research objectives. The research methods included literature study and empirical research.

Chapter two provided a detailed theoretical exposition of TQM and strategic business process mapping. This chapter departed from the South African developmental scenario and how it responds to the TQM philosophy. The fact that South Africa is a democratic development state allows citizens to demand for higher-quality public services and in turn, increasingly, pressurize government to deliver quality service in a cost-effective manner. This phenomenon has shifted government from supply-driven to demand-driven. Global, continental and national goals that government ascribes to are time bound targets by which progress can be measured. The introduction of TQM will enhance the government's endeavours to meet such goals and the target dates set. The developmental context is about improving the quality of life of all citizens. The theoretical exposition of total quality management is better understood when the concept total quality management is broken into three segments (total, quality and management).

Chapter three not only distinguish between TQM and strategic business process mapping, but also refer to the fact that they are mutually inclusive. The core business processes in the municipality such as the IDP, Budget, SDBIP and PMS were mapped to achieve efficiency and effectiveness as part of continuous improvement. Successes and failures of TQM can be largely ascribed to factors such as organizational culture, quality infrastructure and system readiness. The development perspective of the municipality clearly derives from the IDP. The IDP as one of the core business processes informs other core business processes such as the budget and the budget in turn culminates into further core business processes such as business plans in the form of SDBIP's which are then linked to the PMS of the municipality. The management, operational and support processes will be focused on during the comprehensive implementation of TQM and business process management. These other processes were not at the centre of focal since they are not critical in assessing the readiness of the municipality to implement TQM and business process management.

Chapter four outlines the empirical research survey conducted with internal and external role players. Permission was granted by the Executive Mayor and the Municipal Manager to conduct a TQM survey within the municipality (Members of Mayoral Committee, senior officials and local municipality officials) as well as external stakeholders including Randwater, Eskom, government departments, institutions of higher learning, post office, chamber of commerce, NAFCOC, organized labour and civil society. A total number of forty four (44) questionnaires were distributed in the form of emails and faxes to role players identified in the survey. Of the total number of questionnaires distributed, forty (40) were received and read, ten (10) responded to and thirty (30) did not responded to.

5.3 FINDINGS

The empirical survey conducted identified TQM as a vital tool to enhance service delivery at Sedibeng District Municipality. As previously explained that TQM being a global phenomenon with its origin in the private sector and gradually made inroads into the public sector. Sedibeng District Municipality as a public sector institution embraced the TQM philosophy. Already the South African government adopted the TQM notion as reflected in the White Paper on the Transformation of Public Service and further elaborated upon in the White Paper on Transforming Public Service Delivery which makes reference to *Batho Pele*. Key strategic business processes herein alluded to are the IDP, Budget, SDBIP and PMS. This requires the public sector to manage its resources optimally within the context of time, quality and cost. These core processes represents the municipality's business system. The survey found that the complexity of business processes in the municipality are not well aligned and operate in silos and require process mapping and reengineering to achieve improved service delivery. Core processes are not integrated, though attempts were made to have them aligned. The budget in particular lacks alignment. Business process management and in particular

business process engineering within the context of continual improvement when implemented will enhance coherency and increase efficiency. An adequate knowledge of business process reengineering prevails. The core business processes in the municipality were mapped to achieve efficiency and effectiveness as part of continuous improvement. An integrated approach can be achieved only once business process re-engineering (BPR) has been conducted. Coordination was identified as one of the management processes that had not successfully been scented by the municipality, between the district and the local municipality as well as the district and the provincial government including national government. Inadequate coordination therefore leads to duplication. Earlier on it was mentioned that TQM and strategic business process management are mutually inclusive, therefore strategic business process management cannot be pursued outside of TQM. These management practices are interrelated with strong similarities. TQM once adopted and implemented; manifest itself in the form of a system designed to improve the processes in the municipality.

While government deals with citizens, the *Batho Pele* Handbook acknowledge the need for citizens to be treated as customers and the global trend is to recognize the growing emergence of consumers. Customers in the public sector in main constitute the citizens, while they do not have a choice of suppliers in public goods and service, they can demonstrate their discontent with the public sector by embarking on civil unrest, lodging petitions and finally voter apathy. TQM makes room for citizen participation.

5.4 TESTING OF HYPOTHESIS

The primary objective of the study was to test the hypothesis as outlined in chapter one namely: The current institutional arrangement and public sector practices at Sedibeng District Municipality are not coherent; they are prone to inefficiency and management ineffectiveness, and require an overhaul through strategic business process mapping to improve quality in service delivery. The results of the empirical survey were:

- TQM survey questionnaires were assessed on awareness and highlighted in particular two (2) major aspects such as understanding TQM and strategic business process management as well as clear demonstration of commitment to the implementation thereto. The outcomes of the awareness aspect of role players focused primarily around commitment. Most of the responses received confirmed that top management is ready to embrace TQM as a management philosophy. This is important as previously mentioned, strategic business process mapping and TQM are mutually inclusive. Many of the respondents responded favourably towards managing processes qualitatively which can only be achieved through the application of strategic business process mapping as an enabling tool. Strategic business process mapping will bring about coherent and integrated processes, reducing inefficiencies and increase effectiveness. Continuous improvement and customer orientation were rated equally

high by respondents and therefore address the hypothesis as outlined above. Although improved service delivery was rated low in respect of the responses received of all the variables associated with the assessment on awareness, all the other variables contribute towards improved service delivery.

- Majority of participants demonstrated a profound sense of knowledge to the process approach within the TQM context. However role players did not adequately display knowledge instead relied on experience of the four (4) main categories of local government processes. These processes were confused with support processes. Some of the core processes were omitted such as the budget and PMS. It is clear from the assessment that knowledge played second fiddle to experience. Coordination was identified as one of the management processes that had not been successfully scented by the district vice versa the local municipality. The powers and functions of district municipality and that of the local municipality have some elements of concurrency which leave them in some areas grey and undefined and as a result lead to duplication. All the participants in their responses displayed adequate knowledge of business process reengineering with the emphasis on redesign, restructuring, improvement and changing processes.
- Incoherent public sector practices were illustrated in the form of the existing organisational culture. Of the participants who responded to questionnaires, 33.7% thought that the municipality subscribes to business organisational excellence. Another 33.7% thought that the municipality does not subscribe to business/organisational excellence. Mixed responses were received from participants with regard to the municipality subscribing to business/organisational excellence. Equally so on whether the municipality embraces the Batho Pele principles, the responses were identical to that of business/organisational excellence.
- Sedibeng District Municipality is leaning strong towards strategy which is a good sign towards the municipality delivering on a quality-based strategic plan. Its strategy regime includes Vaal 21 which as alluded to earlier on is a long term vision, the Growth and Development Strategy (GDS) and milestones in the form of five (5) year strategic plans such as the Integrated Development Plan (IDP). The organisation is therefore becoming a learning organisation that can align its vision and mission and strategic objectives to the TQM philosophy.
- According to the survey TQM strategic implementation can be achieved once the organization should embrace a culture where TQM becomes a way of life and doing things.
- Silo-ism was evaluated and it can be overcome with the implementation of continuous improvement through the following:
 - coordination such as district and local municipalities; intergovernmental relations; cross functional communication; share information
 - planning such as integrated planning
 - resources such as optimal usage of resources; effective and efficient service delivery

- implementation such as commitment; involvement management style and project management
- Integration such as political/administrative interface; shared goals/objectives; involvement of all staff; working together and delineation of clusters and departments
- Structures such as multi-skilled task teams and IGR forums
- With regard to business process reengineering, coordination was identified by all the participants as a management process which in accordance with the *Municipality Structures Act*, Act No 117 of 1998 lacks not only between the district and the local municipalities, but also between the district municipality and the provincial government. Furthermore the core processes such as the IDP, Budget, SDBIP and Performance Management are not aligned with each other especially the budget.

5.5 REALISATION OF OBJECTIVES

This study has identified a set of objectives that it set for itself and what is paramount is to reflect on the objectives and to ascertain the extent to which the objectives have been realized. Each objective will be reflected on carefully and can be found below:

- To contextualize Total Quality Management and strategic business process mapping within the management functions of the SDM. TQM and strategic business process mapping were well contextualized within the management functions of the municipality, based on the theoretic exposition as well as the manner in which it tied in with the empirical research conducted. The concepts of TQM and strategic business process mapping were not well understood, but a similar understanding on the impact that these management philosophies and practices have, were displayed by those who participated in the survey.
- To analyse the management deficiencies at SDM that require the introduction of TQM to promote quality in service delivery. Management deficiencies were well articulated and solutions were provided through the introduction of TQM and strategic business process management.
- To investigate the impact of silo-ism on service delivery in the SDM. Silo-ism was defined as lack of coherence, lack of coordination and lack of integration which introduce inefficiencies, duplication and wastage of resources. Business process management through business process engineering will optimize the processes and create synergy and integration.
- To assess the relationship between quality and service delivery improvement at SDM. The relationship between quality and service delivery improvement stood out throughout the entire study and many examples were made and pronouncements thereof were made by prominent government

leaders. Legislation and policies of government emphasize further on quality service delivery including the *Batho Pele* principles.

- To explore the processes involved in strategic process mapping in the SDM. All the core process such as the IDP, Budget, SDBIP and PMS were explored and identified as core processes. These processes were mapped individually.
- That the private sector emphasizes the customer, whereas the public sector emphasizes the citizen.

5.6 RECOMMENDATIONS

The study produced a comprehensive research in the form of literature review as well as empirical research that resulted into findings on the introduction of TQM in the Sedibeng District Municipality as well as business process management. Such findings will be useful once captured in the form of recommendations which the municipality can consider in its endeavour to improve service delivery. The following recommendations are derived from the findings to the municipality's leadership for their consideration:

- There is a need to workshop the TQM philosophy by including the political leadership, the senior management team, the South African Municipal Workers Union (SAMWU), stakeholders such as business, civil society organizations, government departments, and state owned enterprises, institutions of higher learning, local municipalities and service providers.
- Municipal leadership need to engage the trade union for political buy-in of the TQM philosophy whereby clarity will be given and an agreement will be signed by both parties committing themselves towards the implementation thereof through a negotiated settlement.
- The municipality may embark on a culture change exercise by drawing a correlation between Batho Pele and TQM involving the entire staff.
- The municipality to consider the services of the best possible TQM service provider through its procurement process which will assist the municipality to develop a TQM policy which will culminate into a TQM quality-based strategic plan.
- Adaptations to TQM concepts have to be made since these concepts originated from the private sector in order to be compatible with the public sector. Therefore it cannot be "a one size fits all" approach.
- The research topic becomes the basis for further research pursuing a more comprehensive application of public management as a science including the techniques and methods thereof.

5.7 CONCLUSION

The municipality is ready to implement TQM including strategic business process management which was detected earlier on in the study. This assumption is proved correctly by virtue of the political leadership and the senior management team's demonstrated willingness to implement TQM through embracing the *Batho Pele* principles. TQM value system is enshrined in the *Batho Pele* principles. Sedibeng further subscribes to business/organizational excellence. The empirical research results based on a survey conducted on the key role players in the municipality and external stakeholders showed the readiness of the municipality to implement TQM and strategic business process management. It was generally acknowledged that processes in the municipality are not well integrated and tantamount to silo-ism. An opportunity exists through this study for areas to consider further research regarding concepts which require some reinvention such as the citizen vice versa the customer and vice versa consumer.