

**THE ROLE OF TOTAL QUALITY MANAGEMENT IN ENHANCING SERVICE DELIVERY
AT SEDIBENG DISTRICT MUNICIPALITY**

BY

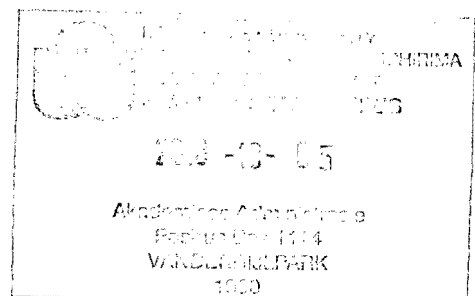
JEFFEREY RODNEY RADEMEYER (BA HONS)

**Mini dissertation in partial fulfillment of the requirement for the Magister Artium in Development
and Management degree within the School of Basic Sciences at the North-West University**

Supervisor: Professor EP Ababio

North-West University (Vaal Campus)

April 2010



ACKNOWLEDGEMENTS

A number of people contributed significantly in me completing this study. I am humbled by their contribution and indebted to them for their support. The people listed below directly contributed towards the successful completion of this study:

- ❖ My Creator, God the Almighty for His grace for me to see light of day and complete this study. Wisdom and good health are blessings from God.
- ❖ My supervisor, Professor EP Ababio for his guidance and wisdom, the patience he displayed and the confidence that he demonstrated in me as a student. It was not easy professor EP Ababio, glad that you did not give up on me, though I experienced challenges both personally as well as professionally. Believe me, your humbleness and assertiveness inspired me more and I always wanted to restore the confidence you all along demonstrated in me. You have been more than a supervisor to me, thank you very much for being there for me 24/7.
- ❖ Juanita, my ex-wife, for your continued dedicated support as well as motivation. Thanks for spending late hours at night in providing in my material needs and for typing some of my work. You have been a real pillar of strength. I am highly indebted to you Juanita.
- ❖ There have been many other people who contributed towards me completing my studies whether through motivation, encouragement as well as physically there to assist me.
- ❖ Jnr, my son, you have been exceptional as you were the one who brought me my laptop, plugged in the laptop and made me comfortable
- ❖ My gratitude goes to the Executive Mayor of Sedibeng District Municipality and the Municipal Manager who agreed to me conducting an empirical research survey involving both external as well as internal role players
- ❖ Thank you to the Members of the Mayoral Committee for your participation in the survey, as well as external role players and including the staff of Sedibeng District Municipality for the time that you have spent in completing the questionnaires.
- ❖ My daughter, Rochelle and the staff in my office for your administrative support to call the role players in the survey and reminding them about the submission of the questionnaires and for typing parts of my study, thank you very much.

ABSTRACT

Sedibeng District Municipality (SDM) falls within the category of local government, a sphere of government and being part of public sector management. The South African public sector management is affected by factors of globalization and finds it in competition with the private sector. Competition of this nature is about best practices and how to apply management systems, methods and standards that were successfully applied in the private sector and public sector institutions throughout the world. It is within this context that the study focuses on ways and means to address the inefficiencies, duplication of resources and wastages in SDM exacerbated by the silo approach between different clusters and departments. All of these have a negative effect on quality service delivery. Government has created an enabling environment through the enactment of legislation as well as adoption of policy frameworks to allow the public sector to pursue management theories such as Total Quality Management (TQM).

Literature review on TQM and business process mapping techniques is in abundance and attests to the usefulness of these techniques with practical examples. It is acknowledged that the concentration of TQM implementation is in relation to the product other than the service. The public sector is distinct from the private sector as the one is caring, developmental and democratic, whereas the other is profit driven. The ideological discourse on TQM and the perception that was created around it by labour, require further engagement in order to address mutual concerns. Stakeholders form an integral part of the public sector environment. The literature review draws a distinction between the citizen and the customer. Amongst the many examples, one is the implementation of TQM in the Japanese economy and the turnaround that it brought about, especially when applied in the manufacturing industries. Another example is the introduction of TQM and business process management in the Iranian public sector. Furthermore, the literature review highlighted contrasting views of TQM between labour and the private sector, which find themselves from time to time at loggerheads. Labour is protecting the workers from downsizing as a result of the implementation of TQM.

TQM and strategic business process mapping management techniques were identified in the hypothesis to improve quality in service delivery. Empirical research conducted which involved key municipal role players both internal as well as external endorsed the literature review. Research methods applied assisted in arriving at the following findings:

- Strategic business process mapping and TQM are mutually inclusive. Most of the responses received confirmed that top management is ready to embrace TQM as a management philosophy.

They further demonstrated a profound sense of knowledge to the business process re-engineering within the TQM context. Silo-ism was evaluated and it can be overcome with the implementation of continuous improvement methods. 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 brings about coherent and integrated processes, reducing inefficiencies and increasing effectiveness. Continuous improvement and customer orientation were rated equally high by respondents and therefore addressed the hypothesis as outlined above. All the variables associated with the assessment on awareness contribute towards improved service delivery.

- Incoherent public sector practices were illustrated in the form of the existing organizational culture. Of the participants who responded to questionnaires, some are of the view that the municipality subscribes to business organizational excellence and others not.
- SDM leans strongly towards strategy, which is a good sign in delivering on a quality-based strategic plan. The organization is becoming a learning organization that can align its vision and mission and strategic objectives to the TQM philosophy.

The study ends with recommendations for management action by the Executive Mayor and the Municipal Manager of Sedibeng District Municipality.

ABBREVIATIONS AND ACRONYMNS

ANC	African National Congress
ASQ	American Society for Quality
AU	African Union
Batho Pele	People First principles
BPR	Business Process Re-engineering
CBOs	Community Based Organizations
COSATU	Congress of South Africa Trade Union
DoD	Department of Defense
DPLG	Department Provincial and Local Government
ETU	Education and Training Unit
GOAL/QPC	World leader in continuous improvement
GDS	Growth and Development Strategy
IDEF	Integration DEFinition
IDP	Integrated Development Plan
ISO	International Organization for Standardization
KPIs	Key Performance Indicators
MDG	Millennium Development Goals
MFMA	Municipal Finance Management Act
NGOs	Non Governmental Organizations
NEPAD	New Partnership for African Development
NUMSA	National Union of Metal Workers of South Africa
NAFCOC	National African Federated Chamber of Commerce
PDCA	Plan Do Check and Act
PIs	Performance Indicators
PMS	Performance Management System
PPP	Public-Public Partnership
QMS	Quality Management Systems
RDP	Reconstruction and Development Programme
SA	South Africa
SADT	Structured Analysis and Design Technique
SAMWU	South African Municipal Workers Union
SDBIP	Service Delivery and Budget Implementation Plan

SDM	Sedibeng District Municipality
SPC	Statistical Process Control
SWOT	Strengths, Weakness, Opportunities and Threats
TQM	Total Quality Management
UN	United Nations
UNDP	United Nations Development Programme
UoP	University of Portsmouth
VUT	Vaal University of Technology

TABLE OF CONTENTS

CHAPTER 1 INTRODUCTION	1
1.1 ORIENTATION AND PROBLEM STATEMENT	1
1.1.1 Problem Statement	2
1.2 RESEARCH QUESTIONS	5
1.3 RESEARCH OBJECTIVES	5
1.4 HYPOTHESIS	6
1.5 RESEARCH METHODS	6
1.5.1 Literature Study	6
1.5.2 Empirical Research	6
1.6 OUTLINE OF CHAPTERS	7
 CHAPTER 2: THEORETICAL EXPOSITION OF TOTAL QUALITY MANAGEMENT AND STRATEGIC BUSINESS PROCESS MAPPING IN A DEVELOPMENTAL CONTEXT	 8
2.1 INTRODUCTION	8
2.2 SOUTH AFRICAN ROAD TO TRANSFORMATION – AUTHORITARIAN TO DEVELOPMENT STATE	9
2.3 PUBLIC SECTOR DEVELOPMENTAL ENVIRONMENT	9
2.3.1 Global and continental context to development	10
2.3.2 Macro context – Understanding the South African developmental context	12
2.3.3 Micro context – Sedibeng District Municipality	13
2.4 IDEOLOGICAL DISCOURSE ON TQM	16
2.5 A NEW PARADIGM OF GOVERNMENT FROM SUPPLY-DRIVEN TO DEMAND-DRIVEN	18
2.6 WHY TQM HAS BECOME CRITICAL FOR THE PUBLIC SECTOR	19
2.7 SOUTH AFRICAN PUBLIC SECTOR'S ATTITUDE TO TQM	22
2.8 THE PRINCIPAL REASON FOR TQM	27
2.8.1 Evolution of total quality management	28
2.8.2 The case for total quality management	29
2.8.3 Key elements of Total Quality	30

2.8.3.1 Strategically based	30
2.8.3.2 Customer focus	31
2.8.3.2.1 Customer orientation in dealing with the public	32
2.8.3.2.2 Customer vice versa Citizens	33
2.8.3.2.3 Consumerism	35
2.8.3.3 Institutionalizing TQM	36
2.8.3.3.1 Obsession with quality	36
2.8.3.3.2 Scientific Approach	36
2.8.3.3.3 Long-Term Commitment	37
2.8.3.3.4 Teamwork	37
2.8.3.3.5 Continual Process Improvement	37
2.8.3.3.6 Education and Training	37
2.8.3.3.7 Freedom through Control	37
2.8.3.3.8 Unity of Purpose	38
2.8.3.3.9 Employee Involvement and Empowerment	38
2.9 STRATEGIC BUSINESS PROCESS MAPPING	38
2.9.1 The principles of Business Process Re-engineering (BPR)	40
2.9.2 Categories of business processes	41
2.9.3 Adopting a TQM best practice scenario	43
2.9.3.1 What constitutes success?	43
2.9.3.2 What constitutes failures?	44
2.9.3.3 Comparing the two scenarios and selecting the best scenario of the two	44
2.9.3.4 Lessons for successful TQM implementation	45
2.9.3.5 Most common approach to TQM in organisations	46
2.10 INTRODUCTION OF TQM AND STRATEGIC BUSINESS PROCESS MAPPING IN SEDIBENG DISTRICT MUNICIPALITY	47
2.11 CONCLUSION	47
 CHAPTER 3: ANALYSIS OF CURRENT BUSINESS PROCESS MANAGEMENT IN SEDIBENG DISTRICT MUNICIPALITY	 49
3.1 INTRODUCTION	49
3.2 RELATIONSHIP BETWEEN TQM AND BUSINESS PROCESS MANAGEMENT	49

3.3	GUIDING FRAMEWORK FOR TQM IMPLEMENTATION	50
3.4	SEDIBENG'S APPROACH TO TQM	51
3.5	STANDARDIZED APPROACH TO TQM	57
3.6	ESTABLISHING A TOTAL QUALITY MANAGEMENT SYSTEM	59
3.7	PROCESS APPROACH AS PART OF THE SYSTEM	59
3.7.1	Business process management application	62
3.7.1.1	Process mapping	62
3.7.1.2	Business Process Improvement	63
3.7.1.3	Core process in the context of planning and implementation	63
3.7.1.3.1	Phase One: In depth understanding of the application of the core processes	63
i.	Integrated Development Planning (IDP)	63
ii.	Budget	65
iii.	Service Delivery and Budget Implementation plan	67
iv.	Performance Management System (PMS)	69
3.7.1.3.2	Phase Two - Integrated development paradigm	72
i.	Integrated Planning Model	72
ii.	Integrated Implementation Model	72
3.8	CONCLUSION	72
CHAPTER 4:	IMPACT OF AN INTEGRATED STRATEGIC BUSINESS	74
	PROCESS MANAGEMENT ON IMPROVED SERVICE	
	DELIVERY IN SEDIBENG DISTRICT MUNICIPALITY	
4.1	INTRODUCTION	74
4.2	METHOD OF COLLATING INFORMATION	74
4.2.1	Target audience	74
4.2.2	Design of questionnaires	76
4.2.3	Typical questionnaires for distribution	78
4.2.4	Design of information session/workshop	82
4.3	ANALYSIS OF EMPIRICAL RESEARCH DATA	83
4.3.1	TQM Survey Questionnaires distributed	83
4.3.2	Responses from questionnaires	92
4.4	ASSESSMENT OF TQM SURVEY QUESTIONNAIRES	94
4.4.1	TQM Awareness	94

4.4.2 Knowledge and experience	95
4.4.3 Strategic planning based on quality	96
4.4.4 Strategic implementation	96
4.4.5 Evaluation and continuous improvement	96
4.4.6 Business Process Reengineering	97
4.5 NON-FACTUAL QUALITATIVE DATA	100
4.6 SUMMARY AND CONCLUSIONS	100
 CHAPTER 5: SUMMARY, FINDINGS AND RECOMMENDATIONS	 101
5.1 INTRODUCTION	101
5.2 SUMMARY OF CHAPTERS	101
5.3 FINDINGS	102
5.4 TESTING OF HYPOTHESIS	103
5.5 REALISATION OF OBJECTIVES	105
5.6 RECOMMENDATIONS	106
5.7 CONCLUSION	107
 BIBLIOGRAPHY	 108

LIST OF FIGURES

Figure 2.1: The South African three spheres of government model	13
Figure 2.2: System readiness for the implementation of TQM	27
Figure 2.3: IDEF Ø Process Map (example)	40
Figure 2.4: Core Processes	42
Figure 2.5: Private sector scenario vice versa public sector scenario	45
Figure 3.1: Mission of the organization	53
Figure 3.2: Ten Elements of Total Quality Management Implementation Model	61
Figure 3.3: Integrated Development Plan (IDP) in SDM	64
Figure 3.4: Budget Process (Adjustment Budget)	66
Figure 3.5: Budget Process	67
Figure 3.6: SDBIP Contract	68
Figure 3.7: Service Delivery and Budget Implementation Plan (SDBIP)	69

Figure 3.8: Performance Management System (PMS) process	71
Figure 4.1: Sample letter for survey	75
Figure 4.2: Relationship between research questions and research objectives	77
Figure 4.3: Role Players who participated in Survey and read the questionnaires	85
Figure 4.4: Role Players who participated in Survey and responded to the questionnaires	86
Figure 4.5: Role Players who participated in the Survey and questions not responded to	87
Figure 4.6: TQM Survey Questionnaires distributed to Roleplayers	88
Figure 4.7: Role players who participated in the survey	89
Figure 4.8: Internal role players who participated in the Survey	90
Figure 4.9: Other Spheres of Government Role Players	90
Figure 4.10: State Owned Enterprises Role Players	91
Figure 4.11: Institutions of Higher Learning Role Players	91
Figure 4.12: Business Associations Role Players	92
Figure 4.13: Organised Labour and Civil Society Role Players	92
Figure 4.14: Implement TQM (Cause and Effect diagram)	94
Figure 4.15: Line Chart	95
Figure 4.16: Overcoming Silo-ism (Cause and effect diagram)	97
Figure 4.17: Readiness for Business Process Reengineering	98

LIST OF TABLES

Table 3.1 Five systems of total quality management explained	51
Table 3.2 Total quality management issues	52
Table 4.1: Open format questions	79
Table 4.2: Open format questions	80
Table 4.3: Open format questions	80
Table 4.4: Open format questions	81
Table 4.5: Closed format questions	82
Table 4.6: Role Players who participated in the TQM Survey Questionnaires	84
Table 4.7: Implementation phases and their expected outputs (Lameei, 2005)	93
Table 4.8: Are You Ready for Re-engineering? A Self-Assessment Diagnostic	99