

CHAPTER 2: THEORETICAL EXPOSITION OF TOTAL QUALITY MANAGEMENT AND STRATEGIC BUSINESS PROCESS MAPPING IN A DEVELOPMENTAL CONTEXT

2.1 INTRODUCTION

Chapter one introduced the research topic both at macro as well as micro level with specific reference to Sedibeng District Municipality. Total Quality Management (TQM) in the South African public sector context will have to respond to the developmental challenges, considering in particular the ideological extremes that have a direct influence on the TQM philosophy and strategic business process mapping to overcome the strategic management intricacy. Hence this chapter is a theoretical exposition of TQM and strategic business process mapping. In meeting this endeavour, TQM and strategic business process mapping has to be pursued within the context of a developmental state.

While TQM and strategic business process mapping are concepts that have their origin in the private sector where resounding successes were accomplished, they remain important philosophies that can enhance efficiency, effectiveness and economy in the public sector. However some adaptations have to be made as to suit the public sector environment.

The theoretical exposition of TQM and strategic business process mapping will be pursued within a developmental context as to dispel the myths that extremists raised regarding TQM. However in doing, so the best case scenario will be adopted from both the public and private sectors for the benefit of the citizens and customers. From an ideological perspective, the public sector environment has to be understood as substantially different from the private sector, while understanding that the one influence the other. It is true that the state operates within a developmental framework, whereas capital dictates the market.

Proper research based on the environment will determine the success of the implementation of TQM in the public sector and that each situation is unique in its approach and does not adopt a 'one size fit all' approach. Considering the scope of the literature review, the rationale is to provide for a synoptic view that bring the extremes together and locate them into a moderate context regarded as the best of both worlds. Therefore performing the juggling act as to satisfy the developmental environment seems to be the most logical approach to effectively contextualize the framework for TQM and strategic business process mapping.

2.2 SOUTH AFRICAN ROAD TO TRANSFORMATION - AUTHORITARIAN TO DEVELOPMENTAL STATE

Sympathy goes to the South African government; it has been revolutionized as an optimal form of change from an apartheid system of government to a democratic developmental government. Considering these enormous changes that government had undergone, it is just fair to commend government for work well done thus far. Government has done enormous in addressing government challenges holistically; however there is a need for government to do better and to improve service delivery continuously.

In the past the state has been one that rendered service in isolation with the public, constituencies were only approached during elections, which basically then provided elected representatives with a *carte blanche* 'blank cheque', a mandate which can only be reviewed at the next election. This scenario has changed altogether with the advent of a democratic state. Taxpayers are more and more on the revolt with growing demands for higher-quality public services, which in return have increased pressure for government to deliver quality service in a cost-effective manner. Traditionally government systems were heavily bureaucratized and centralized which made service delivery very cumbersome and frustrating to citizens. Such services were monopolized and therefore were not sensitive to the needs of citizens. In its endeavour to improve the quality of products and services, governments are shifting to more demand-driven from a supply-driven government and encouraging decentralized systems of service delivery (Kim, 1998:1).

2.3 PUBLIC SECTOR DEVELOPMENTAL ENVIRONMENT

Analysis of the role of total quality management in enhancing service delivery at Sedibeng District Municipality has to be preceded by an exposition of the developmental context in which the public sector functions. The private sector environment distinctly differs from the public sector environment. The private sector environment operates within a market economy, whereas the public sector creates its own developmental context.

Political freedom has to commensurate democratic public participation, good governance, a better life for all and financial prudence. This political freedom stands a chance to be risked in the event where the democratic citizenship can be undermined when the contradiction between the egalitarian norms of a democratic polity and the inequalities of individuals and groups in society are too great. The results thereof can be devastating as they can lead to social discontent and political instability as well as through the persistence of poverty and unemployment. Any democracy cannot sustain itself, unless it can deliver on the basic needs of the people.

Democracy and development are conceived as going hand in hand, in other words they are mutually reinforcing (Edigheji, 2005:4).

2.3.1 Global and continental context to development

World leaders assembled under the auspices of the United Nations (UN) and its development programme and agreed to global goals for development as part of their endeavour to create a better world order and respond to global developmental challenges. According to the UN website (Millennium Development Goals Indicators, 2006), "In September 2000, leaders from 189 nations agreed on a vision for the future: a world with less poverty, hunger and disease, greater survival prospects for mothers and their infants, better educated children, equal opportunities for women, and a healthier environment; a world in which developed and developing countries worked in partnership for the betterment of all. This vision took the shape of eight Millennium Development Goals, which provide a framework for development planning for countries around the world, and time-bound targets by which progress can be measured". The UN set the following eight goals for their member states to be achieved by 2015 namely:

- Eradicate extreme poverty and hunger;
- Achieve universal primary education;
- Promote gender equality and empower women;
- Reduce child mortality;
- Improve maternal health;
- Combat HIV/AIDS, malaria, and other diseases;
- Ensure environmental sustainability and
- Develop a global partnership for development (UNDP, 2004).

The former United Nations Secretary-General, Kofi Anan (United Nations, 2005), put the scenario thus: "We will have time to reach the Millennium Development Goals – worldwide and in most, or even all, individual countries – but only if we break with business as usual. We cannot win overnight. Success will require sustained action across the entire decade between now and the deadline. It takes time to train the teachers, nurses and engineers; to build the roads, schools and hospitals; to grow the small and large businesses able to create the jobs and income needed. So we must start now. And we must more than double global development assistance over the next few years. Nothing less will help to achieve the Goals."

The quest and struggles of the African people for democratic governance are aimed not only at doing away with repressive and autocratic governments but also at improving their socio-economic conditions in a way

that will lead to a qualitative improvement in their material conditions. African leaders through the African Union (AU) realized the importance of collectively improving the socio-economic conditions of the continent's people. A set of developmental goals have been agreed upon which can be linked to the Millennium Development Goals (MDG). The continental developmental goals are encapsulated within the New Partnership for African Development (NEPAD) programme and of which South Africa has played a leading role to enhance development in Africa. The developmental goals that NEPAD are pursuing are as follows:

- To promote accelerated growth and sustainable development,
- To eradicate widespread and severe poverty, and
- To halt the marginalisation of Africa in the globalisation process (NEPAD, 2001:15).

The South African government joined the global and continental endeavours with regard to development and is embracing the UN Millennium Development Goals (MDG) as well as the goals set by NEPAD. While the UN Millennium Development Goals and the NEPAD goals are linked to a 2015 horizon, the South African government set itself a target to achieve the MDG and NEPAD goals by 2014. The South African national development goals are as follows:

- Reduce unemployment by half
- Reduce poverty by half
- Provide the skills required by the economy
- Ensure that all South Africans are able fully to exercise their constitutional rights and enjoy the full dignity of freedom
- Compassionate government service to the people
- Improve services to achieve a better national health profile and reduction of preventable causes of death, including violent crime and road accidents
- Significantly reduce the number of serious and priority crimes and cases awaiting trial
- Position South Africa strategically as an effective force in global relations (dplg, 2005:4).

All above goals are underpinned by clearly defined targets which are time bound. Considering this scenario, the South African state has progressed to the point where it enhances its developmental status within the continent as well as globally. South Africa has become a global leader in its quest for addressing the socio-economic developmental challenges that face developing countries. While there are general acknowledgement that since the first democratic elections in 1994, the government has made huge strides to improve the lives of people; much more needs to be done. The same applies for the government's response to

the MDG, though there has been acknowledgement for the progress made in meeting the goals. What is lacking is a general monitoring and evaluation system as to closely track the progress made. The introduction of TQM will enhance the government's endeavours to meet the MDG by 2014 as envisaged.

2.3.2 Macro context - Understanding the South African developmental context

Socio-economic justice is at the heart of the South African democracy and therefore the state has to clearly define its socio-economic objectives namely the alleviation of poverty, addressing the glaring inequalities as well as the fight against unemployment and under development.

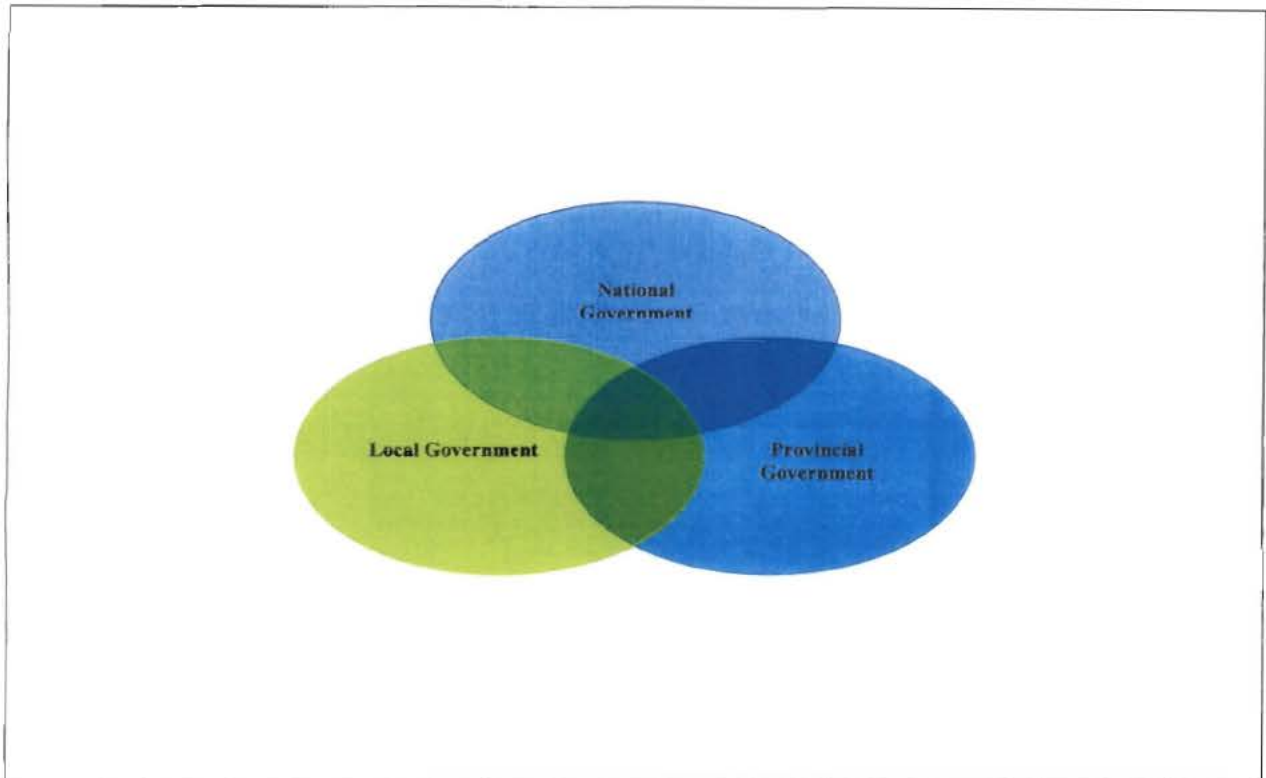
The Reconstruction and Development Programme (RDP) is the government policy that emanated from the political policy of the African National Congress (ANC), when it assumed power in 1994. This policy had its origin from the ANC, more specifically the Freedom Charter. The preamble of the *South African Constitution* (SA, 1996) verbatim quotes the Freedom Charter and so does the *Bill of Rights*. The Constitution introduced a multi-party system of democracy, which paves the way for more intense rivalry between political parties contesting elections, but most of all the increasing pressure from the public places tremendous responsibility on government for better services and cheaper taxes.

In order to address the legacies of apartheid such as the injustices and glaring inequalities, the democratic government introduced the concept of a democratic developmental state. The democratic developmental perspective of government outlines the developmental agenda of the state which acknowledges development in the context of the triple freedoms (political, social and economic). The South African democratic developmental state has its origin in the South African Constitution and the Reconstruction and Development Programme (RDP). The key objectives of the South African developmental state are contained within the *Preamble of South African Constitution* (SA, 1996), "Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights; lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by the law; improve the quality of the life of all citizens and free the potential of each person; and build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations".

This developmental context is embraced by all three spheres of government namely national, provincial and local government and is enshrined in the *Constitution of the Republic of South Africa*, Act 108 of 1996. The Constitution defines the developmental state at all three spheres of government. While each sphere of

government is distinct from other, each is interdependent in its powers and functions pertaining to service delivery which can be best illustrated by the following diagram:

Figure 2.1: The South African three spheres of government model



Source: Own information

The powers and functions of the three spheres of government are operating in tandem with each other, regulated by the *Intergovernmental Relations Framework Act No. 13 of 2005*, which gives effect to the cooperative governance aspect of the constitution. The powers and functions are not only aimed at giving character to each form of government and to define the relationship, but also provides for the manner in which these powers and functions manifest themselves in terms of business processes.

2.3.3 Micro context - Sedibeng District Municipality

Sedibeng District Municipality constitutes the micro context of the democratic developmental state and is located within the third sphere of government namely local government. Since South Africa is a unitary state, the Constitution therefore obliges all three spheres of government to subscribe to the developmental goals of the state.

The South African Local Government system provides for metropolitan, district and local municipalities. Sedibeng District Municipality is a municipality which constitutes a certain area of jurisdiction and consists of three local municipalities, namely Emfuleni, Midvaal and Lesedi which resort under the local government sphere of government. In terms of section 152 of the 1996 Constitution, the objects of local government are, “to provide democratic and accountable government for local communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development; to promote a safe and healthy environment; and to encourage the involvement of communities and community organisations in the matters of local government. A municipality must strive, within its financial and administrative capacity, to achieve the objects”. The *Constitution* (SA, 1996:84) further outlines the developmental duties of municipalities as, “A municipality must structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and participate in national and provincial development programmes”. The *Municipal Structures Act* No. 117 of 1998 outlines the powers and functions of municipalities of district and local municipalities as follows:

“83. A district municipality must seek to achieve the integrated, sustainable and equitable social and economic development of its area as a whole by—

- (a) ensuring integrated development planning for the district as a whole;
- (b) promoting bulk infrastructural development and services for the district as a whole;
- (c) building the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking; and
- (d) promoting the equitable distribution of resources between the local municipalities in its area to ensure appropriate levels of municipal services within the area.

84. (1) A district municipality has the following functions and powers:

- (a) Integrated development planning for the district municipality as a whole including a framework for integrated development plans for the local municipalities within the area of the district municipality, taking into account the integrated development plans of those local municipalities.
- (b) Bulk supply of water that affects a significant proportion of municipalities in the district.
- (c) Bulk supply of electricity that affects a significant proportion of municipalities in the district.
- (d) Bulk sewage purification works and main sewage disposal that affects a significant proportion of municipalities in the district.
- (e) Solid waste disposal sites serving the area of the district municipality as a whole.
- (f) Municipal roads which form an integral part of a road transport system for the area of the district municipality as a whole.

- (g) Regulation of passenger transport services.
 - (h) Municipal airports serving the area of the district municipality as a whole.
 - (i) Municipal health services serving the area of the district municipality as a whole.
 - (j) Fire fighting services serving the area of the district municipality as a whole.
 - (k) The establishment, conduct and control of fresh produce markets and abattoirs serving the area of the district municipality as a whole.
 - (l) The establishment, conduct and control of cemeteries and crematoria serving the district as a whole.
 - (m) Promotion of local tourism for the area of the district municipality.
 - (n) Municipal public works relating to any of the above functions or any other functions assigned to the district municipality.
 - (o) The receipt, allocation and, if applicable, the distribution of grants made to the district municipality.
 - (p) The imposition and collection of taxes, levies and duties as related to the above functions or as may be assigned to the district municipality in terms of national legislation.
- (2) A local municipality has the functions and powers referred to in section 83(1), excluding those functions and powers vested in terms of subsection (1) of this section in the district municipality in whose area it falls.
- (3) Subsection (2) does not prevent a local municipality from performing functions in its area and exercising powers in its area of the nature described in subsection (1)".

One challenge for the Public Service in building a developmental state during the next decade is to utilize popular participation to increase effectiveness and improve the long-term outcomes of development programmes. Development can become benevolent, where the state undertakes development on behalf of the public, or it can be regarded as development that is democratic and promoting the principle of popular participation where citizens are directly involved in development. TQM as a philosophy can be embedded in the developmental context, precisely to ensure that development is implemented uniformly and that it adheres to time, quality and cost. While the provisioning of services is a government responsibility, government can work directly with citizens to deliver on its developmental programmes. In the case of municipalities, there are instances where a municipality might feel that instead of providing the service directly they would rather hire someone else (service provider) to do it. Reasons why a municipality would choose this route are that other municipalities, organisations (NGOs or CBOs) or private companies may have better resources and management skills to provide the service. Whatever method a municipality chooses it must always be in line with the overall goals of improving the quality of services, extending services to residents who do not have them and providing services at an affordable cost. It is important to provide services that are affordable but municipalities must do so without compromising on its ability to operate and maintain existing services (ETU, 2006). It is therefore of paramount importance to implement mechanisms to measure the quality of services rendered by suppliers of goods and services.

2.4 IDEOLOGICAL DISCOURSE ON TQM

The notion of a 'developmental state' provides the framework for the public sector in its approach to TQM. The South African government believes in a participatory form of democracy and therefore allows for people to express their views on developmental topics. Hence the South African democratic developmental state has to consider divergent views on TQM from various role players and stakeholders in the developmental arena. South Africa's strength further lies in the way it can use benchmarking as a mechanism to provide the best governance model for its own unique conditions. The developmental arena has been dominated by the manner in which government, business, labour and civil society relates with each other and to find common ground amongst all of them.

The free market economy has embedded in it high degrees of contradictions where the production of goods and services have to serve the needs of both workers on the one hand and capital on the other hand. "In Karl Marx's economics the transformation problem is the problem of finding the general rule to transform the 'values' of commodities (based on labour according to his labour theory of value) into the 'competitive prices' of the marketplace" (Wikipedia, 2006). Hence the Congress of South African Trade Union (COSATU) and in particular its affiliate National Union of Metal Workers of South Africa (NUMSA) is having a problem with competition as according to NUMSA, competition as competition implies competing with fellow workers, while it is in support of productivity. However according to NUMSA (1996:1), "instead of focusing on making different companies competitive, as a union we should have industrial policies that will lead to: the development of our productive capacities, job creation".

The trade unions operate within a Marxist dogma; hence they try at all cost to pursue their ideological goal. While it is true that the RDP has been a consensus agreement, the trade unions supported the RDP based on a commitment of the state to implement the RDP for what it is, meaning that the trade unions under COSATU, temporarily suspends strike action and labour unrest as part of its commitment to the RDP. Workers on the one hand recognise the importance of quality in the workplace, but on the other hand it poses a major challenge to get workers to support quality efforts (Grobler *et al*, 2006:21). COSATU, in particular NUMSA is not opposed to the notion of productivity, for as long as it does not lead to job losses.

The quality debate allows for certain connotations based on perceptions for those who are in favour of it and those who oppose it, namely the protagonists and the antagonists. This could be summed up by virtue of a new concept and the fact that organisational cultures have to embrace such a concept or it could be because of the ideological advancement of trade unions on the other hand. Addressing the successful implementation of

TQM in the workplace would require an in depth understanding of these views with the aim of reaching common grounds, by means of mutual acceptance.

Some critics believe that TQM principles are too theoretical and broad to be practical, where as others believe that TQM once adopted in an organization will automatically implement itself. The TQM concept alone allows for a debate and in some cases a negative perception to its origin, especially within the public sector domain. Public sector managers face a dilemma of private sector jargon that tends to dominate public sector thinking. It is for this reason that Isaac-Henry *et al* (1997:18), quotes Ranson and Stewart that, “some public sector supporters are at pains to stress the obvious, that the ‘public domain is not constituted to replicate the private sector but that it has its own purpose, conditions and tasks’ and that its distinctiveness is to be seen in its pursuit of equity, justice and fairness, accountability and the enhancement of citizenship”. Yes in the case of TQM, as much as TQM is perceived to be a concept deriving from the private sector, TQM provides for a more efficient, effective, resourceful and resilient public sector (Isaac-Henry *et al*, 1997:18).

As a developmental state, is it wrong to simply adopt concepts already invented by the western world or should the public sector re-invent its own concepts? While the answer is that since South Africa has embraced globalization and therefore the world is sting to develop a uniform vernacular, it also has to be cognisant of its own unique circumstances. TQM already appeared to be that universal vernacular, originating in the west, in particular America and moved to the east, with a strong acknowledgement in the east, especially Japan, where Deming applied TQM to reconstruct the economy of Japan.

Chodorkoff (2003) in his article of ‘Redefining Development’ writes, “Quality of life is difficult to quantify. But the goal of development must be focused on providing people with the security that their basic needs, like adequate food and shelter, will be met, as well as what are often intangible areas that are reflected in a sensibility. Well-being undoubtedly requires a degree of economic security, but it rests more on a sense of socio-cultural security. A coherent community and an equitable distribution of even meager resources can often provide more for an individual's economic, social and spiritual needs than an increased income. This point is well illustrated by the success of Kerala, the poorest state in India, which has, through a process of development which rests on redistribution of internal resources, managed to attain India's highest rates of literacy (70 percent versus 36 percent for all of India), and to guarantee access to basic nutrition, health care and education for all of its citizens. The culture of industrial capitalism, while it pays lip service to these values, in fact is the major force undermining them around the globe”.

Factors such as globalization, public dissatisfaction, complexities and the political climate are forces for change. According to Kim (1998:1) outlining to the practice of a supply-driven government, example in as

far as government is concerned in the US, quoting Osborne and Gaebler (1993) the traditional supply-driven government's budget system encouraged managers to spend money rather than to save it. The *Human Resource Development Strategy of Government* (SA, 22) makes this very important observation, "While the apartheid system had established a skew system with very few and low quality services available to the majority of the population, the Government is now faced with the challenge of establishing a new system of public service that –

- is strategically linked to the broader process of transformation and institution building;
- is demand-driven and needs-based;
- delivers efficient and effective services;
- ensures equal access to the Public Service”.

2.5 A NEW PARADIGM OF GOVERNMENT FROM SUPPLY-DRIVEN TO DEMAND-DRIVEN

In the South African situation, government has transformed from a supply-driven government to a demand-driven government, however managers are criticized for lack of expenditure not motivated by saving, but by the inability to spend on development programmes initiated between government and the people through its people's budgetary processes. While being a demand-driven government, government still faces the challenges of bureaucrats that are stuck in the supply-driven government mode. The supply chain processes are some of the examples where public servants believe are inhibit service delivery as they argue that the processes are too cumbersome and frustrating, however the contrary is also true that public servants are failing to plan for service delivery.

The SA government has introduced incentives for managers, though only at the level of senior managers who have performance contracts in place, called Section 57 employees in municipalities. Labour-management relations in the South African context is much more flexible and encourage participation and dialogue between management and labour without infringing on their respective rights. In the case of South Africa, flexibility of labour-management relations can be tantamount to fruitless and senseless discussions aimed at derailing decision making and implementation. An example thereof is the negotiations and discussions with SAMWU leadership on the formation of a water entity in the Sedibeng District Municipality based on the principle of Public-Public Partnership (PPP) in order to address the water and sanitation crisis the municipality experienced and the public reaction created through the effluent spillage of raw sewer in the Vaal River, the Klip River and streams in the district. National Treasury further joined the fray, with its regulatory approach based on the formation of entities which has been regarded as an outsourcing model and opted for a ring fenced unit, which then gave rise to the formation of an internal business unit, called *Metsi-a-*

Lekoa responsible for the delivery of water and sanitation services. Labour in this case has been perceived as a primary obstacle to restructuring and therefore acted as a barrier to flexibility for productivity improvement, since its demands were unrealistic and they saw the opportunity of engaging into an ideological battle on the provision of water.

The experience that can be shared is that transformation of government into a demand-driven government is not focused on downsizing for the purpose of cutting waste, because the goal is not a one-time chance to save money, but rather a fundamental change to improve performance and efficiency. Nor is demand-driven government synonymous with privatization, as the goal of demand-driven government is not simply efficiency, but more importantly, effectiveness. Hence shifting from a public monopoly to a private monopoly may not necessarily increase efficiency and effectiveness; the key is to introduce competition into the public sector and in building a less bureaucratic structure and culture. Though mention is made of profit sharing or gain sharing, the South African government in particular municipalities are offering incentives in the form of bonuses to its Section 57 employees, however the system is flawed as in real terms the performance contracts of employees are not in sink with the viability and performance of the municipality, which still have to be reviewed drastically (Kim, 1998:2).

2.6 WHY TQM HAS BECOME CRITICAL FOR THE PUBLIC SECTOR

The word “quality” is on everybody’s lips within the public sector environment as well as outside of the public sector environment. Quality has been interpreted in various ways which provides the way for a comprehensive approach to quality management, beyond quality rhetoric. According to the ANC 2006 Local Government Elections manifesto, the ANC has set itself the goal “Improve the way government provides housing to ensure better quality houses”. According to the *Concept Document on the Growth and Development Strategy* (ANC, 2005:6), “the building of houses in the region must be qualitative in that the houses that are built must not only be livable but also acceptable to the standards”. Many more examples can be cited where “quality” has become the buzz word. Therefore the time has come to give full expression to the ad hoc usage of the term “quality”.

TQM has become critical since the public sector has to respond to both the changing internal and external environments. Factors such as globalization, the market economy and neo-liberalism continuously apply pressure on the South African government to increasingly become more effective, efficient and economic. Sustainable development and other factors relating to globalization introduced a total new approach to the way governments conduct their affairs. Government institutions therefore have to explore better management systems as to provide a systematic solution to all the challenges they face. TQM and strategic business

process mapping are management philosophies and tools that can be applied to improve efficiency, effectiveness and economy in the public sector.

The role of TQM in enhancing service delivery at Sedibeng District Municipality should be viewed against the backdrop of a developmental state, sensitive to both the capital and socialist environments that both business and labour advocate. It is important to understand:

- Firstly the environment that influences the reasoning behind TQM and strategic business mapping as well and;
- Secondly understand in particular what is it that the public sector can learn from the private sector regarding TQM.

While it is true that the public sector can take its cue from the private sector in terms of TQM and strategic business process mapping, it is also true that ideologically the two, namely the public sector and the private sector are mutually exclusive, the one is basically comprehensive and serve the interests of everybody on behalf of the state, whereas the other is selective and serve the interest of a particular elite. The state with its foundation on true aspects of democracy finds itself more and more accountable and obligated to the public. In the case of the private sector, the obligation is firstly to capital and then secondly to the customer. However learning from each other can be justified from its co-existence which is also prompted by the manner in which capital operates and the environment that capital dictates even for the public sector, which is an environment of competition, though not conspicuous, but inconspicuously so. It is this environment that has to be adequately explored in order to develop a more comprehensive approach to the implementation of TQM in the public sector.

Though the public sector in South Africa has only been transformed as of 1994, South Africa unlike other countries does not have the latitude to regard itself as still learning, the sand-glass is busy emptying, because the demand for quality services are getting greater and greater. The public is getting less and less patient and for a democratic state like South Africa, the legitimacy of the state is squarely entrenched in the level of participation of the citizenry in elections. The percentage of people that participate in elections become lesser and it is the responsibility of the state and its organs to ensure that maximum participation in elections is achieved, therefore no government structure can afford to rest on its laurels in ensuring that the citizens are kept satisfied and involved in the government processes.

Enough desktop information exists to analyze the perception citizens have on service delivery by government. An informal survey has been conducted on why citizens are less interested in participating in

the elections process in Sedibeng District Municipality, using the public where they have expressed their views at various forums and in various ways. The Gauteng Provincial Government through the Department of Local Government has conducted a customer satisfaction survey in all the municipalities in Gauteng, including the Sedibeng District Municipality. The Gauteng Provincial Government has identified the following criteria as the background to the research study on the Citizen Satisfaction Survey:

- Setting performance standards
- Measure performance and monitor progress
- Consult with the people
- Become people-orientated in delivery
- Improve access to and communication of services

The research is aimed at responding to amongst others the public perception on service delivery. The following parameters have been defined as a framework for the research:

- Explore and understand citizens' views and experiences
- Measure awareness and usage of services
- Measure perceptions held re: municipalities and civil servants
- Measure satisfaction with services, mayors and councillors

From the above background, the following objectives of the research derived:

- To obtain benchmarks for service delivery
- To identify areas of weaknesses and strengths

The research has been very useful and would be discussed in more detail in the next chapter, however some of the survey questions have been highlighted and the response to those questions are find below:

- 53 % of persons interviewed believe that the municipality has poor customer service
- 17 % of persons interviewed believe that the municipality has quality products/services
- 14 % of persons interviewed believe that the municipality understands & cares about its customers
- 12 % of persons interviewed believe that the municipality has good customer service (Gauteng Department of Local Government, 2005).

Since conditions are changing on a continuous basis, there is a need for a formal survey to be conducted on periodical interviews. This is eminent as government is not constant and demands as well as needs are forever changing. Government is continuously evolving, which is linked to growing and changing demands as well as the change based on the technological, economically, politically and socially. The development of the human being and its desire to develop influences this change. In its endeavour to reinvent itself government gradually implements 'business like' methods and approaches to govern better. Government has been transformed from one that renders service on behalf of the people with emphasis on government unilaterally implements the mandate to one that has to ensure service delivery is based on a participatory democratic system.

All these will assist in providing a perspective which is aimed at descending from a macro context to a micro context which will allow Sedibeng District Municipality to respond better to the public's needs and therefore will become a classical example where the people are put first '*Batho Pele*'. The South African government has put in place a myriad of policies and legislation that underpins this new thinking of government, guiding the notion of a developmental state, which differentiate the South African state from other states.

2.7 SOUTH AFRICAN PUBLIC SECTOR'S ATTITUDE TO TQM

Widespread diverse opinions exist on whether quality management works in the public sector or not. The diverse opinions range from adaptation to substantial modification. Swiss (1992) argues that TQM stresses more on the product as compared to the service, whereas the public sector is more a service orientated organisation than production orientated.

Various legislations including the South African Constitution create an enabling environment for TQM to be implemented. It is the aim of legislation to rather be broad and not to be prescriptive as to the best management model that needs to be performed. In terms of section 195 of the 1996 Constitution, "A high standard of professional ethics must be promoted and maintained. Efficient, economic and effective use of resources must be promoted. Public administration must be development-oriented. Services must be provided impartially, fairly, equitably and without bias. People's needs must be responded to, and the public must be encouraged to participate in policy-making. Public administration must be accountable. Transparency must be fostered by providing the public with timely, accessible and accurate information. Good human-resource management and career-development practices, to maximise human potential, must be cultivated. Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation".

According to the *White Paper on Transformation of Public Service Delivery* (SA, 1997:10) “transformation of public service delivery, service delivery strategies should be developed that will need to promote continuous improvements in the quantity, quality and equity of service provision and they should be done in line with the following:

- A mission statement for service delivery, together with service guarantees:
- The services to be provided, to which groups, and at which service charges:
- In line with RDP priorities, the principle of affordability, and the principle of redirecting resources to areas and groups previously under re-sourced:
- Service standards, defined outputs and targets, and performance indicators, benchmarked against comparable international standards;
- Monitoring and evaluation mechanisms and structures, designed to measure progress and introduce corrective action, where appropriate;
- Potential partnerships with the private sector, non-governmental organisations (NGOs) and community-based organisations (CBOs) which will provide more effective forms of service delivery; and
- The development, particularly through training, of a culture of customer care and of approaches to service delivery that are sensitive to issues of race, gender and disability”.

The South African service delivery ethos is entrenched in what is called the *Batho Pele* (People First) principles. The Batho Pele White Paper advocates for a fresh approach in government’s endeavour to provide quality service delivery in its entirety. It puts pressure on systems, procedures, attitudes and behaviour within the Public Service and reorients them in the citizen’s/customer favour. The White Paper contains a flexible framework for the delivery of public services, which puts citizens/customers first and enables them to hold public servants to account for the service they receive. According to the *White Paper on Transformation of Public Service Delivery* (SA, 1997:15) “the following are the eight principles of *Batho Pele*:

- Consultation - Citizens should be consulted about the level and quality of the public services they receive and, where possible, should be given a choice about the services that are offered.
- Service standards - Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.
- Access - All citizens should have equal access to the services to which they are entitled.
- Courtesy - Citizens should be treated with courtesy and consideration
- Information - Citizens should be given full, accurate information about the public services they are entitled to receive.

- Openness and transparency - Citizens should be told how national and provincial departments are run, how much they cost and who are in charge.
- Redress - If the promised standard of service 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, positive response.
- Value for money - Public services should be provided economically and efficiently in order to give citizens the best possible value for money”.

The *Batho Pele* Handbook cites various legislations that protect citizens and the customers of public service. The *Promotion of Administrative Justice* Act No. 3 of 2000 confirms the customer’s right to consultation and redress if his or her rights are adversely affected by an administrative action. The Act upholds a citizen’s right to express his or her dissatisfaction with public services. A complaints facility is an important element in the process of providing redress. It confirms the customer’s right to consultation and redress if his or her rights are adversely affected by an administrative action and a Service Delivery Charter should stipulate how these rights will be upheld. The *Promotion of Access to Information* Act No. 2 of 2000 gives effect to a citizen’s constitutional right of access to information held by the State and any information that is held by another person and which is required for the exercise or protection of any rights. The Public Service Regulations of 2001 Part C of the Regulations states that an executing authority shall establish and sustain a service delivery improvement programme for his/her department and sustain a service delivery improvement programme for his/her department that must identify amongst others the following:

- a. the type of actual and potential customers and the main services to be provided to them.
- b. the existing and future arrangements with the department’s actual and potential customers;
- c. the customer’s means of access to the services, the barriers to increased access and the mechanisms or strategies to be utilised progressively to remove the barriers so that access can be increased;
- d. the existing and future service standards for the main services to be provided;
- e. the existing and future arrangements on how information about the department’s services are provided; and
- f. the current and future complaints system or mechanisms.

An executing authority shall establish an annual statement of public service commitment (a Service Delivery Charter) which will contain the department’s service standards that citizens and customers can expect and which will explain how the department will fulfill each of the standards. Whilst the executing authority remains accountable for the service delivery of his or her department and the development of Service Delivery Charters by institutions or components within the department which interface directly with the

public, all employees have a responsibility to implement the tenets of the Charter(s) and to improve service delivery (Batho Pele Handbook, 2003).

According to the *Batho Pele Handbook* (2003:97), "The analogy with the Titanic is quite apt because, if we are not prepared to embrace *Batho Pele* in the fullest sense by setting and publishing service standards, we shall not succeed in transforming government and the dream of a new, free and united south Africa will disappear under the waves of underdevelopment and poverty, just as surely as the Titanic sank to the bottom of the ocean". The *Batho Pele Handbook* (2003:126) makes mention of the customer and end-user and according to it, "The customer, after all is always "king" and consultation becomes an imperative". According to the *Batho Pele Handbook* (2003:196-197), "The constitutional principles governing the Public Service state that:

- services must be provided impartially, fairly, equitably and without bias;
- people's needs must be responded to, and the public must be encouraged to participate in policy-making;
- public administration must be accountable; and
- transparency must be fostered by providing the public with timely, accessible and accurate information.

All of these principles have some bearing on the importance of having a complaints system. But, fundamentally, it is the *Bill of Rights* that states that all citizens have the right to public services and the right to be heard if they are unhappy with those services".

According to the *White Paper on the Transformation of Public Service* (SA, 1995), "Public service organisations will increasingly be guided by the principles of total quality management (TQM). TQM is an output-orientated approach which seeks to improve the capacity of organisations to meet the needs of clients by continually reorienting organisational structure, behaviour and culture to this purpose. Clients may be external service users, or they may be other public service agencies and departments. TQM techniques will therefore be studied, adopted where appropriate, and adapted to suit the specific circumstances of the South African public service".

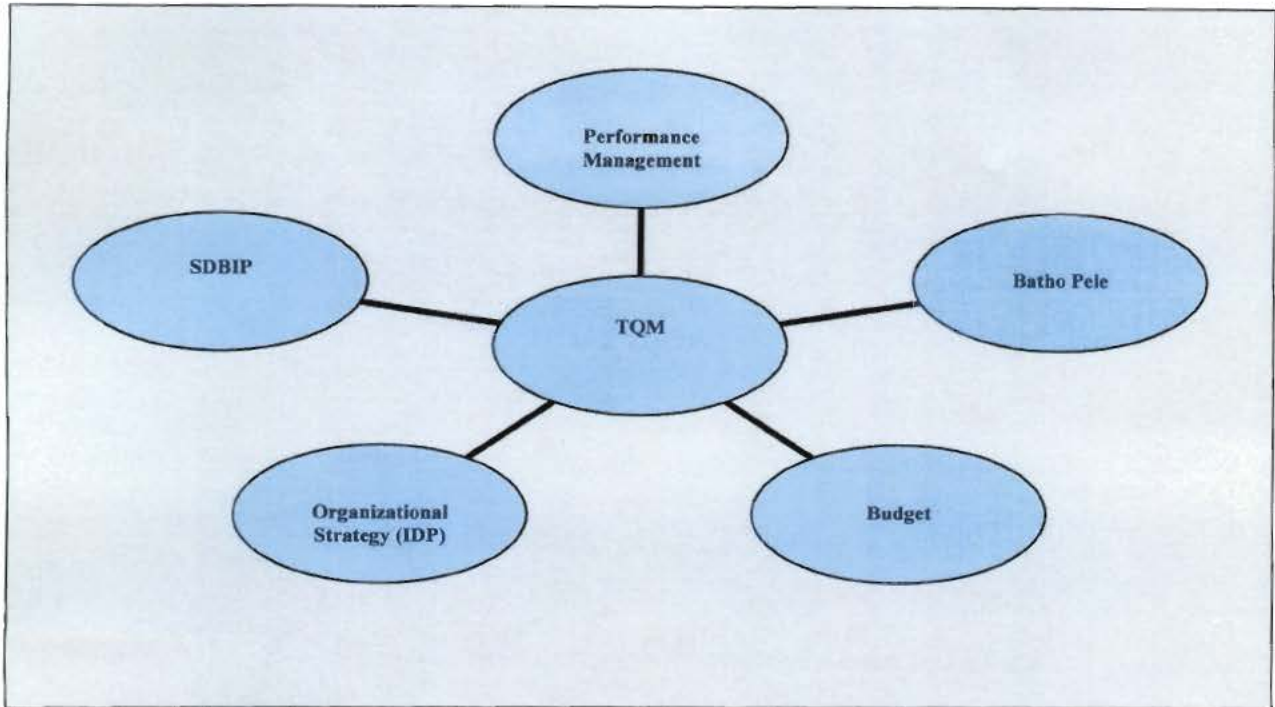
The public sector environment is opportune and conducive for the implementation of a TQM system in government departments and in municipalities alike. According to the *Batho Pele Hand Book* (2003:87-88), "The nine principles governing public administration provided in Section 195 of the Constitution insist that

public services should be announced and that public servants should commit to provide services of a standard that meet the needs of the customers”.

The South African government has embraced the TQM philosophy, though the implementation of TQM has not been implemented in a uniform manner. A few political leaders expressed their sentiments in favour of quality at various podiums, continuum includes the former Executive Deputy President, Thabo Mbeki, current President of the Republic of South Africa, the then Minister of Public Enterprises, now Minister of Transport, Jeff Radebe as well as Minister Trevor Manuel, Minister of Finance. In his address, the Minister of Finance, Trevor Manuel, at the Senior Management Service Conference in Cape Town (2004) said, “In many areas of public service delivery, the quality of services received by the poor are not good enough relative to the money we spend. This, in most instances, is a management failure. It is a failure of our management systems and of our managers. It is our collective failure. Ladies and gentlemen, if we are to translate the noble ideals of our developmental state, the human factor, our management of our human and other resources must improve. Please remember that your enemy is poverty and deprivation, that your key weapon is your skill and professionalism and that your modus operandi is your humility. You are, with us, custodians of a value system that defines our objective as demonstrating every single day that we are a caring democracy”.

TQM is not a completely new phenomenon within the public sector, as there are case studies of TQM in the various government departments and some state owned enterprises. It is time that a best case scenario be found and that TQM be implemented uniformly. TQM is a new paradigm of management and therefore both a philosophy and methodology for managing organisations. Before exploring the theoretical exposition of TQM, it will be important to provide some background to the concept of TQM and its historical origin.

Figure 2.2: System readiness for the implementation of TQM



Source: Own information

2.8 THE PRINCIPAL REASON FOR TQM

The principal reason for TQM is centred on the customer, since the customer is the end user of goods and services at a cost which has to provide value for money. As the final arbitrator, the customer provides income in the public sector, and profit in the private sector (UoP, 2006:3). Customers have choices in a free market economy and can change suppliers as they wish, except for the public sector. 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 by embarking on civil unrest (defiance campaigns, violent protests, such as marches and boycotts), less hostile means such as petitions, and finally can result into voter apathy, where voters withhold their votes during elections.

Customer satisfaction in the public sector is embedded in the participation of citizens in the affairs of government which allows for continuous consultation and participation. South Africa, being a democratic and developmental state rates public participation as a critical process to allow the public to participate in shaping the South Africa as envisaged by the Constitution. Public participation forms the cornerstone of the

democratic developmental state, evident from the policies and legislation which were all found on public participation.

Consider the short tenure of the democratic South Africa; the democratic principles have not fully being implemented in the public domain. The degree of public participation varies from poor to strong. Poor citizen involvement and participation manifest themselves in the level of participation in democratic elections. The outcome of the elections reflects the level of participation of citizens in government affairs which then become a yard stick for citizens to exercise their democratic right to vote. Poor or lack of participation does not encourage quality citizenship that is informed and can uphold the democracy. According to Rourke (2003:1), "If the only input I have into the future direction of our government comes at the end of the campaign process, in the voting booth, then I am understandably distressed with my choices. I begin to see voting as a way to send a 'message' about how I feel about government. But used this way, my vote is a blunt instrument, and not voting seems like a reasonable option". Rourke is of the view that the American democracy needs a blue print to implement civic TQM, or else Americans will squander their trust in democratic institutions.

2.8.1 Evolution of total quality management

The quality management concept originated in the American arms industry which happened to be state owned. Historically the quality concept was introduced by W. Edwards Deming, an American statistician and quality control expert who taught quality control techniques as part of the national defense effort after WWII (Farazmand, 2002:1). Deming helped the American arms industry which astonished the world with the speed and quality of its production of ships, planes, vehicles and other military equipment during World War II. The public sector eventually lags behind the private sector since the private sector acted with more resolve to implement the quality management concept in their domain.

Several key figures contributed significantly to the conceptual development and implementation of total quality management as far back as the 1930's. Fathers of the TQM concept include amongst others, W. Edwards Deming, Peter Drucker, Charles Handy, Tom Peters, David Packard, Malcolm Baldrige, Frank Carlucci, Philip Crosby and Joseph Juran.

Total quality management evolved from quality control, to quality assurance and eventually quality management. The two quality gurus from America namely Drs. W. Edwards Deming and Joseph M. Juran went beyond their emphasis on the techniques of quality to the emphasis on quality management prioritizing the customer as the main emphasis. Dr. W. Edwards Deming transcends the techniques of quality inspection,

such as statistical process control (SPC) to a deeper concept based on the acceptance of the broad principles of the ideal organisational culture. Through the initiatives of these two quality gurus, quality has become a management philosophy, commonly known as quality management in the form of TQM which includes quality control, quality assurance and quality management. Problem solving techniques aimed at process variability and management techniques such as Deming's Plan, Do, Check and Act (PDCA) cycle, known as Deming's wheel eventually involve the customer by virtue of the concept of satisfying the customer, aimed at delighting the customer. Later on Deming developed his "fourteen points" for management. Juran on the other hand emphasized quality planning, control and improvement, but also focused on the customer (internal as well as external) with his "fitness for use" concept which was eventually reflected in his 'universal series of steps' to manage for quality (UoP, 2006:5).

2.8.2 The case for total quality management

The starting point in exploring the theoretical exposition of total quality management would be to understand the concept total quality management. According to Dale (2003:26), "TQM involves the application of quality management principles to all aspects of the organization, including customers and suppliers, and their integration with the key business processes". In order to understand the concept "total quality management", the concept should be broken into the three segments namely:

- Total – refers to the entire environment that organisation serves (both internal as well as external) which would require everybody to work in unison towards the same goal and be equally committed. TQM involves all members of the organization in controlling and continuously improving how work is done.
- Quality – quality is a relative term, therefore it can mean different things to different people. Goetsch and Davis (2006:4) refer to "quality is in the eye of the beholder. Within the total quality approach, customers ultimately define quality". It is for this reason that everybody in the organisation and the customers it serves outside of the organisation has a common understanding of quality. A common message pertaining to quality has to be communicated. After the external customer has defined quality, there need to be an internal understanding of quality and then satisfying customer requirements as part of improving business results. In order to achieve the quality as required by the customer, there is a need for continuous improvement in behaviour and attitudes as well as in the processes, products and services. Customer focus has to be the order of the day in what ever is done in an organisation (Dale, 2003:4).
- Management – TQM is a new paradigm of management, which according to Goetsch and Davis (2006:8) "has its roots in the time and motion studies conducted by Frederick Taylor in the 1920s.

Frederick Taylor is known as 'the father of scientific management'. The distinctive characteristics of total quality are: strategically based, customer focus (internal and external), obsession with quality, use of scientific approach in decision making and problem solving, long-term commitment, team work, employee involvement and empowerment, continual process improvement, bottom-up education and training, freedom through control, and unity of purpose, all deliberately aimed at supporting the organizational strategy". According to Maas (2006:3), "Government agencies that use TQM agree that it is fundamentally different from traditional management".

TQM includes a set of principles, tools, and procedures that provide guidance in the practical affairs of running an organization. TQM, according to the University of Portsmouth (2006:4) refers to quality management concepts such as: "customer focus, results orientation, partnership development, leadership and constancy of purpose, people development and involvement, management of processes and facts, continuous learning, innovation and improvement, and corporate social responsibility". According to Dale (2003:10), TQM is about "satisfying customers and creating customer enthusiasm" by "understanding their needs and future requirements".

2.8.3 Key elements of Total Quality

To be able to understand the key elements of total quality, it is important to understand the definition of total quality first. Goetsch and Davis (2006:8) define total quality as "an approach to doing business that attempts to maximize the competitiveness of an organization through the continual improvement of the quality of its products, services, people, processes, and environments". The definition of total quality deliberated on the 'what' and the key elements deliberate on the 'how' to achieve total quality in an organisation. The following are the eleven key elements of total quality:

2.8.3.1 Strategically based

Total quality organizations have strategic plans (vision, mission, broad objectives, and activities) in place designed to give them a sustainable competitive advantage in the market place. Such strategic plans are subjected to continuous improvement as to cater for the ongoing world-wide demand on quality (Goetsch & Davis, 2006:12). Sedibeng District Municipality has a strategic plan in place, but the strategic plan had to be altered substantially to give it a quality impetus and focus.

2.8.3.2 Customer focus

The focus on customers is two pronged namely the internal as well as the external customer. Notwithstanding the fact that the internal customer is a very important stakeholder in the customer/supplier partnership responsible for the input factors as well as the processes, however the fundamental reason for existence of any organisation is based on the external customer.

The public sector environment encapsulates both citizens and customers as those who are affected by public service in general. In the case of Sedibeng, the citizens constitute in main the customers. The new public service culture necessitates a customer orientation in dealing with service delivery to the public, underpinned by performance improvement, monitoring and evaluation, both from a strategic and an operational perspective.

Though the citizen cannot change the supplier which is the public sector, it can however express its dissatisfaction of poor quality service delivery and in extreme cases change allegiances during municipal elections. Therefore, it is important for the municipality to not only satisfy, but to delight its customer. Constant interaction with the customer will allow for the municipality to understand the customer's needs and provide valuable information to the municipality. Various customer focus techniques exist to gather information and that can be applied to analyse such information for example:

- a. Customer surveys making use of questionnaires and customer complaints
- b. Focus groups
- c. Structured interviews
- d. Representative Body reports
- e. Customer analysis, segmentation, etc. (UoP, 2006:10)

In order for the above to be successfully executed, it would require an increased level of contact with the customer or citizen by means of customer workshops and customer interviews. By soliciting the views of customers, organisations can determine as in Dale (2003:11) "customer required quality (i.e. their wants) should be translated into internal needs and driven back through all levels in the organizational hierarchy". A healthy and desired customer relationship should yield the following:

- Satisfaction – meeting or exceeding customer's expectations for products or services
- Value – value for money which satisfies both the customer and the supplier, and refer to as the value proposition aimed at retaining, on a profitable basis, new and existing customers

- Loyalty - It is only when the customer is delighted, which is the extreme form of satisfaction that such a customer can be convinced to a much more deeper relationship (UoP, 2006:7).

From personal experience as a manager at Sedibeng District Municipality and during interactions with members of the public, Sedibeng does not have a formal customer relationship in place, notwithstanding the fact that customer interaction exist though haphazard and unstructured. Customers are tossed from pillar to post, responsiveness is poor. Perception whether factual or not can be used currently as a norm to determine customer perception. Citizens display a high degree of dissatisfaction which derive from the municipality's poor image perpetuated by the media; poor responsiveness to citizen's needs and wants; poor service delivery; inconsistent communication with citizens and lack of feedback to citizens.

The general phenomenon is that taxpayers are more and more on the revolt with growing demands for higher-quality public services. This in return have increased pressure for government to deliver quality service in a cost-effective manner. Traditionally government systems were heavily bureaucratized and centralized which made service delivery very cumbersome and frustrating to citizens. Such services were monopolized and therefore were not sensitive to the needs of citizens. In its endeavour to improve the quality of products and services, governments are shifting to more demand-driven from a supply-driven government and encouraging decentralized systems of service delivery (Kim, 1998:1).

2.8.3.2.1 Customer orientation in dealing with the public

Demands for citizens to be treated as customers, as opposed to mere users of services are on the increase. The public's consciousness has been raised through advertisements as well as the way the private sector is projecting itself and linked to the environment that globalization introduced. Recognition for this acknowledgement was given by government through its legislative and statutory framework with particular reference to *Batho Pele* as contained in the *White Paper on Transformation of Public Service Delivery* (SA, 1997).

Customer satisfaction can be regarded as the difference between expectation and performance which in a performance management system requires indicators to be developed that balance customer expectations and product/service delivery and how they are managed. In order to integrate customer-orientation in a performance management system and to inculcate customer-orientation a certain systematic approach had to ensue which involves seven key steps according to Pegler (2002) as captured by van der Walddt (2004:146-148):

“Step 1 – Define customer satisfaction goals and strategy: Identify the institution’s current baseline, then define the new baseline goal consider the institution’s goals, aims and objectives. It may be necessary to define new targets for customers.

Step 2 – Segment the customer base: Each grouping within a community may require different services, and each may have different service expectations.

Step 3 – Identify key needs and performance gaps: Must have an understanding of the services the customers need and the value in order to provide services that are customer-oriented. The performance gaps have to be identified in order to identify areas of improvement and to set improvement goals.

Step 4 – Develop programmes to improve performance: The committing and following through of changes needed to meet the customer needs and performance goals become a complex exercise. Many changes require fundamental restructure, culture change, a significant investment as well as employee training. Effective change must be driven top-down and to make it clear that customer-orientation is a priority across the institution. Processes must be put in place to ensure reliable and consistent execution.

Step 5 – Monitor changes in customer behaviour: Studies consistently show that changes in customer behaviour may signal a relationship that is at risk. It is important to monitor the number and type of complaints received over a period. Changes should be identified early as to take immediate action in order to halt potential customer dissatisfaction.

Step 6 – Improve customer satisfaction: Ways to improve customer satisfaction may include:

- *Customising and personalizing products or services.* The creation of tailored, personalized solutions can deepen customer relationships and enhance loyalty.
- *Making life easier for customers.* Many customers value convenience. Introduction of e-governance such as customer transactions including on-line bill payments, streamlined check-in/check-out, or automatic reminders for equipment maintenance.
- *Rethinking your contract or payment terms.* Another way to hold onto customers is to introduce contracts with penalties for early termination.

Step 7 – Measure progress toward improvement: Customer-orientation efforts must be ongoing. Public managers should not lose commitment once performance improvement programmes are in place. Customer-orientation goals should be an institution-wide challenge by posting progress charts”.

2.8.3.2.2 Customers vice versa Citizens

According to the *South African Constitution* (1996:1), the citizen rights are referred to as, “Citizenship - There is a common South African citizenship (All citizens are equally entitled to the rights, privileges and benefits of citizenship; and equally subject to the duties and responsibilities of citizenship). National legislation must provide for the acquisition, loss and restoration of citizenship”.

Concepts such as customers and citizens are useful to explore within the context of TQM in the public sector, as they also assist in differentiating between government and business. The desire to make government to be more effective and efficient is tempting in the sense that many people believe that government should be run like business. According to Osborne and Gaebler (1992:20), "Government and business are fundamentally different institutions. Business leaders are driven by profit motive; government leaders are driven by the desire to be reelected. Businesses get most of their money from their customers; governments get most of their money from taxpayers. Business is usually driven by competition; governments usually use monopolies".

More differences can be cited, amongst others, according to Osborne and Gaebler (1992:21), "Government is democratic and open; hence it moves more slowly than business, whose managers can make quick decisions behind closed doors. Government's fundamental mission is to 'do good', not to make money; hence cost-benefit calculations in business turn into moral absolutes in the public sector. Government must often serve everyone equally, regardless of their ability to pay or their demand for a service; hence it cannot achieve the same market efficiencies as business".

Citizens are not just recipients of services; they also consume services for an example, the municipality rendering planning services. Citizens are people who can demand the right to certain services, backed up by legal authority and political/community pressure. Public goods are provided for the whole community but 'consumption' is seen in a different light. The customer of the municipality is business as business is paying the fee for planning permission and residents are affected by the planning proposal?

According to the White Paper on Transforming Public Service Delivery (Batho Pele White Paper) [SA, 1997:13], "By contrast citizens, as the 'customers' of public services, cannot choose to take their business elsewhere. For example, any South African who wants a passport has no alternative but to apply to the Department of Home Affairs. Many public services are not paid for directly by individual 'customers', and national and provincial departments which fail to satisfy their 'customers' do not go out of business. Moreover, many public services, such as revenue collection or the imposition of law and order are not 'services' but are regulatory in function. They are accepted by citizens as essential safeguards of a civilised society in which the vulnerable are protected and all citizens have equal opportunity for economic and social development. The concept of the citizen as a 'customer' may therefore seem inappropriate at first sight. 'Customer' is nevertheless a useful term in the context of improving service delivery because it embraces certain principles which are as fundamental to public service delivery as they are to the provision of services for commercial gain. To treat citizens as 'customers' implies:

- listening to their views and taking account of them in making decisions about what services should be provided;
- treating them with consideration and respect;
- making sure that the promised level and quality of service is always of the highest standard; and
- responding swiftly and sympathetically when standards of service fall below the promised standard”.

2.8.3.2.3 Consumerism

Across the globe the trend is towards consumer democracy as a replacement for citizen democracy, which tends to loose sight of the fact that citizens make democracy. This consumer democracy is portrayed in the form of citizens being conceived as consumers, clients and users. Government services are seen as commodities and access to such commodities are based on the ability to pay (Edigheji, 2005:3).

‘Consumerism is a term used to describe the effects of equating personal happiness with purchasing material possessions and consumption’ (Google, 2006). Consumerism-activities fights for services provided at a lost cost. The attitude displayed to the service is received because it is a lost cost service, therefore within worth is devalued and replaced by the focus on its price. An example of this is water, which are a service and a right to have in terms of the Constitution. However the basic right is not protected by price. The approved expressed by liberation is that, us as people have the right to decide or even suggest what services are necessary for living and which are aren’t, or that luxuries are necessarily wasteful. Anti consumerists do not see consumption as arising from people’s natural ideas regarding the kind of things they need. However under a developmental state as in the case of South Africa, the approach of consumerism is linked to basic service and the right of people to access those services as extreme and in the constitution. According to the RDP, consensus or agreement should presupposes this right *Batho Pele* talks about value for money principle not in a limited sense, but on a “consumer pay” principal, through this “consumer pay” principal is aimed at ensuring quality services that guarantees the value for money. In the case of the poor, it cannot be just value of money, but access to service and as matters of redress the subsidization of services of the poor come into play without limiting the poor’ responsibilities to be unlocked and to dictate terms to the poor in the form of an elitist approved, advocated for by the anti-consumerist movement. In the case of water provisioning, implement measure such as demand and supply management.

The poor to be part of the value chain in the production process and not being regarded as a passive receiver of goods and services at the mercy of capital productive force. An example thereof relates to the surplus production of maize, using genetically modified processes and expects the poor to consume such products,

without considering the health implications on the consumers. Another example is the water demand and supply management model that has been adopted by *Metsi-a-lekoa*, a model aimed at curbing water losses in the townships. The assumption is that poor people waste water unnecessarily and do not know how to control a scarce 'commodity' such as water. Real value visa-vis exchange value of products goods and services not just be a matter of the poor been subsidised, but using the sweat capital of the poor to contribute to the value adding of the product on top of the real value of the product (goods and services). The build in of quality for the poor, quality should not be regarded as a right for the rich at the expense of the poor.

Instead of the poor being the guinea-pigs of the first economy, the first economy has to be transformed to consider the needs of the poor in organizing the poor themselves to participate in the productive processes and therefore develop the informal economy.

According Daniel Chodorkoff (2003), "The hegemonic position of the culture of capitalism undermines most efforts at maintaining a self-conscious and selective stance visa-vis modernization. It is presented as a 'take it or leave it' proposition". It lacks the buy-in of people, the community and employees. More often it is found that modernization in the form of technology is imposed on employees and regarded as management prerogative. It does not mean that the public and employees do not want access to aspects of modern technology and knowledge rather that the private sector approach does not offer any choices".

2.8.3.3 Institutionalizing TQM

The municipality in its endeavour to institutionalize TQM has to embark on certain critical aspects in order to successfully implement TQM. These aspects are briefly defined and they are as follow:

2.8.3.3.1 Obsession with quality

Once the quality standards have been defined by the internal and external customers and or citizens, the organization must passionately be obsessed with meeting or exceeding the quality standards (Goetsch & Davis, 2006:13).

2.8.3.3.2 Scientific Approach

The use of statistical techniques and methods is a scientific approach that can be applied as an integral part of total quality management. This requires the use of hard data which could be used for structuring work,

decision making and problem solving. This hard data can be very important for benchmarks, performance monitoring and process improvements (Goetsch & Davis, 2006:13).

2.8.3.3.3 Long-Term Commitment

The implementation of total quality management requires a long-term commitment, it cannot be achieved overnight. TQM is a new paradigm of management and cannot be approached as a quick fix. Organizational cultures are deeply entrenched and require some time to be managed effectively. Even the services of experts won't yield the result instantaneously for as long as organizational culture has not been addressed effectively (Goetsch & Davis, 2006:14).

2.8.3.3.4 Teamwork

Organizations find themselves locked in internal competitiveness which results into rivalry instead on focusing on quality improvement and rather on external competition. Organising into teams would channel the collective energy of personnel to improve quality and to manage external competition (Goetsch & Davis, 2006:14).

2.8.3.3.5 Continual Process Improvement

Continual process improvement is a fundamental goal in total quality to improve services and products that the organization renders to the people. Systems should be improved continually as to keep up with external conditions (Goetsch & Davis, 2006:14).

2.8.3.3.6 Education and Training

Education and training essentially form part of improving people on a continual basis. They enhance the skills of people, broadening their capabilities and equip them to not only work hard, but also work smart. Total quality environments subject people to ongoing learning (Goetsch & Davis, 2006:14).

2.8.3.3.7 Freedom through Control

Total quality management allows for freedom through control such as total quality and is not what some people would regard as a loss of management. Total quality functions at its best when people are involved and empowered in decision making which then give employees a sense of ownership of the decisions made.

Management's role is to plan well and to design well-carried-out controls. While there are controls, there is also freedom (Goetsch & Davis, 2006:14).

2.8.3.3.8 Unity of Purpose

Unity of purpose around quality can be achieved through collaboration once employees feel more involved and empowered. It is important that everybody in the organization rally behind the goals and objectives of the organization. Trade unions continue to represent their members in as far as collective bargaining is concerned, notwithstanding the bigger picture which is the sustainability of the organisations through mechanisms such as continual improvement, teamwork and other elements of total quality management (Goetsch & Davis, 2006:15).

2.8.3.3.9 Employee Involvement and Empowerment

It is about involving the relevant people in deriving at good decisions; by bring all the good minds together. Employee involvement and empowerment promote ownership of decisions that have to be implemented. The contributions made by employees pertaining to decision making should be appreciated by management and recognized (Goetsch & Davis, 2006:17).

2.9 STRATEGIC BUSINESS PROCESS MAPPING

TQM and strategic business process mapping though not the same are mutually inclusive. Business process mapping, same as business process re-engineering focuses both on organisational transformation at a strategic level, as well as the operational improvement of processes. The only reason why strategic business process mapping is pursued at the same level as TQM, is to highlight the need for a strategic business process re-engineering or redesign which will eventually enhance TQM. From a mutually inclusive perspective it is necessary to map processes for redesign purpose at a strategic level which will then give effect to TQM as a form of continuous improvement.

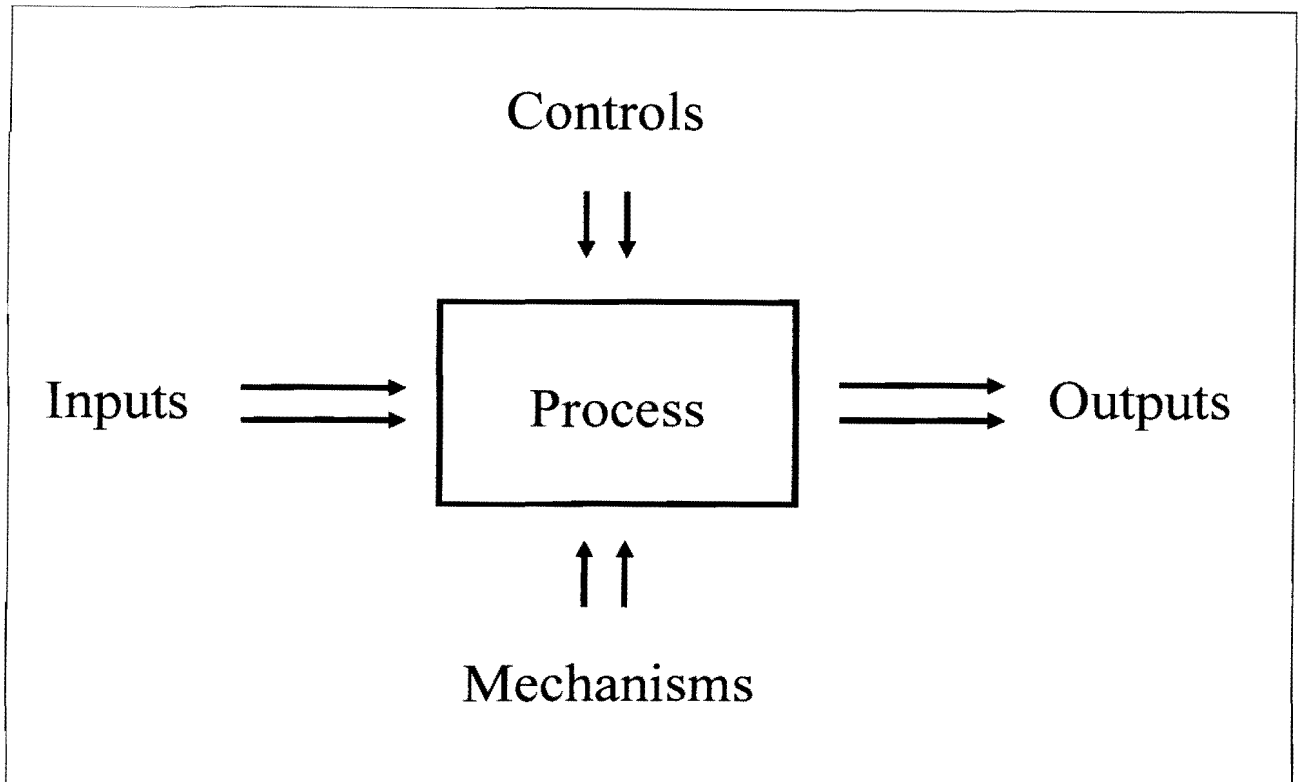
According to Harrington (1991:9), a process is "Any activity or group of activities that takes an input, adds value to it, and provides an output to an internal or external customer". Processes use an organization's resources to provide definitive results. Harrington (1991:9) went further and defines a business process as, "A service processes and processes that support production processes (e.g., order process, engineering change process, manufacturing process design). A business process consists of a group of logically related tasks that use the resources of the organization to provide defined results in support of the organization's objectives".

Organisations that start with TQM usually have a better understanding of processes which is central to TQM and BPR. Business process re-engineering is a more familiar concept with service industries and public sector organisations (Dale, 2003:442).

According to Dale (2003:444), "Process re-engineering or new process design demands more imagination and inductive thinking and radical change than process redesign, with those charged with the implementation of a project encouraged to abandon their belief in the rules, procedures, practices, systems and values that have shaped the current organization". Hammer and Champy (1993) as in Dale (2003:444) define re-engineering as "A fundamental rethink and radical redesign of business processes to achieve dramatic improvements in critical contemporary measures of performance, such as cost, quality, service and speed".

The term "IDEF" is an abbreviation and stands for *Integration DEFinition*, which is a family of modeling languages in the field of systems and software engineering (Wikipedia, 2006). According to Wikipedia (2006), they cover a wide range of uses, from functional modeling to data, simulation, object-oriented analysis/design and knowledge acquisition. "These "definition languages" were developed under funding from U.S. Air Force and although still most commonly used by them, as well as other military and Department of Defense (DoD) agencies, are in the public domain. The most-widely recognized and used of the IDEF family are IDEF 0, a functional modeling language building on Structured Analysis and Design Technique (SADT)" (Wikipedia, 2006). Figure 2.3 below explains the process.

Figure 2.3: IDEF Ø Process Map (example)



Source: Wikipedia, 2006

2.9.1 The principles of Business Process Re-engineering (BPR)

According to Hammer and Champy (1993), Macdonald (1995a, 1995b), Tinnila (1995) and Coulson-Thomas (1994), the main principles of BPR can be summarized as follows:

- Strategic in concept
- Customer-focused
- Output-rather than input-focused
- Focus on key business processes
- Process responsibility and decisions at the point where work is performed
- Cross functional in nature
- Involve internal and external customer-supplier relationships
- Involve senior management commitment and involvement
- Involve networking people and their activities

- Involve integration of people and technical aspects
- Require clear communication and visibility
- Have a mindset of outrageous improvement
- People at all levels of the organization must be prepared to question the status quo in terms of technology, practices, procedures, approaches, strategies

The principles of BPR can draw the following similarities with TQM explicitly, notwithstanding the rest which could have implicit similarities:

- Strategic in concept
- Customer-focused
- Involve internal and external customer-supplier relationships
- Involve senior management commitment and involvement
- Involve networking people and their activities
- Involve integration of people and technical aspects
- People at all levels of the organization must be prepared to question the status quo in terms of technology, practices, procedures, approaches, strategies (Dale, 2003:444)

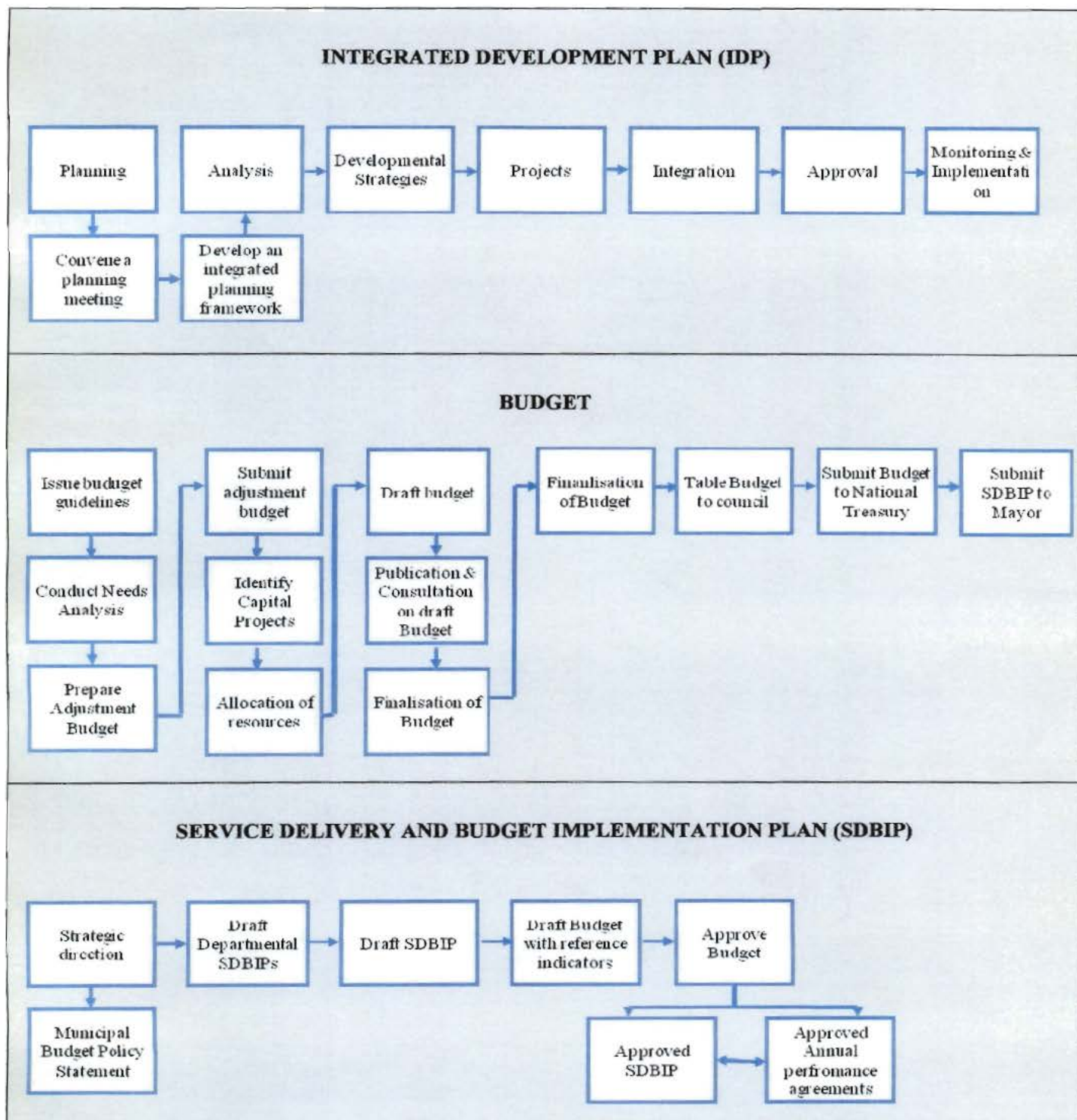
2.9.2 Categories of business processes

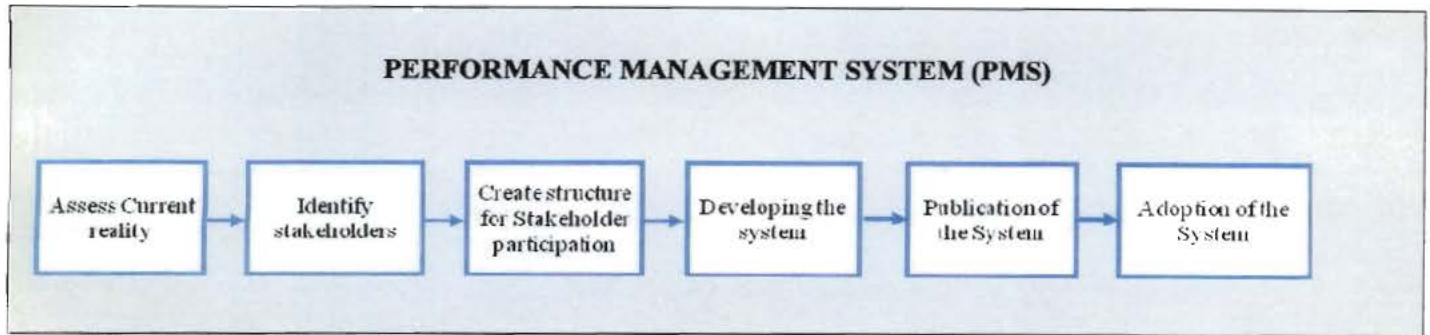
Business processes are divided in three categories namely, core processes; support processes and management processes. These three processes are individually discussed, starting with the core processes. Core processes refer to the strategic business processes. At a strategic level, an organization has those processes that by their very nature define the existence of an organization at a strategic level. The core processes in the case of Sedibeng are the following:

- Integrated Development Plan (IDP) as well as the sector plans of the IDP.
- Budget
- Service Delivery and Budget Implementation Plan (SDBIP)
- Performance Management System

Figure 2.4 below provides a high level overview of the process flow of the core processes in the municipality:

Figure 2.4: Core Processes





Sources: Own information

The abovementioned processes introduced the transformation of public service delivery at municipal level and therefore becomes the cornerstone of a new service delivery paradigm. They constitute the fundamental business processes on which all operations have to be redesigned. To achieve an integrated approach to the above four business processes, the following four criteria will have to apply:

- Identifying the process
- Mapping the process
- Redesigning the process, and
- Streamlining the process

An integrated approach is aimed at achieving an effective, efficient and economical organisation that will manage the resources optimally. These processes as mentioned before and in Figure 2.4 are not integrated and lack alignment. For each of these core processes, the sub-processes and the activities have to be outlined and that can be achieved by introducing the process flow chart technique. This alignment and integration will be discussed in Chapter 3.

2.9.3 Adopting a TQM best practice scenario

While the public sector can learn from the private sector regarding the implementation of TQM, this learning process should involve both successes and failures in the implementation of TQM. It is difficult to relate lessons of successes and failures of TQM in the public sector, as this philosophy was introduced in the public sector much later, especially in the case of South Africa. The euphoria that has been created by TQM in the private sector started to dwindle, evident from some companies which started to abandon the TQM program. The mixed response from the private sector can be summarized in the form of the following questions:

- What constitutes success? and

- What constitutes failures? (Shin et al, 1998:2)

2.9.3.1 What constitutes success?

Shin *et al* (1998:2), amongst the many different factors that contribute to the success of TQM programs highlighted, “a combination of factors such as an organizational culture conducive to total quality, the proper quality infrastructure, and system readiness”. This also serves as a fundamental requirement for an organization to successfully implement a TQM program. Organizations and companies battle to set off in the adoption and implementation of a TQM program, usually they are overwhelmed by the magnitude of the problem that exist and therefore common sense does not prevail. Continuous human resource development forms a very critical aspect in enhancing the quality of human life in order to keep up with the influence of global economic and technological forces. The type of human resource development that is required is one that should be constantly informed by “cutting edge” approaches and technology which can be adapted and adopted to the benefit of its clientele. Human resource development includes training which is aimed at “service excellence” and linked to “quality” concepts and service for customer satisfaction. The culture of ‘business as usual’ will not be effective in responding to competitiveness. Such a culture has to be transformed to one that foster ‘continuous improvement’.

2.9.3.2 What constitutes failures?

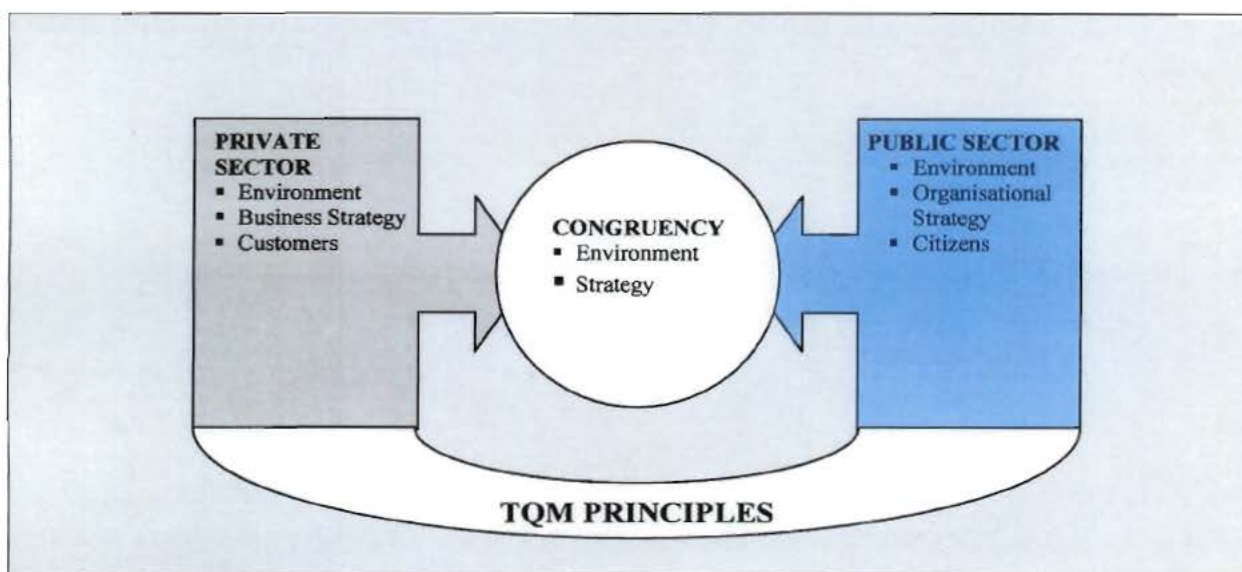
It is clear that those companies that are negative on the outcome of the TQM programme and decided to abandon it, expected immediate gains and themselves demonstrated a lack of commitment in implementing the TQM program. According to Shin *et al* (1998:1), “It is generally accepted that when TQM has failed, it is not because there was a basic flaw in the principles of TQM, but because an effective system was not created to execute TQM principles properly. Nevertheless, since the implementation of TQM requires unwavering organizational commitment, substantial time and effort, and drastic changes in the organizational culture and business practices, it is important for companies to clearly understand what it takes to succeed and achieve high performance”.

2.9.3.3 Comparing the two scenarios and selecting the best scenario of the two

It is true that the private sector has an edge over the public sector if one considers its exploring the unknown for years which is TQM and strategic business process mapping. The statement that suggests that the private sector is light years’ ahead of the public sector might appear to be an exaggeration and a sweeping statement that is the case of all private businesses and companies. The contrary is also true that not all the private

businesses and companies have implemented TQM and strategic business process mapping. This statement does not further imply that the private sector is better than the public sector. The two sectors can learn from each other in terms of good and bad practices. Strategies form an integral part of the business of the public sector, and therefore while the concepts appear to be two different and separate concepts, they indeed are mutually inclusive.

Figure 2.5: Private sector scenario vice versa public sector scenario



Source: Own information

The above diagram as depicted in Figure 2.5 illustrates the areas of congruency between the private sector and the public sector and stresses the compatibility of the TQM principles in both situations.

2.9.3.4 Lessons for successful TQM implementation

Lessons learnt from the private sector, might not always be unquestionable as the private sector is profit driven, which underpins enhanced productivity as well as low cost producer. The human capital is found to be more often compromised at the expense of technology and capital in the form of profit. Private sector uses the means to gain capital control in order to survive the robust global environment created by the market economy.

Cooperation between labour and management is essential for the successful implementation of the TQM program; human resources are the most important resource, or what some tend to refer to as the most

important asset, which has more of a capital connotation. Such a relationship can support efforts to reform organizational systems that often impede service quality and efficiency improvements in government (Kim, 1998:1). The lack of 'buy-in' from labour can either create a situation whereby employees regard the implementation of a TQM program as an imposition and a means to reduce labour, instead of a way of protecting jobs. There has to be a common goal between management and labour on this. There are ample of examples in the private sector, with some examples in the public sector of poor relations between management and labour. It has to be understood that capital in itself has the inherent conflict of interest between labour and management; however this can be managed by continuous dialogue and discussions between the two parties. This can pave the way for the introduction of incentives, competition. According to Boje (2000:3) in a research work done: "Global Manufacturing and Taylorism Practices of Nike Corporation and its Subcontractors", he quoted Frederick Taylor (1911:72) who once said that: 'the prosperity for the employee [is] coupled with prosperity for the employer' aimed at examining wage systems and working conditions, moving from "extreme" Taylorism to what is called French Taylorism.

2.9.3.5 Most common approach to TQM in organisations

According to Green (2003) three approaches to establishing TQM systems in organizations are. "Approach One - the first option integrative approach; Approach Two – the second option integrative approach; and Approach Three – the Traditional Management Approach.

- Approach One: This approach focus on the "concept of management" which is aimed at fine-tuning and revitalizing management in the production of bottom-line products or services resulting in customer satisfaction. Management individuals are operating fairly effectively and TQM therefore becomes the "accepted advantage" in beating competition for customer dollars, loyalties, approval, etc. Organisations in this category are 70+ percent ready for a TQM system and often does not need an externally designed TQM program. TQM can be successfully be implemented internally without much external help. In this case the approach is to change behaviors as the culture is very supportive and in place.
- Approach Two: Can be approached as a "system of management" that provides processes and competencies currently lacking and needed by management. This approach also allows for the introduction of a well developed system which is important where quality skills are missing or new approaches (sometimes attitudes) are necessary. This situation requires a much needed role for TQM. Well designed "TQM Initiatives" that can be able to "change culture to a supportive role" together with behavioral changes necessary for quality performance and expense justification. This introduces five basic competencies (*Q*.uality Performance – *S*.kill Maximization; *T*.eam Participation;

E.xcellence for Customers; P.revention of Waste) called in simple terms *Q.-S.T.E.P.* 20% of all TQM's find some satisfactory way to enter company cultures and succeed. Experience shows that through a combination of the first two approaches TQM's succeed. This is a combination of bottom-lines and individual human realities into a unique set of quality beliefs and actions (realities). This approach result into changing the behavior into one that is needed, but supported by a health change in culture.

- Approach Three: This is the most common approach, but also the cause of most of the failures. TQM systems are enforced on to existing cultures without negotiating with or gaining commitment to their impact on individual's lives. TQM under this approach is regarded as a technical process, which results into behavior change, but the culture that supports the behavior change is not changed at all. This change can be abandoned at any time and is conditional”.

2.10 INTRODUCTION OF TQM AND STRATEGIC BUSINESS PROCESS MAPPING IN SEDIBENG DISTRICT MUNICIPALITY

Though the implementation of TQM and strategic business process mapping is inevitable to the development success of Sedibeng District Municipality, there is a need to conduct a preliminary assessment of the current situation and its degree of susceptibility for such a new management paradigm. Some of the assumptions and perceptions made in this chapter have to be tested to ascertain their authenticity, but most importantly to comprehend the current organizational culture.

Sedibeng District Municipality has to adopt firstly the TQM philosophy and implement TQM as a system of management. The manner in which this can be done should be firstly to approach the two concepts namely TQM and strategic business process mapping as an integrated total quality management system. Once the principle has been adopted, the next step would be to develop an implementation framework for the total quality management system.

2.11 CONCLUSION

It is clear that TQM and strategic business process mapping are global management philosophies which have reached each and every corner of the globe whether private or public. While it is true that they need some adaptations, the essence is the same. Developmental role players and partners by virtue of public discourse realize that they are unstoppable concepts, but when implemented has to be a win-win situation. Quality has not only become rhetoric in the South African public sector, but in the public environment at large and

therefore provide for an ample opportunity to explore better ways to deliver services and to achieve developmental goals as it can't be business as usual.

This chapter elaborated on the theoretic exposition of TQM and strategic business process mapping, with some over elaboration to the developmental characteristics of the public sector. Such over elaboration was necessary due to the democratic environment that the public sector operates in. The unique and dynamic situation of the South African public sector environment requires a more comprehensive understanding with regard to the contrast and contradictions, but also inherent in South Africa customizing practices to suit its own diverse conditions. More work can be done on whether the South African state is indeed a developmental state which in itself will be a research topic on its own as development is a broad concept and more often over shadowed with ideological interpretations. The matter relating to customer visa versa the citizen is another area that could be a research topic on its own as well as the issues relating to consumerism and globalisation. Therefore the intention of chapter was merely to flag these ideas, but to provide more a developmental context for TQM and strategic business process mapping. This work is not an end in itself, but rather a means to an end. Chapter three will focus on the analysis of current business process management in Sedibeng District Municipality in the context of TQM.