

An empirical investigation into solutions to possible problems of service delivery in the North West Government

Lethogonolo Faith Khoza

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Supervisor: Professor S. Lubbe

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Declaration

I Faith Letlhogonolo Khoza hereby declare that this mini-dissertation is my own work and that I had never submitted to any other University, or for any other degree. I have acknowledged and referenced all work used in this mini-dissertation.

F. L. Khoza

ABSTRACT

This dissertation investigates service delivery problems at the departments of Public Works, Roads and Transport, Economic Development and Naledi District Municipality in North West province. It highlights problems relating to public service delivery despite the availability of funds. Public Service delivery is a broad topic hence this study confines itself to problems within the departments e.g a disjuncture between the funded plans and the actual delivery of services. Literature pertaining to public service delivery was reviewed and served as a primary data that adds value to the dissertation. The sample was drawn from 40 employees at the above mentioned departments and municipality who were cooperative in answering the questions. This study seeks to find solutions that will assist in ameliorating the outcry of community members. The study revealed that although there are systems in place, there are still flaws in the operationalisation of the planned activities. This could be caused by evident inadequate levels of capacity. The other finding is that managers are not placed in positions for which they hold academic qualifications.

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TABLE OF CONTENTS

Declaration	1
Abstract	2
Acknowledgements	3
CHAPTER ONE: OVERVIEW OF THE STUDY	11
1.1 Introduction	11
1.2 Background and Context	11
1.3 Problem Statement	12
1.4 Aim	13
1.5 Importance/Significance of the Study	13
1.6 Research Design and Methodology	14
1.7 Ethical Requirements	14
1.8 Layout of the study	14
1.9 Conclusion	15
CHAPTER TWO: LITERATURE REVIEW	16
2.1 Introduction	16
2.2 Definition	17
2.3 Total Quality Management	18
2.4 Knowledge level / capacity of employees / Technology-enabled service delivery (e-government)	20
2.4.1. Knowledge level / capacity of employees	20
2.4.2. E-government	22
2.5 Accountability by Managers and politicians	23
2.6 Corporate Governance Leadership	24

2.7	Gaps and challenges in service delivery	26
2.8	Public participation	29
2.9	Variables	31
2.9.1	Public – private partnership	31
2.9.2	Contracting – back in / privatisation	32
2.9.3	Shared services – Municipalities	33
2.9.4	Fiscal decentralisation	33
2.10	Effective financial management	34
2.11	Research questions	38
2.12	Conclusion	39
CHAPTER THREE: RESERACH METHODOLOGY		40
3.1	Introduction	40
3.2	Research types	40
3.2.1	Qualitative and Quantitative Research	40
3.2.2	Research Method (s) used in this thesis	41
3.2.3	What data is required?	41
3.3	Data Collection methods	42
3.3.1	Methods for collecting primary data	42
3.3.1.1	Survey	42
3.3.1.2	Observation	42
3.3.1.3	Correlational study	42
3.3.1.4	Developmental designs	43
3.3.2	Questionnaires	43
3.3.3	Sampling Method	43
3.3.4	Types of variables	44

3.4	Data handling	44
3.5	Ethical considerations pertaining to the study	44
3.6	Conclusion	44
CHAPTER FOUR: DATA DISCUSSION		45
4.1	Introduction	45
4.2	Response rate	45
4.3	Demographics	46
4.4	Results of Investigation	49
4.5	Measures of association	57
4.6	Conclusion	59
CHAPTER FIVE: CONCLUSION AND RECOMMENDATION		60
5.1	Introduction	60
5.2	Summary of the study	60
5.3	Response to Research Questions	61
5.3,1	Is there enough capacity at the departments ?	61
5.3.2	Do service delivery problems have anything to do with the skills level of employees?	62
5.3.3	Are there effective management / internal control processes in place?	63
5.4	Limitations of the study	63
5.5	Managerial guidelines	63
5.5.1	Ensure that there is extensive consultation with the community before projects are embarked on.	64
5.5.2	Internal control processes to be reviewed and an action plan should be crafted to ensure that payments to suppliers are done within 30 days of receipt of an invoice.	64

5.5.3	The organisational structure to be reviewed and appointments of staff should be aligned with the incumbents' relevant academic knowledge and skills	65
5.5.4	Managers to get inputs from all staff members before a strategic planning session	65
5.5.5	Head of department to have monthly departmental meetings where service delivery is an emphasis	65
5.6	Future Research	65
5.7	Conclusion	66
References		67
Appendix A - Matrix		71
Appendix B – Table of Construction		72
Appendix C – Questionnaire		74
Appendix D - Correlation Tables		77

LIST OF FIGURES

Figure 4.1	Positions of the Respondents	46
Figure 4.2	Age of Respondents	47
Figure 4.3	Gender of Respondent	47
Figure 4.4	Citizenship	47
Figure 4.5	Grew up in urban or rural area	48
Figure 4.6	Qualification	48
Figure 4.7	Have work experience in	49
Figure 4.8	Years of service in government	49
Figure 4.9	Vacancy rate at the municipality/department	50
Figure 4.10	Length of service in the particular position	50
Figure 4.11	Length of experience in local government/department	51
Figure 4.12	Do managers hold relevant qualifications?	51
Figure 4.13	What portion of compensation of employees is spent on training?	52
Figure 4.14	A clear job description and do you understand your key performance areas?	52
Figure 4.15	Does the municipality/department have a effective system of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds?	53
Figure 4.16	Is payment made for expenditure incurred done within 30 days of receiving relevant invoice or statement?	53
Figure 4.17	Is there consultation with most of the employees when the strategic plan is crafted?	54
Figure 4.18	Do managers clearly communicate the mandate or objectives/goals to the employees?	54
Figure 4.19	Do you understand the importance of strategic planning?	55

Figure 4.20	Do you put in extra hours even when there is no overtime payment?	55
Figure 4.21	Before projects are embarked on, is there extensive consultation with the community?	56
Figure 4.22	Do you think proper supply chain management processes are followed before tenders are awarded ?	56

LIST OF TABLES

Table 1.1 Budget and expenditure	12
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Chapter 1

Overview of the Study

1.1 Introduction

As at present in South Africa there are financial resources that are disbursed to government departments and municipalities within the framework of the legislation, that is the Constitution (Act No.108 of 1996) as well as the Public Finance Management Act (Act 1 of 1999). However, there are complaints that departments do not deliver services as per costed plans funded by National Treasury. Whilst one would acknowledge that this country has unlimited needs with limited resources, government must still deliver quality services as per planned outputs in their strategic documents. Citizens must be satisfied that they get value for money as taxpayers because before decisions are taken on what projects to embark on, there should be extensive consultation.

The study is about public service delivery and fiscal discipline. It seeks to find the causes of poor service delivery as well as have possible solutions into the matter. It further seeks to establish whether prudent financial management and fiscal discipline does have a bearing poor service delivery. Recent riots by communities implies that the quality of services rendered is not good. Poor audit outcomes indicates that to a certain extent there is no prudence in financial management.

In terms of literature, sixty published research papers pertaining to public service delivery in South Africa and public financial management will be used where areas already researched on and areas of further research will be identified. Prior to reading the articles a logic model will be developed as a preparatory for the literature review in chapter 2. This chapter is divided into four subsections, the first being the introduction, followed by background and context. After the background and context there will be a section of statement of the problem followed by the objectives of the research. Thereafter the significance of the study will be briefly discussed. Following that is the design and methodology after which a paragraph on ethical requirements will follow. Furthermore limitations as well as layout of the study will be discussed. Finally there will be a section on conclusion.

1.2. Background and Context

Government's struggle to provide public services to all South Africans have been dogged by constant accusations of systems failure to deliver services in situations where they are needed or poor service delivery. Nengwekhulu (2009 : 349)

The criticism of the failure by the public servants to deliver planned and budgeted public services which are also of high quality is a legitimate criticism. The public service has, in a majority of instances, been able to meet its service delivery targets. There is however, also a number of instances where the public service did not only fail to deliver the service promised to the public, but also delivered poor services. In some instances, departments have periodically failed to spend their approved budgets. Nengwekhulu (2009: 351)

At the beginning of each electoral cycle provincial departments submit their 5 year strategic plans to the national treasury as per Treasury Regulations 5.1.1 which asserts that the Accounting Officer of an institution must prepare a strategic plan that is consistent with the period covered by the Medium Term Expenditure Framework for approval by the relevant Executive Authority. This strategic plan outlines all the planned objectives of the departments and is the base on which National Treasury will release funds.

Government employees will form the focus of this study. Whilst the study is only confined to some departments in the Northern Cape province, the table below shows the picture of all the provinces just to give a pilot view before zooming into the Northern Cape. Table 1 below shows the allocated budget and expenditure figures released by National Treasury on the 03rd of May 2007.

Table 1 **Budget and expenditure**

Province	Allocated budget	Expenditure	Expenditure as a % of allocated budget
Eastern Cape	R 740 802 000	R 747 478 000	100.9
Gauteng	R1 005 643 000	R1 011 157 000	100.5
Limpopo	R 395 449 000	R 403 726 000	102.1
Free State	R 445 334 000	R 442 448 000	99.3
Western Cape	R 792 971 000	R 710 520 000	97.6
Northern Cape	R 222 721 000	R 217 709 000	97.7
Mpumalanga	R 334 281 000	R 319 621 000	95.6
KwaZulu – Natal	R1 000 485 000	R 954 048 000	95.4
North West	R 419 593 000	R 368 143 000	87.7

Source: www.treasury.gov.za

1.3. Problem Statement

After a decade of significant advancement in the provision of services, to all communities, the Policy Review on Provincial and Local Government and other research demonstrated that confidence in government at the local level has begun to decline sharply. Service delivery protests and dissatisfaction with local government have increased over the past few years, with growing evidence that faltering service provision, poor capacity and weak administration have driven many municipalities into 'distress mode' (Hughes, 2009:7)

At the beginning of each financial year, National Treasury appropriates funds to provincial departments and municipalities to render services as per costed strategic plans. However, at the end of the financial year it is not all the departments that spend all the allocated resources and still not deliver all the services as per strategic and annual performance plans tabled at the Legislature. Some departments do overspend and still do not meet all its planned objectives according to published annual reports. This is a worrying factor considering the recent riots where citizens complain of lack of service delivery.

The recent riots where community members were complaining of poor service delivery clearly shows that there is serious problem. If plans are crafted at the beginning of the financial year, presented to the Legislature and Treasury funds those costed plans then there should not be a problem of optimal service delivery.

1.4. Research Objectives

The objectives of this study are as follows : -

- To find out the causes of over/under spending ;
- To ascertain whether under spending is caused by implementation of the cost saving measures;
- To identify gaps and bottlenecks in delivery of services and implementation of objectives;
- To ascertain whether overspending is caused by underfunding or fruitless and wasteful spending by the affected the Departments and
- To research on ways of how improvement in service delivery and financial management can effectively efficiently and economically enhance performance of the respective departments and affect communities in a positive way.

1.5. Importance/Significance of the Study

This study will be important for the North West Government departments as it will show some areas where there needs to be an improvement in terms of financial management as well as service delivery.

- Public Works, Roads and Transport
- Economic Development
- Naledi District Municipality

1.6. Research Design and Methodology

Research design provides an overview of the whole research process. After carefully reading the books and articles pertaining to public finance and service delivery, a matrix will be completed in order to eliminate areas already researched on and to identify areas of further research. Thereafter, articles, and journals will be read for further information. In terms of the methodology, data will be collected in the form of questionnaires which will be designed and the answers will carefully be analysed using a computer software and the help of a Statistician. For this study a quantitative research will be conducted.

1.7 Ethical Requirements

The information required will be obtained in the form of questionnaires and distributed to government departments employees. However, prior to distribution a letter requesting permission to conduct the research will be written to the Heads of affected Departments.

A form will be completed for ethical consideration to be presented to the research committee at the University of North West in order to obtain ethical clearance.

1.8 Layout of the study

This study will be divided into five chapters, of which Chapter 1 is an overview of the whole study and includes a portion that gives an introduction into the study, problem statement, research design and methodology.

This will be followed by Chapter 2 which is the literature review. Before anything can be done on this chapter, sixty articles, will be read in order not to re-invent the wheel and a matrix will be developed where areas of further research will be identified.

A chapter of literature review will be followed by research methodology wherein, data will be collected in the form of questionnaires. This data will be collected for the body of knowledge, as well as government officials. Analysis of the results obtained from the questionnaires will be included in this chapter. Finally, based on the findings of the results in the preceding chapter, there will be a conclusion, followed by recommendations for further areas of study.

1.9 Conclusion

The government uses tax payers money to carry out its mandates. It is only fair that it be used according to plans presented before the Legislature and that it handles finances in a way that would make the tax payers proud. Over spending and underspending at the end of the financial year is not a good picture if the communities are complaining about lack of service delivery.

In conclusion, this study has presented some background information on service delivery. Introduction and a background on service delivery was outlined, followed by its background, research problem, research design and conclusion.

This chapter will be followed by Chapter two, which will mainly deal with literature review, service delivery and expenditure management will be contextualized. The whole objective is to get to the underlying reason for over / under expenditure in government departments whereas performance is not up to the desired level and hampers on delivery of quality services. This chapter will also stress the importance of good governance which will result in good financial management as well as delivery of quality services.

Chapter Two

Overview of the Literature Review

2.1 Introduction

According to de Villiers and Michel (2006 : 8) assert that it is difficult to define service delivery based on the following reasons: different services are more important than others (e.g. needs of industrial users are different to those of households) ; and People inevitably have different perspectives on what is important to them and this depends heavily on their income, social status, time perspectives on what is important to them and this depends heavily on their income, social status, time perspective and level of development

A number of studies relating to public service delivery have been conducted where gaps and challenges with regards to service delivery were identified. Despite that, it seems the situation is getting worse given recent protests against poor service delivery and qualified audit reports. The year 2010 marks the sixteenth year into the new democracy and the country should be advanced in terms of delivery of services.

In terms of searching for information, the following key words were used – Public service delivery, fiscal discipline, overspending, underspending, financial management, poor services, Budgeting, Accountability, Public expenditure, and the following search engines and databases were used : Sage publications, sabinet online, Oxford journals, Unisa Press.

This chapter is all about review of the literature pertaining to service delivery and fiscal tendencies. Firstly, the definition of various terms by past researchers with regards to service delivery will be discussed. Following which, different dependant variables in order to see what other researchers say service delivery is dependant on. Thirdly views regarding community participation will be highlighted followed by a look into total quality management. Knowledge level of employees, e-government and accountability / leadership by managers will be the next sub-topic. Thereafter, there will be a discussion regarding literature review on good governance, effective financial management. Finally, past research on gaps/bottlenecks in service delivery will be scrutinized. After the 10 themes above are dealt with, research questions arising post reviewing the literature will follow.

2.2 Definition

Service

The supplying or supplier of utilities or commodities as water, gas, or electricity required or demanded by the public as defined by the dictionary reference:

Service delivery

de Villiers and Michel (2006 : 8) argue that it is difficult to define service delivery based on the following reasons:

- For different users different services are more important than others (e.g. needs of industrial users are different to those of households ;
- People inevitably have different perspectives on what is important to them and this depends heavily on their income, social status, time perspectives on what is important to them and this depends heavily on their income, social status, time perspective and level of development ;
- A total service is a complex bundle of need fulfilling sub-services. Different components such as technical competence, friendliness, speed, correctness and overall effectiveness lead to the forming of a total image or perspective by the user;
- Services need to be available when required and it is impossible to build up an inventory of available services in off-peak times. At times there will be over-capacity and at other times under-capacity, which in itself leads to dissatisfaction; a careful balance is therefore required for optimal use of resources, yet it is obvious that a minimum level of technical competence will always be required (in for example the delivery of water) (de Villiers and Michel, 2006 : 8).

Competence

de Villiers and Michel (2006 : 9) further define competence as the ability to perform a certain job and has three main components : the cognitive aspect or an understanding of what needs to be done and why it is important and this is determined to a degree by the basic training a person has and his/her intellectual capacity. They also differentiate between competence and capacity.

Capacity

Capacity deals more with the quantitative aspect of an organisation's capability to deliver certain services and although the competencies may be present, they may quantitatively not match the needs of the users.

2.3 Total Quality Management

South African municipalities are rendering services within a globalised context. To this end it is crucial to adopt management tools and practices which will ensure that local government is at the forefront of innovation and continuous improvement in terms of best practices. Total quality management principles and benchmarks, such as the South African Municipal Benchmark and the South African excellence model, will assist municipalities to become globally competitive – especially in relation to accessing funding for infrastructural development. To achieve business excellence, South African municipalities will have to implement best practices (Naidoo and Reddy, 2008 : 37).

They further highlight that benchmarking should be used to draw on best practices from other organisations or departments that use qualitative measures to compare costs, quality or processes and to find the enabler that will improve the organisation's performance. Once the best practices are implemented, they need to be closely monitored to ensure that they meet the standards and, if not, corrective action needs to be implemented.

Maimela (2009 : 473) asserts that leadership and management should entrench Total Quality Management as a strategy to deal with the global challenges and also to ensure good governance within the South African public service. Although quality management principles will be applied in unique ways to each organisation, several attributes common to efficient institutions can be identified : -

- Effective leadership – Quality management cannot be achieved unless senior executive leaders are committed to achieving excellence. Each leader must relinquish some control and become a facilitator for change.
- Emphasis on customer satisfaction – The key to developing quality service lies in understanding, respecting and responding to the customer. Successful institutions engage in open, continuous, two-way communication with their customers.

- Commitment to continuous improvement – Efficient institutions adopt management practices to encourage employees to continually identify and act upon opportunities to improve.
- Strategic planning – To become successful, organisations must develop a long term strategy that addresses training, employee development and relationships with suppliers, technology application and other factors bearing on quality.
- Enlightened human resource management – Changes in the way work is organised produce corresponding changes in demands for human resource development. Employees must develop intensive and broader skills needed to participate in team decision making. An institution pursuing quality management must be committed to continuous upgrading and improving the skills of its work force. Employer-employee co-operation is essential. Such co-operation requires respect for employees rights and for the institution's changing needs.
- Quality assurance team – Institutions that practice quality management place a strong emphasis on preventing defects by continuous improving processes.
- Effective information system – Quality management is predicated on decision making that uses reliable information and analysis to assist in making better decisions. The application of quality management principles goes well beyond establishing systems to ensure service or product quality. It addresses the structure and operation of the entire government organisation (Maimela, 2009 : 473).

Parumasur and Govender (2009: 1) argue that there are no easy prescriptions or simple steps for the Total Quality Management (TQM) concept. Certainly, total quality can be undermined if it is inconsistent with the organisation's culture. Therefore each organisation has to tailor its approach based on potential opportunities and strength relating to the key organisational indicator in the organisation's culture.

Parumasur and Govender (2009: 1) further list and discuss the five dimensions of the factors that constitute Total Quality Management.

- External and internal customer needs and expectations : Utmost focus on external customer needs and expectations. Internal customers are valued customers across functional areas

- Monitoring and controlling quality : Competitive benchmarking of the organisation's products and practices against the world's best organisations Continuous monitoring of sources of defects with the goal of eliminating their occurrences ;Statistical quality control and statistical process control techniques
- Participative management ; Extensive delegation ;Involvement / empowerment Coaching; Supportive leadership style
- Emphasis on teams and teamwork
- Continuous top management support, training and learning : Emphasis on continuous top management support ; Emphasis on continuous training and learning (Parumasur and Govender, 2009: 1).

TQM not only leads to increased productivity, higher standards, improved systems and procedures, and greater motivation and increased public satisfaction, but it also seeks to reduce cost and ensure savings (Naidoo and Reddy, 2008 :38).

2.4 Knowledge level / capacity of employees / Technology-enabled service delivery (e-government

2.4.1 Knowledge level / capacity of employees

Knowledge level and capacity of employees is analysed together with technology-enabled service delivery due to the fact that technology cannot be separated from human resource. In the case of an internet for instance an official is needed to upload information onto the website. Hence the two are interrelated. In terms of knowledge level Information Technology is a highly specialised area and requires a certain knowledge level.

In terms of the knowledge level and capacity of employees, Naidoo (2005) notes that there are a number of interrelated variables , which are hampering the effectiveness of the public service to deliver services. The most important of these variables were identified as human resource and financial constraints, lack of technical skills.

Vyas-Doorgapersad (2010: 52) has observed that there are a number of studies and surveys on municipal performance, which read together provide an indication of municipal levels of capacity to perform specific municipal functions. They are as follows:-

- Staffing levels: staffing levels of municipalities have remained static over the period, despite increased responsibilities and growing capital budgets.

- **Staff experience:** Concerns have been raised about the experience of key municipal staff. There are large numbers of management staff in acting positions. 30% of managers have less than five years experience in local government. There is a shortage of personnel in particular occupational areas, including engineering ; municipal planning; environmental health; emergency and disaster management. Significant skills gaps also exist in areas of strategic management and planning project and contract management; financial management and basic financial systems, administration, human resources and basic literacy and numeracy.
- **Staff qualifications:** Skills upgrading is required in several areas, notably municipal management, municipal finance, corporate services, technical services and strategic and development planning.
- **Performance management:** The gazetting of the Municipal Performance Regulations in 2006 did not have the full desired impact on the number of municipal managers that signed performance agreements. At the end of 2007, only 58% had signed performance agreements.
- **Councillor capacity:** In the 2006 municipal elections over 50% elected councillors were new incumbents. This points to the need for a bold capacity building programme to ensure that they are able to handle the complexities of municipal leadership.
- **Skills shortage:** There has been an increase in the demand for skills, mainly due to upgraded service delivery methods linked to the restructuring of internal work environments. This has caused new job requirements and legislative and constitutional changes. There is now a mismatch between organograms, incumbents, job descriptions and qualifications (Vyas-Doorgapersad, 2010 : 52).

Currently, when the government allocation of financial resources and priority setting appears to have advanced beyond the capability of certain parts of the public service to deliver, it becomes clear that the formation and outcomes of relevant skills formation are vital to the success of government's development agenda. Human resources development in the public sector in general, and the Integrated Management Development Programme in particular, must contribute to the effective harnessing and development of the capabilities of the public sector to achieve on the goals of the developmental state (Kruger, 2009: 606).

2.4.2 E-government

Visser and Twinomurinzi (2008 : 1) highlight that e-government in South Africa is not aligned to the service delivery philosophy, Batho Pele, and is hence not effective in delivering on the public service delivery mandate. Visser and Twinomurinzi (2008) further emphasize that the use of e-government as a service delivery enabler will definitely support government's service improvement. For e-government to be effective, all e-government initiatives in South Africa should be integrated . E-government will only truly be effective if it is managed from a single portfolio in government, and not from silos within each government department.

West (2004) concurs that e-government will enhance service delivery, however a loophole that he discovered is that officials treat government Websites much the same as highway billboards, that is, static mechanisms to display information. They post reports and publications and offer data bases for viewing by visitors. There is little opportunity for citizen interaction or two-way communication between citizens and officials. Citizens can read government reports, see the text of proposed legislation, and find out who works in specific offices but they cannot manipulate information or interact with it in any way other than viewing. The public generally is limited to seeing information in the form put together by officials. This gives way to one emphasizing partial service delivery (West, 2004 :17)

According to a study conducted in Sub-Saharan Africa, Majanja and Okemwa (2009), argue that information and communication technology plays a crucial role in advancing the goals of the public sector and in contributing towards an enabling environment for social and economic growth. E-government can contribute significantly to the process of government transformation towards a leaner more cost-effective government. It can facilitate communication and improve the coordination of authorities at different tiers of government, within organisations and even at departmental level. Furthermore, e-government can improve the speed and efficiency of operations by streamlining processes, lowering costs, improving research capabilities and improving documentation and record keeping. However, the real benefit of e-government lies not in the use of technology per se, but in its application to the processes of transformation.

Majanja and Okemwa (2009) further note that, as a standout e-government lead in sub-Saharan Africa, South Africa has a strong online presence. The website of the Department of Labour especially is a good example of a public agency website that is well-tailored to meet the specific needs of its stakeholders. The website has an attractive and simple design that allows users to quickly find what they are looking for.

Most of the authors are in agreement that e-government can enhance the effective delivery of services when certain various aspects are addressed. There is however, a slight difference in terms of the definition of e-government in the literature varying from ‘the use of information’ to ‘the delivery of information.’ Majanja and Okemwa (2009 :17) define it as the use of ICT to improve the effectiveness and the efficiency of all phases of the public institution processes. Whereas West (2001:1) define it as the delivery of information and services online thorough the Internet or other digital means. E-government can be defined as the use of information technology to support government operations, engage citizens and provide government services (Visser & Twinomurinzi, 2007: 1).

Governments are experiencing a shift from supplying common, non-electronic services towards more demand-driven and personalised electronic service (e-service) delivery. To accomplish these goals, governments are becoming more externally oriented instead of focusing on internal functions. They are focusing more on their client’s needs and less on their own functionality, organisational structure, and boundaries. Initially, public organisations focused on recurring client needs instead of on incidental needs. As such, assessing needs and reacting to need do not provide the flexibility to react to new needs or even changes in laws and regulations (Overbeek *et al.*, 2009 : 128).

2.5 Accountability by Managers and politicians

Accountability is a core constitutional value resounding in numerous sections of the Constitution of the Republic of South Africa, 1996 and is firmly established in section 41(1)(c). The Public Protector and the Auditor General are empowered to ensure government accountability in the realisation of basic human rights and all financial records and spending profiles are to be made public in terms of section 182(1), 188(1) and 188(3) of the Constitution, 1996. It is also a stipulated objective of local government in section 152(1)(a). In addition, The Local Government : Municipal Finance Management Act, 2003 (Act 56 of 2003) in sections 23(1) requires participation of local communities in the finances of municipalities, in particular, the determination of municipal budgets (Draai & Taylor, 2009 : 114).

In defining accountability, Rapoo (2004: 53), notes from past literature that there is a distinction between two related notions of internal accountability and external accountability. The former denotes the responsibility and answerability of political elites, elected leaders, public officials and activists towards internal organisational values, traditions, rules and patterns of authority. In practice it becomes a self-actuating mechanism that needs no external checks.

External accountability entails public representatives and political elites being responsive towards, and solicitous of the views and opinions of the masses. It entails political leaders or public representatives being given a temporary political mandate that is subject to external checks such as regular popular elections, re-elections or recall by the masses. Rapoo (2004 : 53) also noted that there are two forms of accountability : horizontal and downward accountability. Horizontal accountability is conceptually similar to internal accountability, while downward accountability is similar to external accountability as explained above.

There is increase pressure on the public service to improve service delivery along with public accountability for every cent spent. This forces the South African government to use rigid control systems (Naidoo, 2009 : 13). Accountability ensures that simple and robust information is used to demonstrate performance.

Donaldson (2002 : 22) concurs with above authors with regards to the importance and benefits of accountability and he also adds another dimension to it which is the essentials of assigning accountability. He asserts that it is best to assign accountability for each measure to only one individual or team. This individual should have control over achieving the desired results, or the ability to develop and drive initiatives to help achieve the objective. It is important to keep in mind that the person accountable for a measure will not necessarily be responsible for data collection for that measure, or be assigned responsibility for all of the initiatives listed but should be responsible for recommending corrective actions such as improvement initiatives.

2.6 Corporate Governance Leadership

Corporate governance as observed by Van Wyk (2004 : 413) is a term used to describe the overall management of an institution. Governance in the public sector has a political dimension because the roles of the stakeholders in governing the public sector are important. The stakeholders will be represented by a governing body, for example Parliament, who has, through elected representatives the responsibility for appraising performance. The stakeholders also includes providers of resources (taxpayers, lenders, bondholders, creditors), service provider / partners (employees, contractors, and joint venture partners and other government entities), users of services i.e individuals and businesses who benefit from the services that the entity provides.

The main objective of corporate governance in the public sector is to ensure that government deliver services in a way that is equitable, efficient, effective and affordable and consistent with the principles of service delivery such as universal coverage and environmental sustainability. All these aspects are in harmony with the principles of corporate governance and indicate that

corporate governance is just as applicable to the public sector as it is to the private sector (Van Wyk, 2004 : 413).

According to Naidoo (2005), a combination of leadership and governance approaches and strategies is essential in order to improve service delivery in South Africa. A traditional African leadership, transformational leadership, team leadership and the strengthening of governance are the basis of an effective leadership and governance framework. Naidoo further notes that it is important to ensure that improved service delivery is a dynamic social activity out of which socio-economic, cultural and political imperatives are integrated within the leadership and governance framework in the South African public service. It is important for the South African public service to take cognisance of socio-economic, cultural and political perspectives of employees in the public service, as well as recipients of these services.

Naidoo further states that the competence of public servants in the South African public service will be of public benefit only if public servants are used by leaders who embody the professional values of responsibility and accountability, and who work within an ethical code of conduct that avoid conflicts of interest. Part of this professionalism should be a strong focus on the unbiased monitoring and evaluation of individual performance, and on the creation of conditions, values and incentives that support effective performance. It is advocated that South African public service should focus on leadership efficiency, leadership with responsibility and leadership that is transparent and accountable.

Local governance as defined by Bovaird and Löffler (2002 : 16) is the set of formal and informal rules, structures and processes which determine the ways in which individuals and organisations can exercise power over the decisions (by other stakeholders) which affect their welfare at local levels. This definition shows that governance:

- Assumes a multiple stakeholder scenario where collective problems can no longer be solved only by public authorities but require the cooperation of other players (citizens, business, voluntary sector, media, etc.) and in which it will sometimes be the case that practices such as mediation, arbitration and self regulation may be even more effective than public action.
- Deals with formal rules (constitutions, laws, regulations) and informal rules (codes of ethics, customs, traditions) but assumes that negotiations between stakeholders seeking to use their power can alter the importance of these rules;

- No longer focuses only on market structures such as steering mechanisms, but also considers hierarchical authority and cooperative networks as facilitating structures in appropriate circumstances.
- Does not reason only in terms of the logic of ends and means, inputs and outputs but recognizes that some characteristics of the key processes in society (transparency, integrity, honesty etc.) are likely to be valuable in themselves and
- Is inherently political, concerned as it is with the interplay of stakeholders seeking to exercise power over each other in order to further their own interests and therefore cannot be left to managerialist or professional decision making elites.

It is important that government gives attention to the orientation of leadership and senior management regarding programme management so that programming and programme management becomes institutionalised in the normal and annual planning processes and is not regarded as something over and above normal responsibilities asserts (de Coning and Gunther, 2009 : 52).

Matshabaphala (2008 : 6) is of the view that a strong leadership tends to bring to bear, a strong organisational culture in the delivery of services to the clientele communities. A weak leadership is often associated with weak organisational cultures. Shared beliefs and values drive employee's behaviour in the organisation. Culture is the most profound force in an organisation, as it has an influence on whether employees succeed or fail. It is further observed that culture is or can be driven by leadership, or the way leadership is executed in the organisation.

Good leadership plays an important role in the delivery of services. Dorasamy, (2009 : 59) asserts that, if leaders are unwilling to drive public institutions to deliver public services of acceptable standards, then the ability to transform to a more effective and efficient public service culture is inhibited.

2.7 Gaps and challenges in service delivery

Davis (2003: 53) notes that among the many challenges facing the public institutions in developing countries, corruption remains one of the most pervasive and the least confronted. Consensus has emerged that corruption is a central challenge to equitable and sustainable development. Chen (2009 :117) concurs that corruption, bribes and kickbacks have never disappeared in public organisations. According to Dorasamy (2009 : 57) public leaders are expected to serve public needs and not to promote personal interests.

Despite this being widely accepted, the South African public service is characterised by allegations of unethical behaviour. Unethical behaviour in the South African public service includes the following:

Lack of responsiveness to the needs of clients, tardiness in the discharge of duties, manifestations of inefficiency and ineffectiveness and corruption. Corruption in South Africa is a contravention of the Constitution (No. 108 of 1996) which is the supreme law of the country. Section 195 (1) states that public administration must:

- Respond to peoples' needs
- Promote effective economic and efficient use of resources, and
- Maintain a high standard of professional ethics

Matshabaphala (2008 : 5) has named some of the challenges in service delivery as follows: South Africa has of late been rocked by listless and restive communities. They are protesting against the lack of or the quality of services they are receiving from different public service institutions although the majority is most pronounced in the local government domain. A number of factors are attributable to this evolving trend and pattern. Some of the concerns raised by the communities are genuine:-

- The behaviour of some public servants is simply not acceptable.
- The quality of services that the communities are receiving from some departments, units and municipalities are in some instances found to be unacceptable.
- There are instances of long waiting periods and in some instances, glaring lack of leadership that manifests in professional incompetence of some public servants.

Nengwekhulu (2009: 350) strongly argues that the criticism of government's service delivery record does not take into account a number of notable achievements. This is within a space of less than 15 years. Any criticism of government's service delivery record should recognize the achievements and the short time within which they were made. To ignore that would amount to intellectual dishonesty. Whilst it is important to acknowledge the remarkable public service delivery achievements, it is also important to recognise public service delivery failures.

Nengwekhulu (2009: 350) further states that it is however important to clarify what is meant by public service failure to deliver public services. Failure can be construed as having at least three distinct meanings. Firstly, failure might be inability to deliver in terms of plan of action.

The second meaning of failure may refer to government failing to satisfy unplanned and unbudgeted expectations of the public. The third meanings of failure, refers to the inability to deliver quality and excellent public services.

Nengwekhulu (2009) argues that failure to satisfy unplanned and unbudgeted expectations in service delivery, demands is beyond the realm of public service performance. It is something that rests on the shoulders of the government's political leadership. Some of the factors that contribute to poor service delivery are:

- Bureaucratic work ethic
- Poor supervision and performance management and monitoring
- Indiscipline
- Challenge of growing political interference
- Capitalist economic system
- Skewed recruitment, selection and appointment culture

Some of the challenges that hampers service delivery as observed by Pretorius and Schurink (2006: 22), are as follows: - No clear distinctions between functions, tedious procedures, lack of integration and co-ordination, funding, human resources and Communication. Stakeholders who gave their inputs for public hearings on service delivery also agree that a poor or ineffective communication strategies on the part of government is a contributing factor to poor service delivery (Local Government Bulletin, 2010 : 24).

Donaldson (2002: 21) concurs with the above stated authors in terms of communication as one of the factors that hamper service delivery. He says that ineffective communication within the organization leaves staff somewhat disillusioned and often dismayed. Too many mixed messages are sent to employees and therefore, create a negative impression in the workplace. These issues need to be addressed upfront and dealt with in order to assist in the smooth transition of the plan. Employees need to know what is happening within their departments and why certain metrics are being put in place. If this isn't addressed there is a lack of clarity in roles so staff become confused, concerned, and resistant to change.

Cameron (2009: 932 – 933) observed the following as reasons for uneven performance in service delivery: Firstly, there is the question of the organisational culture. The working environment of public servants has had a negative effect on Batho Pele's effectiveness.

It was pointed out that management's failure to act decisively on ethical transgressions and alleged corruption coupled with a general wave of materialistic greed undermined the promotion and application of professional ethics and constitutional values. Secondly, although the Department of Public Service and Administration (DPSA) has shown that the public is highly educated in terms of tertiary qualifications, there is still a problem of poor skills level within the public service.

Thirdly, there is the problem of vacancies. Staff shortages in the public service are not new. There are still serious staff shortages in the public service. In response to a question posed by Mbeki on whether the government had sufficient capacity to deliver on its development mandate, the DPSA mandated the HRSC to do a study on skills in the public service. The study concluded that there are skills shortages in the financial, literacy human resources management and communication. There is also exodus of skills to foreign countries. Fourthly, there is a slow selection and recruitment process.

Various stakeholders ranging from government departments to civil society organizations made submissions on issues affecting service delivery in the country during public hearings on service delivery in 2010. These stakeholders concur with some researchers that lack of performance management systems and human resources with inadequate skills are some of the primary cause of distress (Local Government Bulletin, 2010 : 24).

Providing public services such as basic health and education to millions of poor people all over the world is one of the fundamental challenges of this century. Lack of funding is a major cause for insufficient provision of public services in less developed countries (Fafchamps and Minten, 2007 : 514).

2. 8 Public participation

Since the inception of the system of provincial government in 1994, issues of public participation in processes of government and political accountability have become increasingly central to public debates about the effectiveness of provincial institutions of government. Given that the notion of bringing government closer to the people underpins the establishment of the current system of provincial government, the importance of effective political accountability to the electorate by elected public representatives at provincial level is cardinal (Rapoo, 2004: 51).

Public participation in this country is not a privilege but a legislated right of citizens, as enshrined in chapter 3 of the Municipal Systems Act, 2000 (Act 32 of 2000). The introduction of a democratic dispensation in South Africa brought opportunities for public participation for all

South Africans. Since this was only introduced in 1994, public participation is a relatively new phenomenon for the previously excluded majority of South Africans. However there is ample evidence to indicate that South Africans have accepted the opportunities for public participation which have been offered by the democratic dispensation. The processes required for public participation provide some challenges. Hence in some instances, their effectiveness is questioned (Masango, 2009 : 123).

He further goes on to list the three important requirements for the responsiveness of policy makers and public officials to public needs : -

- The public should express its needs
- There should be adequate recognition of the expressed public needs by policy makers and public officials; and
- Policy makers and public officials should not only be willing to take the identified and expressed public needs into account during the policy-making and implementation processes, but should actually take them into account.

Public participatory processes as prescribed by the Constitution and transcribed in various legislative prescriptions, if implemented expansively to elicit involvement and accountability from all stakeholders, will significantly improve service delivery (Draai and Taylor, 2009:113). They further assert that municipalities require active participation by citizens at four levels: -

- As voters to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote;
- As citizens who express through different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect preferences as far as possible;
- As customers and end-users, who expect value for money, affordable services and courteous and responsive service; and
- As organised partners involved in the mobilisation of resources for development through for- profit business, non governmental organisations and institutions.

Masango (2009 : 128) concurs that public service delivery is enhanced when the members of the public participate in it rather than when they await the government to provide it for them without their involvement. In a democratic country, the government should take the needs of society into account in service delivery and respond to societal needs.

Another role that customers can play in services delivery is that of contributor to their own satisfaction and the ultimate quality of the services they receive. Customers may not care that they have increased the productivity of the organization through their participation, but they probably do care a great deal about whether their needs are fulfilled. Effective customer participation can increase the likelihood that needs are met and that the benefits the customer is seeking are actually attained.

2.9 Variables

2.9.1 Public – private partnership

Some researchers are adamant that quality delivery of public services is dependant on the involvement or partnership with the private sector. Claasens (2009 : 41) asserted that private sector to impress on government the need for, and facilitate the intergrated development of infrastructure, because that is the road to increased capital efficiency. Private sector has to assist government to *make things work* under the current legal frameworks that have been established, because the principles embedded in these frameworks hold the promise of a better society that is sensible to the plight of the poor. What is called for is a greater partnership between private sector institutions and government institutions on specific municipal infrastructure interventions.

According to Hefetz and Warner (2007 : 2), local governments must structure the market for service delivery, especially in locales which lack competitive supply. Governments are substituting mixed public/private delivery for other forms of market management, such as competitive bidding. Increased attention to citizens recognises that market delivery alone cannot assure greater customer satisfaction. These results show city managers have moved beyond the dichotomy of public vs. private delivery and instead practice a middle position integrating markets and planning to ensure efficiency, service quality and citizen satisfaction.

In terms of Public-private sector partnership arrangements in South Africa for the development of water supply for rural and peri-urban communities, Elhiraika (2007 :14) noted the following: In 1996, 14 million people in South Africa, living mostly in rural areas, had no regular or safe access to drinking water.

To achieve the objective of giving access to drinking water to the entire population, the government launched in 1997 an innovative type of partnership with the private sector. In addition to funding, private operators provide valuable training to municipal staff and the local community to efficiently manage water projects and transfer ownership. The program largely relies on community and local authority participation in including training and capacity building, empowerment of communities to run the systems on a financially viable basis, and operation and maintenance of the system until the community structures have been adequately trained to take over the system.

Furthermore, beyond the substantial number of people (2.5 million) have been connected or for whom the quality of water services has dramatically improved since 1997, the program is also stimulating the development of the water industry (Elhiraika, 2007 :14). Governments must manage an even broader set of objectives than private firms. Private firms are interested in profit, efficiency and control. The private sector is interested in efficiency, but also expected to provide failsafe delivery and ensure a higher level of public accountability and involvement. These features require that governments both steer and row in order to better manage market processes (Elhiraika, 2007 :14).

2.9.2 Contracting – back in / privatisation

Chen (2009: 101) adds another dimension of contracting- back in to public sector involvement in the delivery of quality services to communities. Contracting-out within governments has a long history. An early use of government contracts create a postal system occurred more than two hundred years ago. However, contracting-in did not predominate in the public administration field until the advent of the new public management era. Under the trend of bureaucrat bashing, contracting-out was expected to help achieve the goal of small but efficient government.

Chen (2009: 101) further notes that in the United States, despite the apparent heterogeneity of the privatisation concept and its various methods, privatisation generally refers to contracting-out or outsourcing government services to a for-profit or non-profit organisation. There are two major forms of market-based public service delivery : privatisation, where local governments contract with private market suppliers to deliver public services, and intermunicipal cooperation, where local government contract with each other, creating a public market, to gain scale in service delivery.

Intermunicipal cooperation in South Africa is legislated in terms of Chapter 8 of the Municipal Systems Act (Act 32 of 2000). This legislation embeds the notion of the service authority to decide on the form that service provision will take for these municipal services. This section outlines the way in which one municipality should set about appointing another municipality to provide a service or how two or more municipalities can set up an independent entity for the purpose of delivering that service.

Although efficiency is important, public service provision is also about equity, democracy and community building. Ensuring citizens equitable access and voice in public decision making is an important part of the public service. Market solutions to metropolitan service delivery, private or public must be assessed for their performance with respect to all three governance goals : efficiency, equity and voice. Chen however, cautions against over-reliance on markets to address regional service delivery and governance (Chen, 2009: 101).

2.9.3 Shared services - Municipalities

Section 88 of the Municipal Structures Act (Act 117 of 1998), provides a framework for the governance, administration, planning and development functions, where the value of shared service thinking is most likely to have an impact. Three operating models for municipalities sharing services are presented : An independent entity, a District agency and a local agency. Each has its own pros and cons, which depend on a district's needs, the location of its capacity and the level of intergovernmental cooperation in that district.

Independent entity

This refers to the creation of entirely new entity, separate from the local and district municipalities, where the shared services functions independently act as a service provider to the municipalities.

District agency

Here the scope of shared services is structured as part of the district municipality, which then provides an organisational platform for the centre and manages and governs it. This works best where the district municipality is well capacitated.

Local agency

The third option is to place the scope of shared services with the most capacitated municipality. In many cases large local municipalities possess more capacity than the district municipality and all other locals put together (Municipal Structures Act, 1998 (Act 117 of 1998)).

2.9.4 Fiscal decentralisation

On-going political reforms on the continent of Africa will inevitably involve more decentralisation, where local governments are assigned greater responsibilities of delivering key development projects and public services. Some of the factors that are for decentralisation is that it enables sub-national governments to take account of local differences in culture, environment, endowment of natural resources, and economic and social institutions. Secondly fiscal decentralisation can help promote streamlining public sector activities and the development of local democratic traditions (Elhiraika, 2007 :3).

However, fiscal decentralisation has its own limitations which include: Failure to adequately address the question of how to manage intergovernmental fiscal relations in order to meet the growing needs for public services at the local level while preserving fiscal discipline nationally and sub-nationally. Secondly assignment of expenditure and financing responsibilities to sub-national governments can adversely affect service delivery in different ways (Elhiraika, 2007 :4).

2.10 Effective financial management

The Public Finance Management Act, (PFMA) (No. 1 of 1999, as amended by Act 29 of 1999) is part of South African government's broader framework to improve financial management in the public sector and it gives effect to sections 213, 215, 216, 217, 218 and 219 of the Constitution of the Republic of South Africa (Act 108 of 1996).

The key objectives of the Act may be summarised as being to :

- i) Modernise the system of financial management
- ii) Enable public sector managers to manage, and be more accountable;
- iii) Ensure the timely provision of quality information;
- iv) Eliminate waste and corruption in the use of public assets.

Even though the objectives of the PFMA are clearly outlined, Madue (2007:310) notes that there is non-compliance with the Act and the following are factors that influence lack of compliance -

1. Policy makers are focused on the desired outcomes of change but neglect the contextual factors that influence implementation. This statement suggests that in many instances, non-compliance can be attributed to poor implementation or a lack of insight into the policy process.
2. Line function and cost centre managers in both national and provincial departments normally come from various backgrounds, and tend to possess a variety of educational qualifications in

non-financial fields (such as social development, engineering, medical, legal or other practices). Interpreting and implementing financial processes pose a challenge to these managers.

Madue (2007:310) further notes that considerable pressure to expedite the so-called harmonisation of international accounting standards (GAAP) and attempts as far as possible to make them applicable to the public sector, resulted in rapid and specific challenges in this sector.

South Africa has overcome adverse initial conditons and achieved a remarkable fiscal transformation over the last decade through adopting durable, credible and well – coordinated reforms. Constitutionally based, durable and credible fiscal reforms have contained spending and rendered policy at all levels of government more transparent and accountable, and more predictable though multi- year budgeting. The fiscal monetary policy mix has created an environment of macroeconomic stability conducive to future growth. Inflation targeting was successfully introduced and the restrained fiscal stance and improved debt management have helped support a low inflation monetary policy. South Africa's international economic standing has been enhanced, evidenced by reduced sovereign risk spreads and improved debt ratings (Ajam and Aron 2007 :745).

Government finances are regulated through various principles that have been accepted as standard practice within a democratic system. Key documents which establish such principles, and have laid the foundation for promulgation of the Public Finance Management Act, (PFMA) include the *King Committee's Report on Corporate Governance* and the Constitution of the Republic of South Africa, 1996. PFMA compliance in government would contribute to effective corporate governance practices. Section 195 (1) of the Constitution provides that public administration and management in all spheres of government should be efficient and effective in terms of the use of resources, as well as being economically viable and accountable. The Constitution plays a crucial role in setting principles of sound financial management in the public sector. Section 213 and 215 – 219 regulate financial management in the public sector (Madue, 2007 : 306).

Public expenditure management is much more than number crunching, its roadmap consists of five elements : planning, budgeting, implementation, monitoring and evaluation; and reporting. It involves the achievement of goals through planning and decision making, resource allocation and management; information management; and performance management (Madue and Mahwai, 2008 : 363).

According to Van Wyk (2004 : 415), the Management Advisory Board (MAB) of Australia has done extensive work with regard to effective financial management in the public sector. The board published a report with regard to a model for financial management for government agencies and highlighted the following features to be included in such a model

- Accrual accounting, budgeting, management and reporting ;
- Professional financial contributions to strategic and operational planning;
- A focus principally on results rather than processes and rules in an environment that displays the existence of appropriate internal controls;
- Ex post accountability replacing *ex ante* control;
- Financial management should be the responsibility of managers;
- Financial advice should be the responsibility of financial managers;
- Excellent information and advice; and
- A professional financial personnel.

Planning plays an integral part in effective financial management. It involves crafting a strategy where outputs and outcomes will be decided upon. Once the department has its set objectives and goal, it then costs it and starts a process of budgeting. There is however evidence of poor planning hence, the (mis) management of public expenditure in some government departments or municipalities.

According to a study done by Madue and Mahwai (2008 : 371), in the Ekurhuleni and Sedibeng Health regions, budgeting for the regional office is done at the national office with less input from the regional office. Upon receipt of the budget from the national office, the managers are supposed to prepare spending plans and align them with the budget at hand. This calls for a great deal of compromising from the managers, since the needs and the priorities of the Regional Office are never considered during the budgeting process. In preparing plans after the budget, the challenge for the manages is to find the fit between the budget and the Regional Office priorities. Furthermore, the plans prepared at the district offices are also not linked to the budget. Such plans are prepared separately and long after the budgeting process. Compounding this problem further, the budgets are not linked to the strategic objectives of both the cost centres and the Regional Office (Madue and Mahwai, 2008 : 371).

There is no way that one can separate effective and efficient delivery of services to our people from the ability of government at the local level to achieve clean financial audits. Similarly to the broader developmental agenda, which will always be stymied by government at particularly the local level to manage finances and exercise financial accountability (Shiceka 2009 : 38). During the launch of the operation, the following were identified as challenges facing both provincial and local government :-

- Inadequate skills on planning, budgeting, public financial management, including expenditure management.
- Poor interface between financial and non-financial information (monitoring and quality annual reporting).
- Inability to manage cash flow significantly
- Inadequate skills on credit and debt management, including basic financial accounting and filing or record keeping in most instances.
- Duplication of payments in some instances and funds not accounted for and
- Inadequate systems with regard to corporate governance (especially conflict of interest and accountability frameworks, and effective integrated risk management system) within provincial departments and municipalities (Shiceka 2009 : 38).

Even though there are a number of gaps and challenges in service delivery listed above, it should be appreciated that the South African government has done an analysis of these challenges, at provincial and especially municipal level. It would have been a worrisome factor if the public was complaining about service delivery and the government was puzzled and unaware of the cause of all the problems. The South African government has not only done an assessment of the challenges it has also come up with remedial measures, reforms and has crafted a turn around strategy. This exercise is really a step in the right direction. However, having a strategy in place is good but execution is the telling factor.

In an effort to turn the tide in local government, as highlighted in the Local Government Bulletin (2010 : 7 – 8) the Local Government Turnaround Strategy (LGTAS) was initiated by the department of Cooperative Governance and Traditional Affairs (COGTA) in early 2009, and was approved by cabinet on 2 December 2009 and from its inception set out to find the root causes of municipal dysfunctionality. The key process in mind during the process has been : what needs to be achieved before all 283 municipalities are fully functional, efficient and sustainable?

COGTA believes that the baseline for effective and responsive service delivery depends on:

1. Clear and realistic policies.
2. The appropriate allocation of powers and functions and financial resources.
3. The performance and accountability of organs of state to implement policies.
4. Coordination between organs of state.
5. Public participation and involvement.
6. The level of self reliance of communities.

The LGTAS is the basis for the Ten-Point plan for Local Government (2010 – 2014). This plans works in synergy with the pre-2011 and vision 2014 goals for the LGTAS. The ultimate objective for the LGTAS and the Ten-Point plan is the achievement of a responsive, accountable, effective and efficient local government system. The ten points are as follows:

1. Improve the quantity and quality of municipal basic services to the people in the areas of access to water, sanitation, electricity, waste management, roads and disaster management.
2. Enhance the municipal contribution to job creation and sustainable livelihoods through local economic development.
3. Ensure the development and adoption of reliable and credible integrated development plans (IDP's).
4. Deepen democracy through a refined ward committee model.
5. Build and strengthen the administrative, institutional and financial capabilities of municipalities.
6. Create a single window of coordination for support, monitoring and intervention in municipalities.
7. Uproot fraud, corruption, nepotism and all forms of maladministration affecting local government.
8. Develop a coherent and cohesive system of governance and a more equitable intergovernmental fiscal system.
9. Develop and strengthen a politically and administratively stable system of municipalities.
10. Restore the institutional integrity of municipalities, (Local Government Bulletin 2010 : 7 – 8).

2.11 Research questions

As stated in Chapter 1, this study attempts to find possible solutions into public service delivery challenges. Research questions are as follows :-

- Is there enough capacity at the departments?
- Do service delivery problems have anything to do with the skills level of employees?
- Are there effective management / internal control processes in place?

2.12 Conclusion

This chapter has outlined information pertaining to the definitions of service delivery, variables in terms of what quality service delivery is dependant on, community participation, total quality management, good governance, effective financial management, knowledge level / capacity of employees, accountability as well as gaps in service delivery.

While government has consistently placed service delivery on its agenda since 1994, Auditor General's reports have also consistently pointed to quieries relating to ineffective institutions, ineffective structures, poor performance or and absence of systems. This is especially so with regards to financial management and systems. This negative picture seriously affects government service delivery plans in general and corporate governance in particular, asserts Shiceka (2009 :38). The next chapter is the research method chapter.

Chapter Three

Research Methodology

3.1 Introduction

The research methodology chapter explains the research design and methodology the size and composition of the target population. The chapter through research methods gathers the opinions of government and municipality employees on factors contributing to poor service delivery.

The research questions arrived at were: 1) Is there enough capacity at the department / municipality? 2) Does service delivery problems have anything to do with the skills level of employees? 3) Are there effective financial management/internal control systems in place?

The aim of this study is to attempt to determine the factors that impact on public service delivery and possible solutions thereto. In order to ascertain the accuracy of this, it is important that information from the targeted population be collected using the correct methodology and analysing the responses.

This chapter in general, gives a definition of the research methodology used in this study, the research types used in the study, the data collection methods where questionnaires, sampling method and types of variables used will be discussed. The manner in which data will be handled will also be covered in this chapter as well as ethical considerations that the researcher must comply with and concludes with limitations to the study.

3.2 Research Types

3.2.1 Qualitative and Quantitative Research

Qualitative research

The term qualitative research encompasses several approaches to research that are, in some respects, quite different from one another. Yet all qualitative approaches have two things in common. First they focus on phenomena that occur in natural settings that is, in the “real world”. Secondly, they involve studying those phenomena in all their complexity (Leedy & Ormrod, 2005).

Quantitative Research

Quantitative research is numerically oriented, requires significant attention to the measurement of market phenomena and often involves statistical analysis, for example A bank might ask its customers to rate its overall service as either excellent, good, poor or very poor. This will provide quantitative information that can be analysed statistically. The main rule with quantitative research is that every respondent is asked the same series of questions. The approach is very structured and normally involves large numbers of questionnaires (Leedy and Ormrod, 2005: 133).

3.2.2 Research Method (s) used in this thesis

The method that the researcher finds most suitable in answering the questions pertaining to poor public service delivery is the quantitative method as it involves statistical analysis as per the paragraph above. Leedy and Ormrod (2005:135) assert that as a general rule, qualitative studies do not allow the researcher to identify cause-effect relationships to answer questions such as what caused what? Or why did such-and such happen? You will need quantitative research, especially experimental studies to answer questions of this kind. Quantitative researchers seek explanations and predictions that will generalise to other persons and places. The intent is to establish, confirm, or validate relationships and to develop generalisations that contribute to theory. Hence the decision to use quantitative research for this mini-dissertation.

3.2.3 What data is required?

Primary and Secondary data

Research is a viable approach to a problem only when there are data to support it. The term data is plural (singular is datum) and comes from the past participle of the latin verb *dare*, which means “to give”. Data are pieces of information that any particular situation gives to an observer (Leedy & Ormrod, 2005 : 88). Leedy and Ormrod (2005 : 89) further explain the difference between primary and secondary data as : the researcher’s only perceptions of truth are various layers of truth-revealing fact.

In the layer closest to the truth are primary data; these are often the most valid, the truth itself, but from the primary data instead. A newspaper article is an example of secondary data. For purposes of this research, both primary and secondary data will be used. A survey will be utilised for the acquisition of primary data; and secondary data will be drawn mostly from literature in the academic field, annual reports, and information published in the National Treasury website.

3.3 Data Collection methods

3.3.1 Methods for collecting primary data

3.3.1.1 Survey

Survey research involves acquiring information about one or more groups of people, perhaps about their characteristics, opinions, attitudes, or previous experiences by asking them questions and tabulating their answers. The ultimate goal is to learn about a large population by surveying a sample of that population. Reduced to its basic elements, a survey is quite simple in design : the researcher poses a series of questions to willing participants; summarises their responses with percentages, frequency counts or more sophisticated statistical indexes; and then draws inferences about a particular population from the responses of the sample. It is a common approach, used with more or less sophistication in many areas of human activity (Leedy and Ormond, 2005).

3.3.1.2 Observation

In observation studies, the focus is on a particular aspect of behaviour. Furthermore the behaviour is quantified in some way. In some situations, each occurrence of the behaviour is rated for accuracy, intensity, maturity, or some other dimension. But regardless of the approach, the researcher strives to be as objective as possible in assessing the behaviour being studied (Leedy and Ormond, 2005).

3.3.1.3 Correlational study

A correlational study examines the extent to which differences in one characteristic or variable are related to differences in one or more other characteristics or variables. A correlation exists if, when one variable increases, another variable increases or decreases in a somewhat predictable fashion. In correlational studies, researchers gather data about two or more characteristics for a particular group of people or other appropriate units of study. These data are numbers that reflect specific measurements of the characteristics in question, for instance they might be test scores, grade point averages, ratings assigned by an expert observer, or frequencies of certain behaviours (Leedy and Ormond, 2005).

3.3.1.4 Developmental designs

Often when researchers want to study how a particular characteristic changes as people grow older, they use one of two developmental designs, either a cross-sectional study or a longitudinal study (Leedy and Ormond, 2005).

3.3.2 Questionnaires

A questionnaire will be used as a data gathering tool in this thesis. The usage of questionnaires will assist in ensuring that the collection of qualitative data and the analysis thereof determines the behaviour and opinions of the respondents. Leedy and Ormond (2005) suggest some guidelines for developing a questionnaire that encourages people to be cooperative and yield responses that one can use and interpret. 1. Keep it short – the questionnaire should be brief as possible and solicit only that information essential to the research project. 2. Use simple, clear, unambiguous language – write questions that communicate exactly what you want to know. Avoid terms that your respondents may not understand, such as obscure words or technical jargon. Also avoid words that do not have precise meanings, such as several and usually.

The targeted population is the government and municipality employees. The questionnaire will consist of three sections, refer to appendix B. The first part is where the researcher asks permission to use the research for academic purposes only. The second part aims at gathering the biographical data of the respondents including age, gender, length of service, qualifications and frequency as well as level of decisions that are normally made by the respondent. The third part is where the respondents will give their opinions with regards to public service delivery.

3.3.3 Sampling Method

The sample should be so carefully chosen that, through it, the researcher is able to see all the characteristics of the total population in the same relationship that they would be seen where in fact, the researcher examines the total population (Leedy and Ormond, 2005). The targeted population is 135 employees, that is 45 employees from 2 Departments and one Municipality. The selected population for this study are the employees at the Departments of Economic Development, Public Works, Road and Transport as well as Naledi District municipality. The participants will include senior managers, middle managers and assistant managers. There were 45 questionnaires that were distributed during data collection and 40 were received back.

3.3.4 Types of variables

Leedy and Ormond (2005) describe a variable as follows : a variable is a quality or characteristic in a research investigation that has two or more possible values. Simply put, a variable varies. However, it may vary in different ways.

Nominal variables are for those for which numbers are used only to identify different categories of people, objects, or other entities; they do reflect a particular quantity or degree of something.

Ordinal variables are those for which the assigned numbers reflect a particular order or sequence. They tell us that people, objects, or other entities fall along a continuum in terms of a particular variable; they do not however, tell us anything about how great the differences are between them.

Interval variables reflects standard and equal units of measurement. As this is true for ordinal data, the numbers reflect differences in degree or quantity. In addition, differences between the numbers tell how much difference exists in the characteristics being measured.

Ratio variables is similar to interval data but have an additional feature : a true zero point. Not only do the numbers reflect equal intervals between values for the characteristic being measured, but in addition a value of 0 tells that there is an absence of that characteristic.

3.4 Data handling

Data handling is the process of ensuring that research data is stored, archived or disposed off in a safe and secure manner during and after the conclusion of a research project. This includes the development of policies and procedures to manage data handled electronically as well as through non-electronic means. It is important in ensuring the integrity of research data since it addresses concerns related to confidentiality, security and preservation / retention of research data Proper planning for data handling can also result in efficient and economical storage, retrieval, and disposal of data University of Texas,

3.5 Ethical considerations pertaining to the study

According to Leedy and Ormrod (2005:101) most ethical issues in research fall into one of four categories : protection from harm, informed consent, right to privacy, and honesty with professional colleagues. Based on that, respondents will be know exactly why they complete the questionnaires, (informed consent) and will remain anonymous (right to privacy). Plagiarism will be avoided at all costs and all authors will be given the necessary respect of being quoted and included in the bibliography.

3.6 Conclusion

In the current chapter, the researcher outlined the methodology applied in collecting data. Other aspects that were discussed in this chapter is the research design, qualitative and quantitative research, sampling methods and data collection. The next chapter will provide an analysis and interpretations of research results and findings in a quest to find the answers to the research question.

Chapter Four

Data Discussion

4.1 Introduction

The study is about public service delivery and fiscal discipline. It seeks to find the causes of poor service delivery as well as have possible solutions into the matter. It further seeks to establish whether prudent financial management and fiscal discipline does have a bearing on poor service delivery. Recent riots by communities implies that the quality of services rendered is not good. Poor audit outcomes on the other hand indicate that to a certain extent there is no prudence in financial management.

In order for the researcher to probe more into the problem and possible solutions certain questions had to be asked beginning with whether there is enough capacity at government departments to carry out the tasks. The second question relates to skills and seeks to find out whether the skills level of employees has a bearing on service delivery problems. Thirdly, whether or not there are effective management and internal control processes in place is one of the questions posed. Finally, this study seeks to find out if there is good governance in place.

This chapter in general is about the discussion of the data collected. The response rate, demographics of the respondents, results of the investigation in the form of graphs, analysis and interpretation of the information on graphs and measures of association will be discussed in detail. The whole chapter will then be summarised, conclusions will be drawn and this will be followed by an introduction of the next chapter.

4.2 Response rate

In terms of the response rate, 45 questionnaires were distributed and 40 were completed by the respondents and collected. Therefore the above implies a response rate of 89%, which is quite a good response compared to the 68% response rate predicted in the preceding chapter. The questionnaires were distributed to General Managers, Senior Managers, Middle Managers and Assistant Managers.

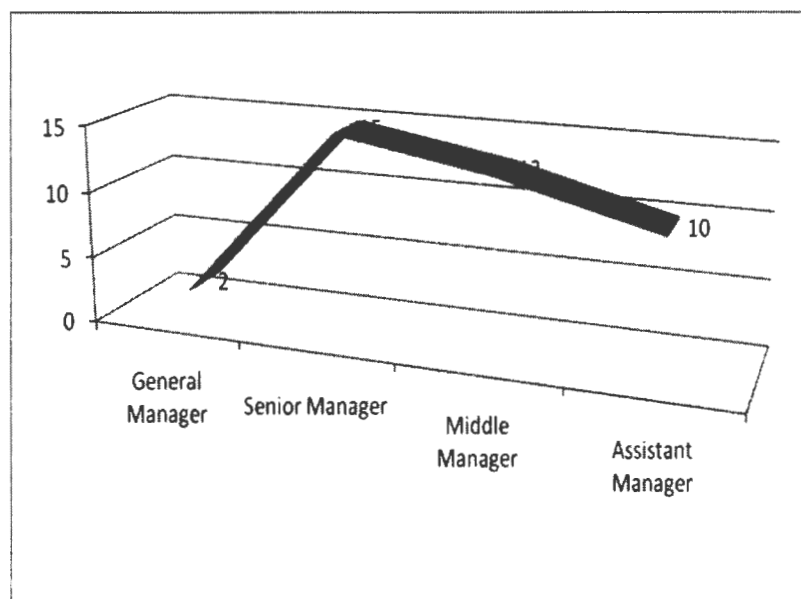
The data was summarised on a spreadsheet and statistics were calculated using SPSS18. The researcher has tried many times to show that she had met the requirements for the sample. The following statistical sample will show that the sample met the strict rules and that it was randomly selected.

All names were allocated a number and numbers were drawn. If somebody did not complete a questionnaire, the next number was drawn and the person used. In this way the sample could be regarded as being representative. It is also acknowledged that, should somebody else want to use the results, they first test the results before it is used to confirm the results.

4.3 Demographics

The following section is about the demographics of the respondents. It will show the statistical data of the sample that was chosen for this research. It tackles the age of the respondents, their race, age, gender, qualifications, whether they grew up in South Africa or abroad and in a rural or urban area. This section will then be followed by 16 questions that pertain to public service delivery. It is interesting to note that all the respondents were black. This implies that in terms of equity, race is a problem in all levels of management.

Figure 4.1 Positions of the Respondents



From Figure 4.1 above, one can deduce that there are more senior managers than General, Middle and Assistant Managers. The questionnaires were distributed to Managers reason being that they have an understanding of the operations of the department / Municipality at a strategic level.

This study does not really focus more on the technical aspects of the jobs being carried out, hence junior staff members were not part of the sample. Good leadership plays an important role in the delivery of services. Dorasamy (2009 : 59) asserts that, if leaders are unwilling to drive public institutions to deliver public services of acceptable standards, then the ability to transform to an effective and efficient public service culture is inhibited.

Figure 4.2 Ages of Respondents

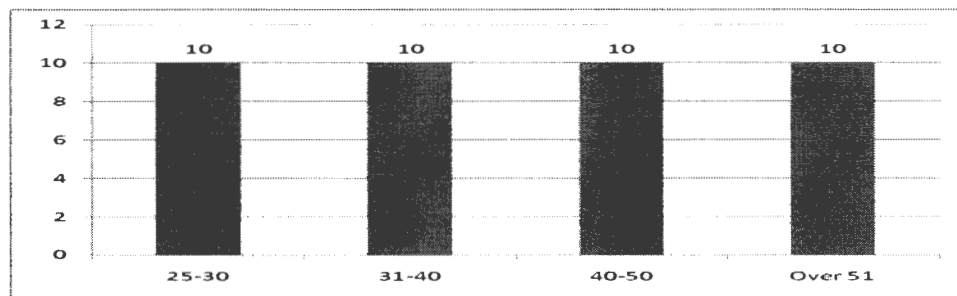


Figure 4.2 reveals that there is equal representativity in all the age groups, starting from 25 upwards. This means that the younger generation have an advantage of learning from the older ones who have corporate knowledge. On the other hand, the older staff members have an advantage of learning new things from the younger staff members. This finding is similar to the one by Naidoo (2005).

Figure 4.3 Gender of Respondent

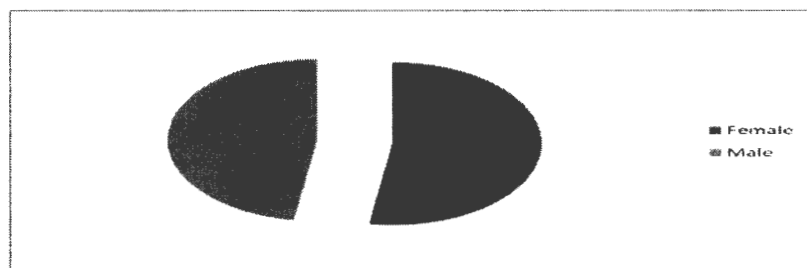
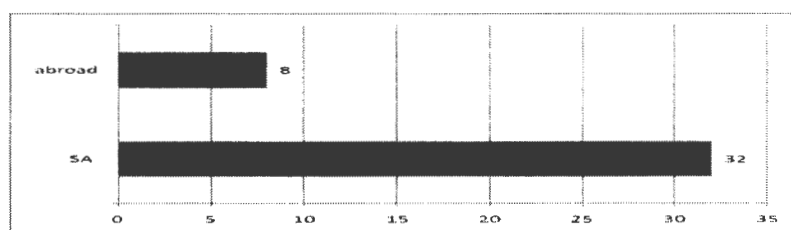


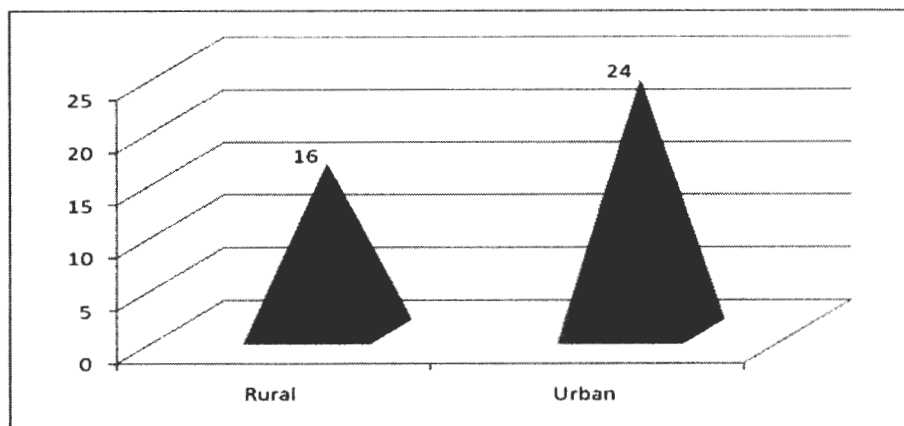
Figure 4.3 above reveals that 21 out of 40 or 53% of managers are females. No preference was given to gender, therefore the breakdown of the sample is a fair representative of the demographics of the gender of managers. The fact that there are more female than male managers, implies that government believes in women empowerment and emancipation.

Figure 4.4 Citizenship



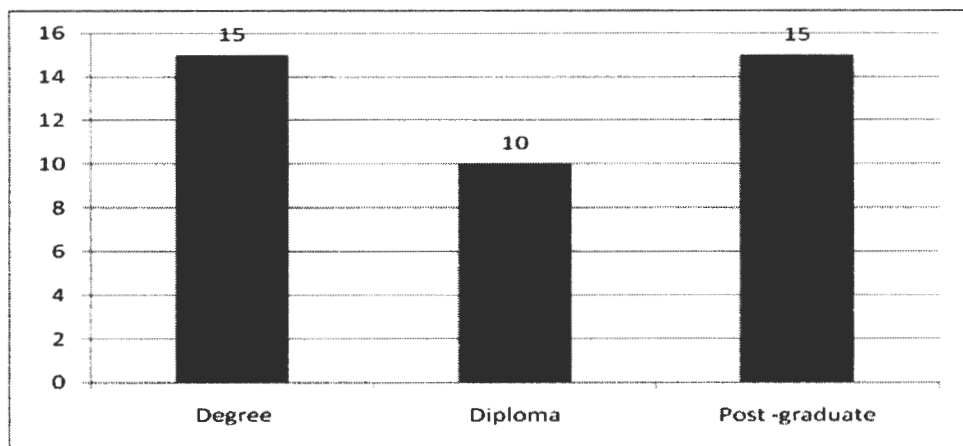
The figure above reveals that 8 out of 40 of the respondents grew up in countries other than South Africa. This question was posed in order to establish whether or not people who grew up outside the country can have exposure to systems other than those that are implemented in South Africa.

Figure 4.5 Grew up in urban or rural area



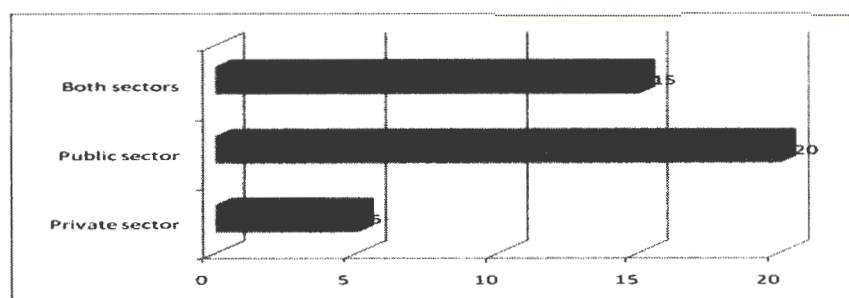
The rationale for enquiring about whether a person grew up in a rural or urban area was to establish whether or not services are not delivered at rural areas because the managers grew up in urban areas and do not really have some practical experience of how it is like to grow up in a rural area.

Figure 4.6 Qualification



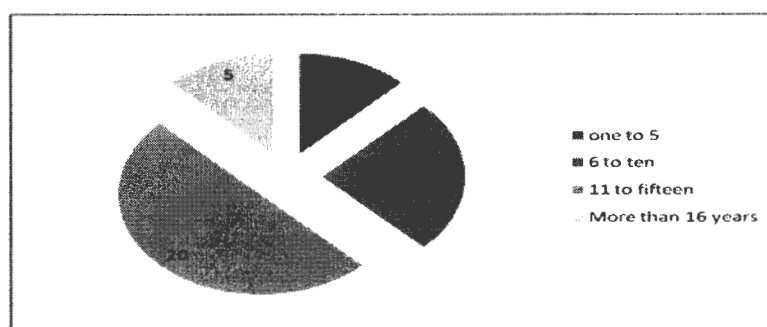
All the 40 respondents have a post matric qualification. This implies that the departments and municipality have an advantage of staff members who are qualified. It is very interesting to note that the 10 staff members who are 51 and above also have a post matric qualification. This is advantageous in the sense that the older staff members bring the wealth of both experience and academic knowledge into the organisation. Cameron (2009 : 932 – 933) observed that although the Department of Public Service and Administration (DPSA) has shown that the public is highly educated in terms of tertiary qualifications, there is still a problem of poor skills level within the public service.

Figure 4.7 Have work experience in



Half of the respondents have got an experience in the public sector only. Whereas 15 or 38 % of them have experience in both sectors. The thinking behind this question was to establish whether private sector experience would not play a role in enhancing the delivery of services in government. Some researchers are adamant that quality delivery of public services is dependant on the involvement or partnership with the private sector. Claasens (2009 : 41) asserted that private sector to impress on government the need for, and facilitate the intergrated development of infrastructure, because that is the road to increased capital efficiency.

Figure 4.8 Years of service in government

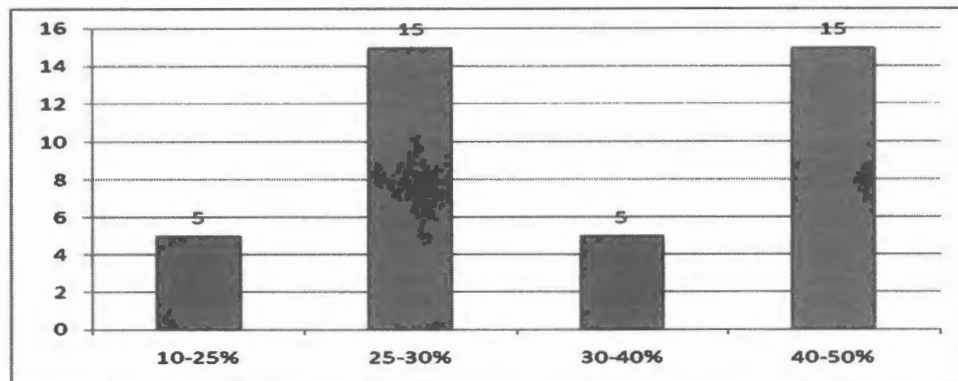


The majority of staff members (20) have 11 to 15 years of experience which means that there is a lot of corporate knowledge which can be disseminated to staff members with minimal experience. The fact that 10 out of 40 have more than 10 years experience means that it is only a minority of staff members who have one to five years experience.

4.4 Results of Investigation

In part C of the questionnaire, a further 13 questions pertaining to service delivery in the public sector were posed to the respondents. Statistical methods and graphs were used to illustrate the findings of the questionnaires. The data for each question will be presented in a graphical form followed by an analysis of the results.

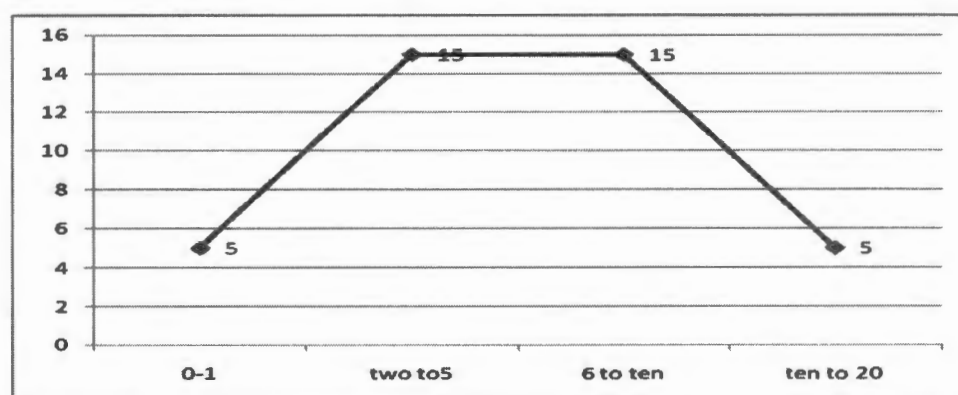
Figure 4.9 Vacancy rate at the municipality/department



The above figure reveals that 15 out of 40 employees mentioned that the vacancy rate is between 40 and 50% whereas the other 15 claim it is between 25 and 30%. It clearly shows that the respondents do not really know what the vacancy rate is.

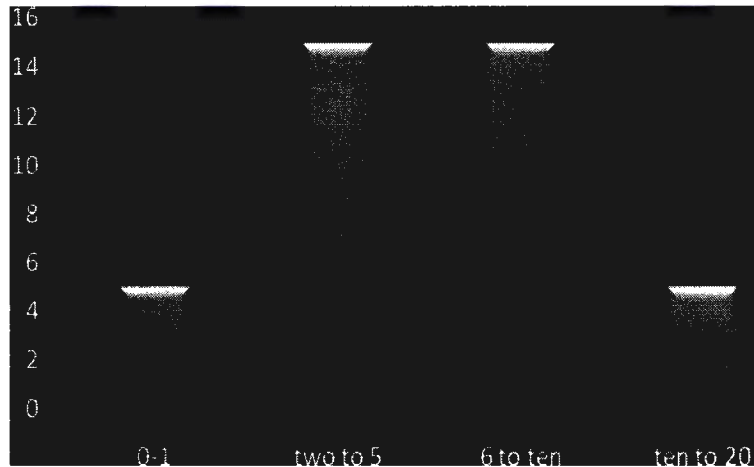
A high vacancy rate implies that most of the positions are not filled and that could have adverse effects on the delivery of services. Some of the challenges that hampers service delivery as observed by Pretorius and Schurink (2007: 22), are as follows: - No clear distinctions between functions, tedious procedures, lack of integration and co-ordination, funding, human resources and Communication. Furthermore, (de Villiers and Michel 2006 : 8) assert that capacity deals more with the quantitative aspect of an organisation's capability to deliver certain services and although the competencies may be present, they may quantitatively not match the needs of the users. (de Villiers and Michel 2006 : 8).

Figure 4.10 Length of service in the particular position



The contrast between this question and the question posed in Figure 4.8 is that whilst a manager has a certain number of years in government it may not necessarily be in the same position. Which implies that s/he may not necessarily possess a lot of experience for the position they currently hold.

Figure 4.11 Length of experience in local government/department



This question is exactly the same as Figure 4.8 the comments are the same as in the previous figure as this was a test for consistency. The results are the same therefore this implies that there is consistency in the answers provided by the respondents.

Figure 4.12 Do managers hold relevant qualifications?

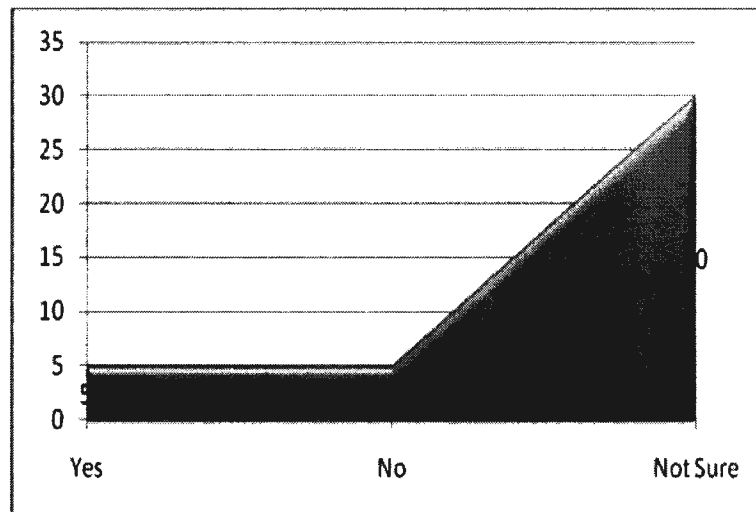
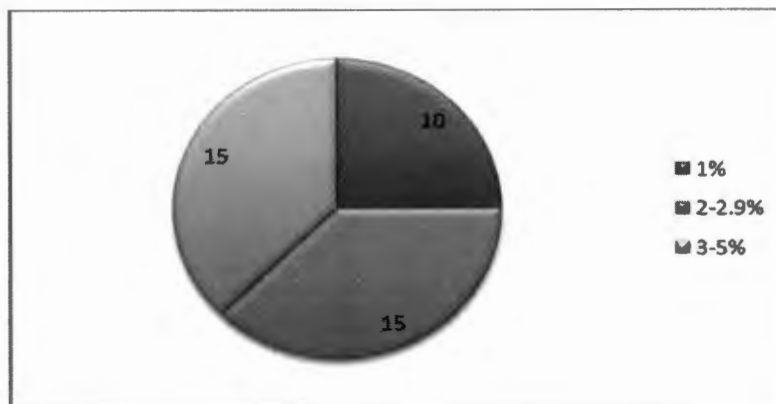


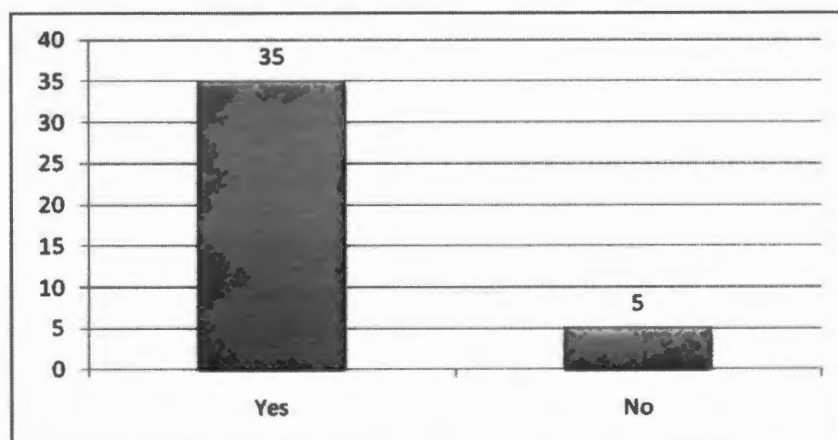
Figure 4.12 above reveals that 75% of the respondents are not sure if Managers hold relevant qualifications. On the other hand figure 4.6 above, shows that all Managers do have post matric qualifications. This information implies that managers are employed in positions for which they do not possess the relevant qualifications. This could have adverse effects on service delivery. (Vyas-Doorgapersad 2010 : 52) observed that skills upgrading is required in several areas, notably municipal management, municipal finance, corporate services, technical services and strategic and development planning.

Figure 4.13 What portion of compensation of employees is spent on training?



In terms of the knowledge level and capacity of employees, Naidoo (2005) notes that there are a number of interrelated variables, which are hampering the effectiveness of the public service to deliver services. The most important of these variables were identified as human resource and financial constraints, lack of technical skills.

Figure 4.14 A clear job description and do you understand your key performance areas?



Thirty five out of 40 respondents have a clear job description and they understand their key performance areas. This means that there is a good communication system, whereby managers clearly articulate the expectations to their subordinates. We can derive from that information that in case a particular staff member who falls in the 35 does not deliver the service, it should not be blamed on the supervisor or poor human resource systems.

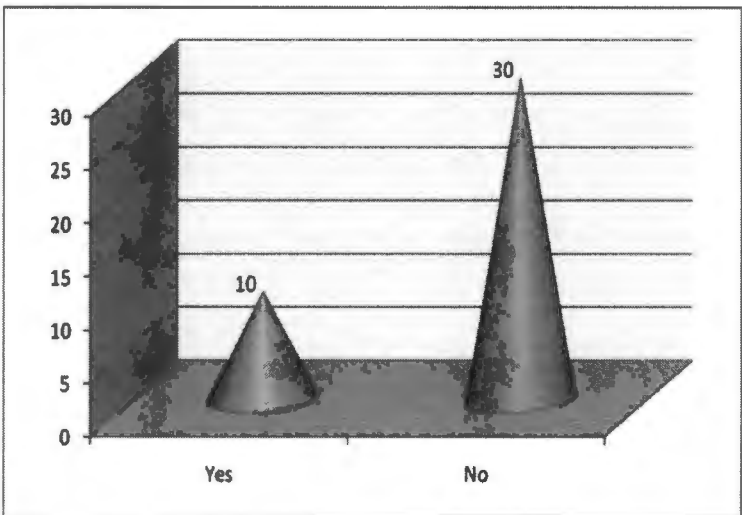
The fact that it is not all staff members who understand what is expected of them, poses a serious threat to the organisation. They could be the weakest link in the department. As highlighted in the Local Government Bulletin (2010 : 7 – 8), the baseline for effective and responsive service delivery depends on: 1. Clear and realistic policies. 2. The appropriate allocation of powers and functions and financial resources.

Figure 4.15 Does the municipality/department have a effective system of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds?



Most of the respondents agree that there is an effective system of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds. It is interesting to note that 5 of the respondents said there are no effective systems. This could imply that systems and policies are in place, they are not effective and should perhaps be reviewed. It is quite disgruntling that employees who hold management position would indicate that they are not sure if there are effective systems in place

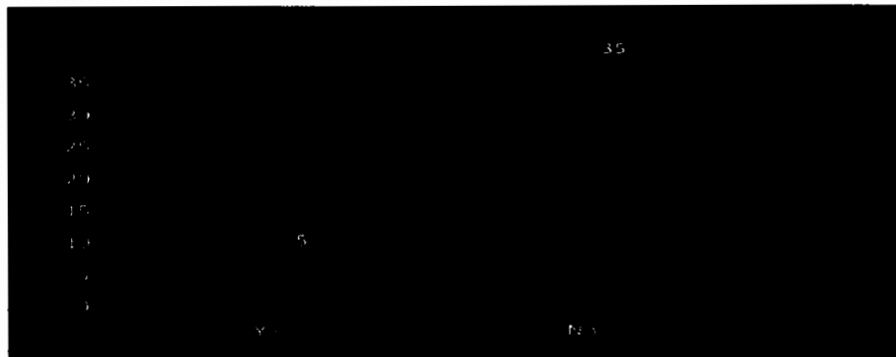
Figure 4.16 Is payment made for expenditure incurred done within 30 days of receiving relevant invoice or statement?



One can deduce from the above information that the majority or 75 % of respondents asserted that payments are not made within 30 days of receiving the relevant invoice or statement. This is a serious contravention of the law because according to Treasury Regulations no. 8.2.3 which gives effect to Public Finance Management Act, no. 29 of 1999, section 76(4)(b) unless determined otherwise in a contract or other agreement, all payments due to creditors must be settled within 30 days from receipt of an invoice or in the case of civil claims, from the date of settlement or court judgement.

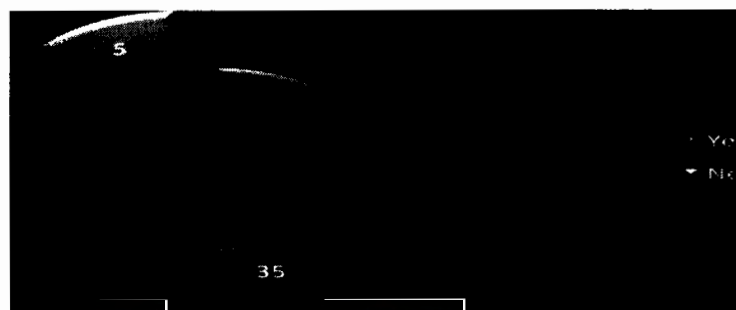
This is a very bad reflection on government and tarnishes its image. It simply means that due to poor systems, taxpayers' money ends up being wasted on penalty fees for late payment. This illustrates that there are no effective systems in place to ensure that suppliers are paid on time.

Figure 4.17 Is there consultation with most of the employees when the strategic plan is crafted?



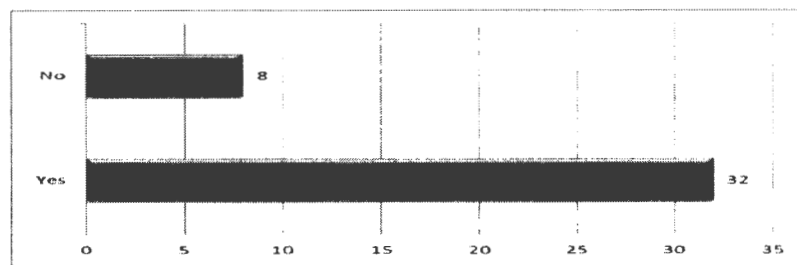
Out of a total number of 40 respondents 88 % of them responded that most of the employees are not consulted when the strategic plan is crafted. This could have adverse effects on the operations of the organisation as lower level staff have the technical skills and can have valuable inputs into the crafting of the strategic plan. (Parumasur and Govender 2009: 1) concur that some solutions to service delivery problems are : participative management; Extensive delegation; Involvement/empowerment Coaching; Supportive leadership style.

Figure 4.18 Do managers clearly communicate the mandate or objectives/goals to the employees?



The majority of respondents asserted that objectives / goals are clearly communicated to them. This is good for the enhancement of service delivery. The ietms should place Emphasis on teams and teamwork and Continuous top management support, training and learning : Emphasis on continuous top management support ; Emphasis on continuous training and learning Parumasur and Govender (2009: 1).

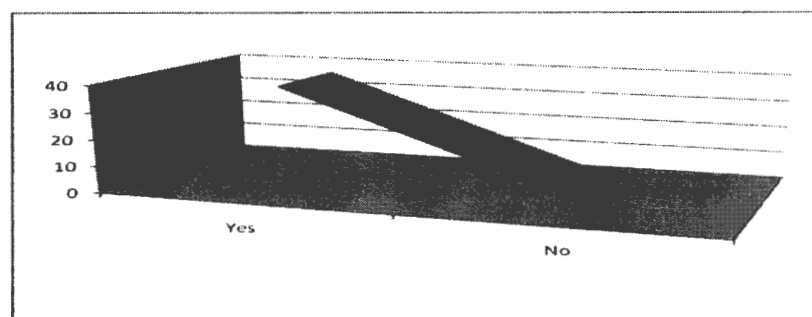
Figure 4.19 Do you understand the importance of strategic planning?



The above table reveals that 8 out of 32 respondents do not understand the importance of strategic planning. Understanding the departmental plans plays a vital role in the actualisation of those plans. Even though the majority of the respondents understand its importance, the fact that there are managers that are not abreast with strategic planning issues could be detrimental to the department.

There is a likelihood that they may not know the vision and mission of the department. On the other hand, it is an advantage that the majority of the respondents do understand the importance of strategic planning. Planning plays an integral part in effective financial management. It involves crafting a strategy where outputs and outcomes will be decided upon.

Figure 4.20 Do you put in extra hours even when there is no overtime payment?



The majority (98%) of employees do work unpaid overtime and only 2% are not willing to put in extra hours. The above information shows that there is a level of dedication, commitment and self motivation even where there is no remuneration or any form of incentive. This is a clear indication that the departments/Municipality where the study was done have employed the right calibre of staff who are not lazy but hard working.

The flip side of the coin is that staff may loose morale and end up being burnt out due their work load. Some of the challenges that hampers service delivery as observed by Pretorius and Schurink (2007: 22), are as follows: No clear distinctions between functions, tedious procedures, lack of integration and co-ordination, funding , human resources and Communication.

Figure 4.21 Before projects are embarked on, is there extensive consultation with the community?



From a total number of 40 respondents, 31 (78%) of the respondents asserted that there is no extensive consultation with the community before projects are embarked on. Public participation in this country is not a privilege but a legislated right of citizens, as enshrined in chapter 3 of the Municipal Systems Act, 2000 (Act 32 of 2000). Non participation of community members is contravention of the law and clearly hampers on effective service delivery. Public participatory processes as prescribed by the Constitution and transcribed in various legislative prescriptions, if implemented expansively to elicit involvement and accountability from all stakeholders, will significantly improve service delivery (Draai and Taylor, 2009:113).

Figure 4.22 Do you think proper supply chain management processes are followed before tenders are awarded ?

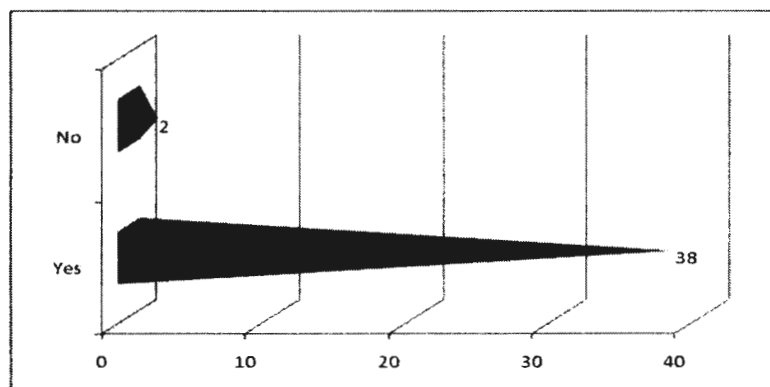


Figure 4.22 above indicates that 38 out of 40 or 95 % of the respondents asserts that proper supply chain management processes are followed before tenders are awarded. There is a clear contrast between this information and the findings on figure 4.16 which reveals that payments are not done within 30 days. This implies that although supply chain management processes are followed before tenders are awarded, one cannot generalise and thus conclude that there are effective financial management systems in place.

4.5 Measures of association

The next section deals with the correlations. A correlation is a measure of the relation between two or more variables. The measurement scales used should be at least interval scales, but other correlation coefficients are available to handle other types of data. Correlation coefficients can range from -1.00 to +1.00. The value of -1.00 represents a perfect negative correlation while a value of +1.00 represents a perfect positive correlation. A value of 0.00 represents a lack of correlation. For this sake of this paper, the researcher will concentrate on correlations that are above 0.7. However, where there is a need to show that there is no correlation between certain variables, it will be indicated as such. (Refer to appendix D).

The chances are that a person will be a male and in a senior position is 0.917. This is a good positive correlation. There is a positive correlation of 0.873 between gender and age. There is a chance that a respondent with post matric qualifications will be of a certain age is 0.902. The qualifications that a respondent has, and their citizenship has got no bearing on service delivery, reason being the correlation between the two is -0.576 and is a negative one. The chances that a respondent with post matric qualifications will have experience in government is 0.894. The chance therefore are that the services will be better has improved with this type of experience.

The possibility that a person who grew up in an urban area will fill a vacant position is 0.233. This is a negative correlation and means that the area where one grew up has no impact on his employability. The possibility that a person with more number of years in government will not require a lot of training is 0.930. The could help service delivery and will ensure some savings in the allocated budget for training. The age of a respondent will not determine whether or not there is extensive consultation with the community before projects are embarked on. The correlation is -.0666 for age and 0.717 for the latter. This means that the age of employees would not hamper the process of ensuring that there is extensive consultation with the community. It also means that there is no excuse for a lack of public participation. Chances that more money will be spent on younger managers is 0.930. This is a good positive correlation. This implies there is an assumption that older employees do not need as much training as the younger ones. This could be detrimental to service delivery as all employees should keep abreast with new developments.

The correlation between the position of a respondent and effective systems of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds is 0.761. This implies the General Managers and possibly the senior managers as well do understand the systems whereas middle managers do not.

The chances that an employee who has a clear job description understands the importance of strategic planning is 0.757. This is a good positive correlation. This reveals that respondents that are well conversant with what is expected of them understand the importance of planning. This is an advantage to the organisation as it implies there is likelihood that people who fall into this category will be able to deliver quality services as they know what is expected of them.

A probability that if a manager does not hold relevant qualifications, suppliers will not be paid within 30 days of receipt of an invoice is 0.990. We can therefore deduce that there is a significant linear correlation between the two variables. According to figure 4.6, all managers have post matric qualifications. The crux of the matter is whether those qualifications are relevant for the positions they hold.

It is clear from the information above managers do not have relevant qualifications. An example which is not necessarily the case at the department / municipality where the study was done,, would be a manager with a Bachelor of Arts in Education holding a Chief Financial Officer position. A mismatch between relevant qualifications and positions has an adverse impact on the delivery of quality services.

The chances that an employee who understands the importance of strategic planning will ensure that there is extensive consultation with the community before projects are embarked on is - 0.928. This implies that whilst employees understand that planning plays an integral part in the delivery of services, there is still a chance that an important aspect of service delivery being public participation is still neglected and this shows a bottleneck in terms of government systems.

The correlation between understanding the importance of strategic planning and consulting most of the employees when the strategic plan is crafted is -0.757 and is a negative correlation. This implies that whilst the managers understand the importance of strategic planning, other employees are not consulted for their inputs. This could have adverse effects on the operations of the organisation as lower level staff have the technical skills and can have valuable inputs into the crafting of the strategic plan.

The relationship between consultation with employees when a strategic plan is crafted and extensive consultation with community members before projects are embarked on is very strong at 0.934. Involvement of staff during plenary sessions has a direct bearing on community participation.

4.6 Conclusion

In the current chapter, the researcher has provided some detailed results of the research utilising statistical methods. Graphs, statistics and tables have been used to present the results of the survey. Over and above that, data collected has been analysed and discussed. As part of data analysis, the correlation between certain variables was also presented in this chapter. It is worth noting that only correlations above 0.7 were analysed and discussed.

The analysis of the results revealed that age, gender, citizenship, are not the determinants of quality public service delivery. This means that the relationship between service delivery and the above mentioned variables is insignificant and cannot be taken into consideration when measuring the impact of demographics on delivery of services. It has also been established that there is a correlation between involvement of staff in strategic planning sessions and lack of community participation. The other finding is that managers do not hold relevant qualifications and that has a bearing on suppliers not paid on time.

The next and final chapter presents the recommendations to relevant and different stakeholders. The findings will be discussed in a summary form, followed by the response to research questions. Limitations to the study will also form part of the chapter that follows. Gap areas where new or further research can still be conducted will be identified.

Chapter Five

Conclusion and Recommendations

5.1 Introduction

As indicated in the previous chapters, this study is about public service delivery and fiscal discipline. It seeks to find the causes of poor service delivery as well as have possible solutions into the matter. It further seeks to establish whether prudent financial management and fiscal discipline does have a bearing on poor service delivery. Recent riots by communities implies that the quality of services rendered is not good. Poor audit outcomes on the other hand indicate that to a certain extent there is no prudence in financial management.

This chapter serves to consolidate the findings of the research derived through analysis and interpretation of statistical data, discussed in the previous chapter. A summary of the research questions pertaining to capacity in government, skills levels of employees, effective financial management systems and good governance will be outlined. A brief discussion on limitations of the study as well as future research opportunities in this field will be dealt with.

Recommendations to the departments of Public Works, Roads and Transport; Economic Development as well as Naledi District Municipality based on literature review and the study conducted will also be highlighted as it will hopefully assist the departments and municipalities to enhance the quality of services delivered to the public. Finally, the recommendations will be followed by a summary on conclusions of the study based on the problem statement, the research findings and statistical data.

5.2 Summary of the study

The aim of the study was to find out about ways of how improvement in service delivery and financial management can affectively, efficiently and economically enhance performance of the respective departments and affect communities in a positive way. The other aim was to identify gaps and bottlenecks in delivery of services and implementation of set objectives.

The study was conducted at the Departments of Public Works, Roads and Transport ; Economic development as well as Naledi Municipality. Data was collected from participants through questionnaires designed to answer the questions. The number of questionnaires issued per department were 45 and 40 were received back.

The South African government renders its services to the communities through various departments and municipalities. For services to be rendered, departments first craft strategic plans which are costed and thus funded by the National Treasury. The study was aimed at analysing the systems of government in order to ascertain whether there is good governance, prudent financial management, and whether these factors have a bearing on poor service delivery.

The study revealed that even though the municipality/department have a effective systems of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds, payments are not made within 30 days of receipt of an invoice. The other finding is that there is no extensive consultation with the community before projects are embarked on.

Chapter 4 also revealed that all the 40 respondents have a post matric qualification. This is an advantage to service delivery and to departments as well due to the fact that the employees have the necessary qualifications. It was quite interesting also to note that there are staff members over the age of 51 who have post matric qualifications. This shows that lack of qualifications is not an attribute in lack of service delivery. Although on the other hand, Cameron (2009 : 932-933) observed that although the Department of Public Service and Administration has shown that the public is highly educated in terms of tertiary qualifications, there is still a problem of poor skills level within the public service.

5.3 Response to research questions

The main findings of this research in relation to each research question will be discussed in this chapter. Each question will be followed by a discussion of the findings relating to that question.

5.3.1 Is there enough capacity at the departments ?

This question was posed and could unfortunately not be answered in a satisfactory manner as per figure 4.9 in the preceding chapter. The response was as follows :-

- 37% stated that the vacancy rate is between 25 and 30%
- 13% stated that the vacancy rate is between 10 and 25%
- 38% stated that the vacancy rate is between 40 and 50%
- 12% stated that the vacancy rate is between 30 and 40%

A vacancy rate of between 40 and 50% is unacceptably high. The fact that the question posed received different responses clearly reveals that there is no consistency. There is a likelihood that

the respondents did not understand the question even though it was posed in its simplest form. A further study to establish which positions are vacant, the section / directorate, the levels would have to be conducted to establish the vacancy rate at these departments. If the vacancy rate is indeed high as indicated above, then it poses the following risks : -

- Inability to deliver quality services ;
- Delay in the delivery of services ;
- Underspensing on compensation of employees budget as well as personnel related expenditure ;
- A compromise in the standards in an attempt to satisfy the customers ;
- No segregation of duties and
- Work overload for existing staff, which leads to staff burnout and low morale

However, given the fact that 98% of the employees put in extra hours for which there is no remuneration one can conclude that the vacancy rate is high and that there are inadequate levels of capacity. Vyas-Doorgapersad (2010 : 52) noted that one of the challenges faced by government is staffing levels : staffing levels of municipalities have remained static over the period, despite increased responsibilities and growing capital budgets.

Vyas-Doorgapersad further notes that the Department of Public Service and Administration (DPSA) has shown that the public is highly educated in terms of tertiary qualifications; there is still a problem of poor skills level within the public service. Secondly, there is the problem of vacancies. Staff shortages in the public service are not new. There are still serious staff shortages in the public service. In response to a question posed by former President Thabo Mbeki on whether the government had sufficient capacity to deliver on its development mandate, the DPSA mandated the HRSC to do a study on skills in the public service. The study concluded that there are skills shortages in the financial, literacy human resources management and communication. There is also exodus of skills to foreign countries. Fourthly, there is a slow selection and recruitment process.

5.3.2 Do service delivery problems have anything to do with the skills level of employees?

Analysis of statistical data has revealed that all the respondents have post matric qualifications. However, when a question on whether managers are in relevant positions was posed, 5 out of 40 respondents' answer was in the affirmative. 75% on the other hand said they are not sure. It

could be an indication that there is a mismatch between their qualifications and positions they currently hold.

Madue (2007:310) notes that line function and cost centre managers in both national and provincial departments normally come from various backgrounds, and tend to possess a variety of educational qualifications in non-financial fields (such as social development, engineering, medical, legal or other practices). Interpreting and implementing financial processes pose a challenge to these managers.

According to Cameron (2009: 932 – 933) the DPSA mandated the HRSC to do a study on skills in the public service. The study concluded that there are skills shortages in the financial, literacy human resources management and communication. There is also exodus of skills to foreign countries. Fourthly, there is a slow selection and recruitment process.

5.3.3 Are there effective management / internal control processes in place?

Public expenditure management is much more than number crunching, its roadmap consists of five elements : planning, budgeting, implementation, monitoring and evaluation; and reporting. It involves the achievement of goals through planning and decision making, resource allocation and management; information management; and performance management Madue and Mahwai (2008 : 363). Seventy five percent of the respondents stated that there are effective systems of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds.

5.4 Limitations of the study

This study has been limited to two out of thirteen government departments as well as one out of four District and twenty one Local Municipalities in North West province. Only a few departments were chosen in the province and hence convenience sampling was used. Therefore, at this point it is difficult to generalise the results from the sample used.

5.5 Managerial guidelines

Based on the results of this study from the literature review and the research conducted, 6 recommendations have been suggested for Departments / Municipalities. It is acknowledged that there are several other guidelines or actions that can be suggested, the researcher identified these few which are cardinal to service delivery and would assist if implemented swiftly. It should be noted that these recommendations are not listed in any specific order of priority.

5.5.1 Ensure that there is extensive consultation with the community before projects are embarked on.

This will ensure that services, relevant for the needs of the community are rendered and will thus ensure satisfaction. de Villiers and Michel (2006 : 8) argue that it is difficult to define service delivery based on the following reasons:

- For different users different services are more important than others (e.g. needs of industrial users are different to those of households ;
- People inevitably have different perspectives on what is important to them and this depends heavily on their income, social status, time perspectives on what is important to them and this depends heavily on their income, social status, time perspective and level of development ;

Based on this finding one can deduce that whilst the building of a toilet is important to a person staying in a rural area, timeous garbage collection would be important for the one staying in an urban area. Hence the need for community participation before projects are embarked on. A form which is accompanied by an attendance register of the community member should be a prerequisite for all projects.

5.5.2 Internal control processes to be reviewed and an action plan should be crafted to ensure that payments to suppliers are done within 30 days of receipt of an invoice.

Seventy five percent of the respondents stated that there are effective systems of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds. However, there is still a challenge of late payment of suppliers. This implies the current system has some flaws and therefore needs to be reviewed. A simple turnaround strategy in this regard will assist the department to achieve this.

- Firstly, finance staff should ensure that all the relevant documentation is attached to the purchase voucher.
- Secondly there should be a register where all the received invoices indicating date of receipt are recorded.
- Thirdly there should be monthly cash flow meetings, to ensure that cash flow will not be a bottleneck for payments. In those meetings staff should report on payments done within that week and provide an age analysis of the received invoices.

- This cycle should continue until a culture of urgency in payment is inculcated in the responsible staff members.

5.5.3 The organisational structure to be reviewed and appointments of staff should be aligned with the incumbents' relevant academic knowledge and skills.

Managers would be more effective if placed according to their academic knowledge. A skills audit is the first step in achieving this. Following a skills audit, the human resources development section should organise training based on the results of the skills audit report. Followed by Managers to be placed in positions for which they are qualified. Even if it is a deployment by political office bearers it should be done accordingly.

5.5.4 Managers to get inputs from all staff members before a strategic planning session

Strategic planning is the responsibility of managers, since they are supposed to provide strategic direction to the organisation. However my view is that once the head of department or municipal manager together with senior managers have crafted the vision and mission of the department, it will be easy for other staff members to give inputs. Lower level staff members are the ones with the technical know how, therefore their inputs would be very valuable in terms of the first step in crafting a strategic plan, which is a situational analysis. When employees understand the direction the department is taking, and they are well conversant with the implications of their actions, it will be easy for them to own the plan and run with it in terms of bringing those plans into fruition.

5.5.5 Head of department to have monthly departmental meetings where service delivery is an emphasis

These meetings will assist in ensuring that staff members understand the importance of delivery quality services timeously. The Head of Department to take vigorous steps against directorates or individuals that do not perform according to the standards agreed upon. If needs be s/he should report it in those meetings so as to encourage other staff members to show a sense of responsibility and professionalism.

5.6 Future research

This study contributes various opportunities for areas that are to be investigated in the future, notably : -

- Investigate the reasons for managers though qualified, yet are not in relevant positions.

- The hindrances in terms of payments not to be made in 30 days of receipt of an invoice.
- Enhancement of service delivery through involvement (requesting their inputs) of junior staff in strategic planning.
- The alignment between the department's functions and organisational structure.
- The reasons for lack of community participation.

5.7 Conclusion

Whilst one acknowledges that there are glaring shortcomings in terms of service delivery, it is equally cardinal to acknowledge the positive outcomes of the new democracy for example : The enactment of the Public Finance Management Act, Treasury Regulations, Enhancement of accountability through Standing Committee on Public Accounts. However, knowledge of these laws means very little if they will not be adhered to or complied with completely.

South Africa has overcome adverse initial conditions and achieved a remarkable fiscal transformation over the last decade through adopting durable, credible and well – coordinated reforms. Constitutionally based, durable and credible fiscal reforms have contained spending. The fiscal monetary policy mix has created an environment of macroeconomic stability conducive to future growth Ajam *et al* (2007 :745). Equally important though, is an acknowledgement that whilst there are notable achievements, the desired level of service delivery is not yet attained.

From the statistical data of this study one can deduce that there needs to be a lot of inhouse cleaning which cannot be attained overnight in order to deliver quality services. For example review of internal processes for payments of suppliers, correct staff placement, review of the organisational structure. This study has revealed that service delivery problems in this country is nothing that is beyond government's ability to turn things around. Even with its limited financial resources it has the potential to deliver quality public services. With a concerted effort from both political office bearers, Managers and all the State Machinery, it is all possible to clean up the flaws in the system and render quality services.

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APPENDIX A - MARTIX

Paper No.	Themes / papers	THEMES									
		Definition	Variables (Quality service delivery is dependent on what?)	Community participation	Total Quality Management	Good Governance	Effective financial management	Knowledge level / capacity of Government employees/ e-government	Accountability by Managers / politicians	Gaps in service delivery	
		a	b	c	d	e	f	g	h	i	
1	Local Government turnaround strategy			1			1	1			1
2	Public service provision, user fees and political turmoil							1	1		
3	Variation in the allocations to national departments : public management point of view			1	1		1				1
4	Public service influenced by new public management						1	1		1	1
5	Role of value management in achieving best value in public sector service delivery in South Africa					1		1		1	
6	New Public Management Reforms in the S.A public service	1					1				
7	Checks and balances : service delivery by external providers							1	1		1
8	Public participation before and after the 2006 elections				1		1				
9	Capacity building for developmental local government		1						1	1	
10	Centralization, Organisational strategy and Public service performance						1				
11	Enhancing basic service delivery through e-governance								1		1
12	Antecedents of Contracting -Back-In			1					1		
13	Moving from excellence models of local service delivery to Benchmarking 'good local governance'			1	1		1			1	
14	Applying market solutions to Public Services : assessment of efficiency, equity and voice	1						1			
15	Programme management as a vehicle for integrated service delivery			1		1	1	1		1	
16	Implications of the lack of community participation in service delivery			1	1						1
17	Total quality management : an imperative guide for leaders					1					
18	Total quality management towards improved service delivery					1					
19	Public service delivery challenges	1		1	1		1		1		1
20	Public participation : an imperative for effective service delivery				1			1		1	1
21	Strengthening Senior Management skills in public service : rationale for strategic leadership						1			1	
22	Developing and maintaining corporate culture through leadership for service delivery	1		1	1		1		1	1	
23	Public expenditure (mis-)management					1	1	1		1	1
24	Perspectives of effective financial management in public sector	1						1			
25	Shared services in local government			1			1		1		
26	New public management : the framework			1		1	1				1
27	IMFO : Operation clean audits by 2014						1	1			1
28	TQM & benchmarking towards improved service delivery			1	1	1					
29	Democracy, Public Expenditures and the poor				1						1
30	Imitation and inspiration in public sector reform				1		1		1	1	
31	Partnerships in local government to improve service delivery in S.A			1							
32	Public participation for effective service delivery				1		1		1		1
33	Fiscal renaissance in a democratic South Africa	1						1			
34	Enhancing service delivery in local government						1	1		1	1
35	Public Expenditure and Service Delivery Monitoring in Tanzania			1		1					
36	Driving and Enhancing a Balanced Service Delivery in Local Government				1		1	1	1	1	1
37	Annual Reports and the Public Finance Management Act	1		1		1	1	1			
38	Public Finance and socio-economic rights				1						1
39	A service delivery perspective on public administration			1				1	1		
40	Community Development and service delivery in S.A				1	1	1			1	
41	Public Administration and Management. A view on pragmatic research undertakings					1	1	1		1	1
42	A transformative African governance framework to improve public service delivery in S. A			1	1	1	1	1	1	1	1
43	Public Finance Management Act, 1 of 1999 - a compliance strategy	1						1		1	
44	Public Administration and Management for effective service delivery	1			1		1	1			1
45	Assessing E-Government : The Internet, democracy and service delivery	1						1	1		1
46	Corruption in Public Service Delivery : Experience from South Asia's water					1		1	1	1	1
47	Municipal government approaches to service delivery : cost perspective							1			1
48	E-government and transformation of service delivery and citizen attitudes			1		1	1		1		1
49	Technology - enabled service delivery : customer adoption and rejection			1		1	1		1		
50	Customer satisfaction during the service delivery process				1	1	1				1
51	Customer contributions and roles in service delivery			1	1					1	1
52	The role of mixed public/private delivery of city services			1			1	1	1	1	
53	Applying a simple measure of good governance to the debate on fiscal decentralisation				1		1	1			
54	Enhancing an ethical culture through purpose directed leadership for improved service delivery	1					1		1	1	1
55	An ontological framework for integrated public service delivery			1					1	1	1
56	E-government & public service delivery : Enabling ICT to put "people first"			1			1				1
57	How important is Pro-social behaviour in the delivery of public services ?			1			1		1		
58	Cost, quality and efficiency in provision of public services							1		1	
59	Fiscal decentralisation and Public Service Delivery in South Africa										
60	Designing management development programmes for improved service delivery			1					1		1
Total		11	27	19	17	34	26	22	22		30

APPENDIX B

Research questions	Survey questions	Variable (s) and or relationships measured	Statistical Test
1. Is there enough capacity at the departments/ municipality?	1.1 What is the vacancy rate and turnover rates at the municipality / department? 1.2 How many senior management positions vacant? 1.3 What is the length of service in the particular position and the length of experience in local government generally in regards to senior managers?	1.1 Not within scope, poorly, fairly, mostly, completely. 1.2 Not within scope, poorly, fairly, mostly, completely. 1.3 Not within scope, poorly, fairly, mostly, completely.	Measures of association, Phi, crammers V Numerical description, Location, spread, distribution, cross tabulation
2. Does service delivery problems have anything to do with the skills level of employees?	2.1 Do the particular managers hold relevant qualifications? 2.2 What proportion of compensation of employees is spent on training? 2.3 Do you have a clear job description and do you understand your key performance areas?	2.1 Yes / No / Not sure 2.2 Not within scope, poorly, mostly, completely. 2.3 Yes / No	Convert nominal to ration 0,1,2,3,4 & do correlation co-efficient testing with personal information Measures of association, Phi, crammers V
3. Are there effective financial management / internal control processes in place	3.1 Does the municipality / Department have an effective system of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds? 3.2 Is payment made for expenditure incurred done within 30 days of receiving relevant invoice or statement ? 4. Does the municipality / Department have a system of internal control in respect of creditors and payments? 4. Do you think proper supply chain processes are followed before a tender is awarded?	3.1 Yes/ No 3.2 Yes / No/ Not sure 3.3. Yes / No	Normal & distribution Measures of association, Phi, Crammers V Convert nominal to ration 0,1,2,3,4 & do correlation co-efficient testing with personal information Normal & distribution Convert nominal to ration 0,1,2,3,4 & do correlation co-efficient testing with personal information
5. Governance / Management issues	5.1 Is there consultation with most of the employees when the strategic plan is crafted?	4.1 Yes / No 4.2 Yes / No	Numerical description, Location, spread, distribution, cross tabulation

	5.2 Do Managers clearly communicate the mandate or objectives / goals to the employees? 5.3 Do you understand the importance of strategic planning? 5.4 Do you put in extra hours even when there is no overtime payment ? 5.5 Before projects are embarked on, is there extensive consultation with the community?	4.3 Yes / No 4.4 Yes / No 4.5 Yes / No	Measures of association, Phi, Crammers V Normal & Distribution
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APPENDIX C - Questionnaire

VOLUNTARY QUESTIONNAIRE FOR GOVERNMENT EMPLOYEES “Possible solutions for enhancing service delivery”

Researcher : Faith Letlhogonolo Khoza

Supervisor : Professor Sam Lubbe

Note to the respondent

- The researcher needs your help to understand service delivery problems in government
- Although the researcher would like you to help her, you do not have to take part in this survey.
- If you do not want to take part, just hand in the blank questionnaire at the end of the survey session.
- What you say in this questionnaire will remain private and confidential. No one will be able to trace your opinions back to you as a person.

The questionnaire as four parts:

Part 1 asks permission to use your responses for academic research.

Part 2 asks general personal particulars like your age, gender and home language.

Part 3 asks about service delivery operations.

How to complete the questionnaire

1. Please answer the questions as truthfully as you can. Also, please be sure to read and follow the directions for each part. If you do not follow the directions, it will make it harder for the researcher to do her project.
2. We are only asking you about things that you and your fellow researchers should feel comfortable telling us about. If you don't feel comfortable answering a question, you can indicate that you do not want to answer it. For those questions that you do answer, your responses will be kept confidential.
3. You can mark each response by making a tick or a cross, or encircling each appropriate response with a PEN (not a pencil), or by filling in the required words or numbers.

Thank you very much for filling in this questionnaire.

Part 1: Permission to use my responses for academic research

I hereby give permission that my responses may be used for research purposes provided that my identity is not revealed in the published records of the research.

Initials and surname _____ Postal address: _____

_____ Postal code: _____

Contact numbers: Home: _____ Cell: _____

No.	PART 2: GENERAL PERSONAL PARTICULARS <i>Please tell us a little about yourself</i> Please mark only ONE option per question below.	9.	How many years of service do you have in the government? ☐ 1 – 5 years ☐ 6 – 10 years ☐ 11 – 15 years ☐ More than 16 years
1.	I am: ☐ African ☐ Coloured ☐ Indian ☐ Oriental ☐ White ☐ a member of another ethnic group:	10.	PART 3: QUESTIONS OF SERVICE DELIVERY
2.	I am a: ☐ General Manager ☐ Senior Manager ☐ Middle Manager ☐ Assistant Manager	11.	What is the vacancy rate at the Municipality or Department? ☐ 10 – 25% ☐ 25 – 30 % ☐ 30 – 40% ☐ 40 – 50%
3.	I am _____ years old.	12.	What is the length of service in the particular position? ☐ 0 – 1 year ☐ 2 – 5 years ☐ 6 – 10 years ☐ 10 – 20 years
4.	I am a: ☐ female ☐ male.	13.	What is the length of experience in local government / Department? ☐ 0 – 1 year ☐ 2 – 5 years ☐ 6 – 10 years ☐ 10 – 20 years
5.	I grew up: ☐ in South Africa ☐ abroad: _____	14.	Do Managers hold relevant qualifications? ☐ Yes ☐ No ☐ Not sure
6.	I grew up in: ☐ a rural area ☐ an urban area	15.	What portion of compensation of employees is spent on training? ☐ 1 % ☐ Between 2 and 10 % ☐ Between 3 and 5 %
7.	I have: ☐ a degree ☐ a diploma ☐ a post-graduate degree	16.	Do you have a clear job description and do you understand your key performance areas? ☐ Yes ☐ No
8.	I have work experience in : ☐ Private sector ☐ Public sector ☐ Both sectors	17.	Do the municipality/Department have an effective system of expenditure control, including procedures for approval, authorisation, withdrawal and payment of funds? ☐ Yes ☐ No ☐ Not sure

18.	Is payment made for expenditure incurred done within 30 days of receiving relevant invoice or statement? ☐ Yes ☐ No ☐ Not sure	19.	Is there consultation with most of the employees when the strategic plan is crafted? ☐ Yes ☐ No
20.	Do Managers clearly communicate the mandate or objectives / goals to the employees? ☐ Yes ☐ No	21.	Do you understand the importance of strategic planning? ☐ Yes ☐ No
22.	Do you put in extra hours even when there is no overtime payment? ☐ Yes ☐ No	23.	Before projects are embarked on, is there extensive consultation with the community? ☐ Yes ☐ No ☐ Not sure
24.	Do you think proper supply chain management processes are followed before tenders are awarded? ☐ Yes ☐ No ☐ Not sure		

APPENDIX D – Correlation table

		Status	Age	Gender	Citizenship	Area	Qualification	Experience	Years	Qu1	Qu2	Qu3	Qu4
Status	Correlation Coefficient	1.000	.917**	.828**	-.562**	.871**	.885**	.817**	.576**	.402**	.402**	.402**	.631**
	Sig. (2-tailed)	.	.000	.000	.000	.000	.000	.000	.000	.009	.009	.009	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Age	Correlation Coefficient	.917**	1.000	.873**	-.666**	.821**	.902**	.855**	.552**	.318**	.318**	.318**	.761**
	Sig. (2-tailed)	.000	.	.000	.000	.000	.000	.000	.000	.043	.043	.043	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Gender	Correlation Coefficient	.828**	.873**	1.000	-.458**	.782**	.858**	.801**	.527**	.395**	.395**	.395**	.523**
	Sig. (2-tailed)	.000	.000	.	.003	.000	.000	.000	.000	.011	.011	.011	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Citizenship	Correlation Coefficient	-.562**	-.666**	-.458**	1.000	-.585**	-.576**	-.605**	-.652**	-.199	-.199	-.199	-.893**
	Sig. (2-tailed)	.000	.000	.003	.	.000	.000	.000	.000	.213	.213	.213	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Area	Correlation Coefficient	.871**	.821**	.782**	-.585**	1.000	.868**	.695**	.818**	.233	.233	.233	.668**
	Sig. (2-tailed)	.000	.000	.000	.000	.	.000	.000	.000	.143	.143	.143	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qualification	Correlation Coefficient	.885**	.902**	.858**	-.576**	.868**	1.000	.894**	.655**	.403**	.403**	.403**	.658**
	Sig. (2-tailed)	.000	.000	.000	.000	.000	.	.000	.000	.009	.009	.009	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Experience	Correlation Coefficient	.817**	.855**	.801**	-.605**	.695**	.894**	1.000	.490**	.682**	.682**	.682**	.647**
	Sig. (2-tailed)	.000	.000	.000	.000	.000	.000	.	.001	.000	.000	.000	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Years	Correlation Coefficient	.576**	.552**	.527**	-.652**	.818**	.655**	.490**	1.000	.146	.146	.146	.720**
	Sig. (2-tailed)	.000	.000	.000	.000	.000	.000	.001	.	.363	.363	.363	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu1	Correlation Coefficient	.402**	.318**	.395**	-.199	.233	.403**	.682**	.146	1.000	1.000	1.000	.111
	Sig. (2-tailed)	.009	.043	.011	.213	.143	.009	.000	.363	.	.	.	.491
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu2	Correlation Coefficient	.402**	.318**	.395**	-.199	.233	.403**	.682**	.146	1.000	1.000	1.000	.111
	Sig. (2-tailed)	.009	.043	.011	.213	.143	.009	.000	.363	.	.	.	.491
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu3	Correlation Coefficient	.402**	.318**	.395**	-.199	.233	.403**	.682**	.146	1.000	1.000	1.000	.111
	Sig. (2-tailed)	.009	.043	.011	.213	.143	.009	.000	.363	.	.	.	.491
	N	41	41	41	41	41	41	41	41	41	41	41	41

	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu4	Correlation Coefficient	.631 ..	.761 ..	.523 ..	-.893**	.668 ..	.658**	.647**	.720 ..	.111	.111	.111	1.000
	Sig. (2-tailed)	.000	.000	.000	.000	.000	.000	.000	.000	.491	.491	.491	.
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu5	Correlation Coefficient	.837 ..	.930 ..	.816 ..	-.689**	.770 ..	.932**	.930**	.564 ..	.367	.367	.367	.787 ..
	Sig. (2-tailed)	.000	.000	.000	.000	.000	.000	.000	.000	.018	.018	.018	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu6	Correlation Coefficient	-.471 ..	-.504 ..	-.346 ..	.757**	-.443 ..	-.436**	-.628**	-.592 ..	-.601 ..	-.601 ..	-.601 ..	-.755 ..
	Sig. (2-tailed)	.002	.001	.027	.000	.004	.004	.000	.000	.000	.000	.000	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu7	Correlation Coefficient	.755 ..	.761 ..	.605 ..	-.277	.473 ..	.658**	.684**	.025	.403 ..	.403 ..	.403 ..	.316 ..
	Sig. (2-tailed)	.000	.000	.000	.080	.002	.000	.000	.878	.009	.009	.009	.044
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu8	Correlation Coefficient	.626 ..	.768 ..	.528 ..	-.867**	.675 ..	.664**	.611**	.702 ..	.000	.000	.000	.990 ..
	Sig. (2-tailed)	.000	.000	.000	.000	.000	.000	.000	.000	1.000	1.000	1.000	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu9	Correlation Coefficient	.471 ..	.504 ..	.346 ..	-.757**	.443 ..	.436**	.628**	.592 ..	.601 ..	.601 ..	.601 ..	.755 ..
	Sig. (2-tailed)	.002	.001	.027	.000	.004	.004	.000	.000	.000	.000	.000	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu10	Correlation Coefficient	-.471 ..	-.504 ..	-.346 ..	.757**	-.443 ..	-.436**	-.628**	-.592 ..	-.601 ..	-.601 ..	-.601 ..	-.755 ..
	Sig. (2-tailed)	.002	.001	.027	.000	.004	.004	.000	.000	.000	.000	.000	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu11	Correlation Coefficient	-.562 ..	-.666 ..	-.458 ..	1.000 ..	-.585 ..	-.576**	-.605**	-.652 ..	-.199	-.199	-.199	-.893 ..
	Sig. (2-tailed)	.000	.000	.003	.	.000	.000	.000	.000	.213	.213	.213	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu12	Correlation Coefficient	-.395 ..	-.306 ..	-.210 ..	.460**	-.269 ..	-.265	-.382*	-.360 ..	-.365 ..	-.365 ..	-.365 ..	-.459 ..
	Sig. (2-tailed)	.010	.051	.187	.002	.089	.094	.014	.021	.019	.019	.019	.003
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu13	Correlation Coefficient	.594 ..	.717 ..	.493 ..	-.928**	.630 ..	.620**	.607**	.676 ..	.095	.095	.095	.941 ..
	Sig. (2-tailed)	.000	.000	.001	.000	.000	.000	.000	.000	.554	.554	.554	.000
	N	41	41	41	41	41	41	41	41	41	41	41	41
Qu14	Correlation Coefficient	-.395 ..	-.306 ..	-.210 ..	.460**	-.269 ..	-.265	-.382*	-.360 ..	-.365 ..	-.365 ..	-.365 ..	-.459 ..
	Sig. (2-tailed)	.010	.051	.187	.002	.089	.094	.014	.021	.019	.019	.019	.003

	N	41	41	41	41	41	41	41	41	41	41	41	41
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Table 4.2 Correlation

		Qu5	Qu6	Qu7	Qu8	Qu9	Qu10	Qu11	Qu12	Qu13	Qu14
Status	Correlation Coefficient	.837**	-.471**	.755**	.626**	.471**	-.471**	-.562**	-.395**	.594**	-.395**
	Sig. (2-tailed)	.000	.002	.000	.000	.002	.002	.000	.010	.000	.010
	N	41	41	41	41	41	41	41	41	41	41
Age	Correlation Coefficient	.930**	-.504**	.761**	.768**	.504**	-.504**	-.666**	-.306**	.717**	-.306**
	Sig. (2-tailed)	.000	.001	.000	.000	.001	.001	.000	.051	.000	.051
	N	41	41	41	41	41	41	41	41	41	41
Gender	Correlation Coefficient	.816**	-.346**	.605**	.528**	.346**	-.346**	-.458**	-.210**	.493**	-.210**
	Sig. (2-tailed)	.000	.027	.000	.000	.027	.027	.003	.187	.001	.187
	N	41	41	41	41	41	41	41	41	41	41
Citizenship	Correlation Coefficient	-.689**	.757**	-.277**	-.867**	.757**	.757**	1.000**	.460**	-.928**	.460**
	Sig. (2-tailed)	.000	.000	.080	.000	.000	.000	.000	.002	.000	.002
	N	41	41	41	41	41	41	41	41	41	41
Area	Correlation Coefficient	.770**	-.443**	.473**	.675**	.443**	-.443**	-.585**	-.269**	.630**	-.269**
	Sig. (2-tailed)	.000	.004	.002	.000	.004	.004	.000	.089	.000	.089
	N	41	41	41	41	41	41	41	41	41	41
Qualification	Correlation Coefficient	.932**	-.436**	.658**	.664**	.436**	-.436**	-.576**	-.265**	.620**	-.265**
	Sig. (2-tailed)	.000	.004	.000	.000	.004	.004	.000	.094	.000	.094
	N	41	41	41	41	41	41	41	41	41	41
Experience	Correlation Coefficient	.930**	-.628**	.684**	.611**	.628**	-.628**	-.605**	-.382**	.607**	-.382**
	Sig. (2-tailed)	.000	.000	.000	.000	.000	.000	.000	.014	.000	.014
	N	41	41	41	41	41	41	41	41	41	41
Years	Correlation Coefficient	.564**	-.592**	.025	.702**	.592**	-.592**	-.652**	-.360**	.676**	-.360**
	Sig. (2-tailed)	.000	.000	.878	.000	.000	.000	.000	.021	.000	.021
	N	41	41	41	41	41	41	41	41	41	41
Qu 1	Correlation Coefficient	.367*	-.601**	.403**	.000	.601**	-.601**	-.199	-.365**	.095	-.365**

	Sig. (2-tailed)	.018	.000	.009	1.000	.000	.000	.213	.019	.554	.019
	N	41	41	41	41	41	41	41	41	41	41
Qu2	Correlation Coefficient	.367	-.601	.403	.000	.601	-.601	.199	-.365	.095	-.365
	Sig. (2-tailed)	.018	.000	.009	1.000	.000	.000	.213	.019	.554	.019
	N	41	41	41	41	41	41	41	41	41	41
Qu3	Correlation Coefficient	.367	-.601	.403	.000	.601	-.601	.199	-.365	.095	-.365
	Sig. (2-tailed)	.018	.000	.009	1.000	.000	.000	.213	.019	.554	.019
	N	41	41	41	41	41	41	41	41	41	41
Qu4	Correlation Coefficient	.787	-.755	.316	.990	.755	-.755	.893	-.459	.941	-.459
	Sig. (2-tailed)	.000	.000	.044	.000	.000	.000	.000	.003	.000	.003
	N	41	41	41	41	41	41	41	41	41	41
Qu5	Correlation Coefficient	1.000	-.521	.660	.794	.521	-.521	.689	-.317	.742	-.317
	Sig. (2-tailed)	.	.000	.000	.000	.000	.000	.000	.044	.000	.044
	N	41	41	41	41	41	41	41	41	41	41
Qu6	Correlation Coefficient	-.521	1.000	-.210	-.656	1.000	.757	.608	-.703	.608	-.608
	Sig. (2-tailed)	.000	.	.188	.000	.	.000	.000	.000	.000	.000
	N	41	41	41	41	41	41	41	41	41	41
Qu7	Correlation Coefficient	.660	-.210	1.000	.319	.210	-.210	.277	.127	.298	-.127
	Sig. (2-tailed)	.000	.188	.	.042	.188	.188	.080	.427	.058	.427
	N	41	41	41	41	41	41	41	41	41	41
Qu8	Correlation Coefficient	.794	-.656	.319	1.000	.656	-.656	.867	-.399	.934	-.399
	Sig. (2-tailed)	.000	.000	.042	.	.000	.000	.000	.010	.000	.010
	N	41	41	41	41	41	41	41	41	41	41
Qu9	Correlation Coefficient	.521	1.000	.210	.656	1.000	-.757	.608	-.703	.608	-.608
	Sig. (2-tailed)	.000	.	.188	.000	.	.000	.000	.000	.000	.000
	N	41	41	41	41	41	41	41	41	41	41
Qu10	Correlation Coefficient	-.521	1.000	-.210	-.656	1.000	.757	.608	-.703	.608	-.608
	Sig. (2-tailed)	.000	.	.188	.000	.	.000	.000	.000	.000	.000
	N	41	41	41	41	41	41	41	41	41	41
Qu11	Correlation Coefficient	-.689	.757	-.277	-.867	.757	1.000	.460	-.928	.460	-.460

	Sig. (2-tailed)	.000	.000	.080	.000	.000	.000	.	.002	.000	.002
	N	41	41	41	41	41	41	41	41	41	41
Qu12	Correlation Coefficient	-.317*	.608**	-.127	-.399**	-.608**	.608**	.460**	1.000	-.427**	1.000**
	Sig. (2-tailed)	.044	.000	.427	.010	.000	.000	.002	.	.005	.
	N	41	41	41	41	41	41	41	41	41	41
Qu13	Correlation Coefficient	.742**	-.703**	.298	.934**	.703**	-.703**	.928**	1.000	-.427**	1.000**
	Sig. (2-tailed)	.000	.000	.058	.000	.000	.000	.005	.	.005	.005
	N	41	41	41	41	41	41	41	41	41	41
Qu14	Correlation Coefficient	-.317*	.608**	-.127	-.399**	-.608**	.608**	.460**	1.000	-.427**	1.000**
	Sig. (2-tailed)	.044	.000	.427	.010	.000	.000	.002	.	.005	.
	N	41	41	41	41	41	41	41	41	41	41