

**THE MANAGEMENT OF SERVICE DELIVERY: A CASE OF
THE LIMPOPO DEPARTMENT OF PUBLIC WORKS**

**by
MICHAEL G HOLFORD**

Submitted in (partial) fulfilment of the requirements for the degree of

Master of Public Administration

Faculty of Management and Law

(Turfloop Graduate School of Leadership)

At the

UNIVERSITY OF LIMPOPO

Supervisor: PROF KG PHAGO

March 2015

Declaration

I declare that **THE MANAGEMENT OF SERVICE DELIVERY: A CASE OF THE LIMPOPO DEPARTMENT OF PUBLIC WORKS**, this mini-dissertation (PUBA 820) submitted to the University of Limpopo, for the degree of **Master of Public Administration** has not previously been submitted by me for a degree at this or any other university, and that it is my work in design and execution, and that all material contained herein has been duly acknowledged.



MICHAEL G HOLFORD (Mr.)

16th March 2015

DATE

Dedication

This work is dedicated to my late mother, **Freda Phyllis Strutt-Holford** who always maintained that if you try hard enough you will achieve the impossible.

Acknowledgements

I would like to express my sincere gratitude for their assistance and support to the following people:

- The Almighty in whom I trust and from whom I draw my daily strength.
- My supervisor, **Professor K.G. Phago**, for his guidance, advice, support and supervision, and his faith in an old man!
- My friend and colleague, **Doctor Christopher White**, our morning discussions allowed me to see behind and inside the workings of a complex and sometimes confounding institution called the State.
- To my loving wife, **Suzanne**, our children, **Timothy and Nicholas**, your love, support and encouragement have been fantastic, particularly when I spent days, weekends and months working on my studies.
- To my colleagues and friends and the staff who worked with me in the Limpopo Department of Public Works: thank you for your contributions, especially during the data collection process.

Abstract

This study undertook to look into the management of service delivery by the Limpopo Department of Public Works. Over the past four years the researcher, through his interaction and work with departmental officials, identified various weaknesses with management. The study examines various literature relating to management and service delivery issues. A comprehensive review was made by the researcher of the available departmental documentation. The study method used was qualitative. A semi-structured questionnaire was developed and provided to management. This study found that indeed there are issues with management in the Limpopo Department of Public Works. Key findings were that the maturity and experience of management is critical to the functionality of an institution and that institutions need to embrace change, particularly within a technical environment.

Acronyms

No.	Acronym	Description
1	C-Amp	Custodian Asset Management Plan
2	CIDB	Construction Industry Development Board
3	EPWP	Expanded Public Works Programme
4	GIAMA	Government Immovable Asset Management Act
5	ICT	Information Communication Technology
6	IDIP	Infrastructure Delivery Improvement Programme
7	IP	Infrastructure Plan
8	IPIP	Infrastructure Programme Implementation Plan
9	IPMP	Infrastructure Programme Management Plan
10	ISO	International Organisation for Standardization
11	JMS	Junior Management Service
12	LDPW	Limpopo Department of Public Works
13	LEGDP	Limpopo Employment Growth and Development Plan
14	LIIMP	Limpopo Integrated Infrastructure Master Plan
15	MMS	Middle Management Service
16	OSD	Occupational Specific Dispensation
15	PM	Project Management
16	PMS	Performance Management System
17	PUDF	Provincial User-Department Forum
18	QMS	Quality Management System
19	SABS	South African Bureau of Standards
20	SACPM	South African Council of Project Managers
21	SDA	Service Delivery Agreement
22	SDIP	Service Delivery Improvement Programme
23	SMS	Senior Management Service
24	U-Amp	User-Asset Management Plan
25	WPSP	Work Place Skills Plan

CONTENTS

DECLARATION	II
DEDICATION	III
ACKNOWLEDGEMENTS	IV
ABSTRACT	V
ACRONYMS	VI
CHAPTER 1: INTRODUCTION	1
1.1 Statement of the problem	2
1.2 Aim of the study	2
1.3 Objectives	3
1.4 Research questions	3
1.5 Definition of concepts	3
1.6 Justification for the study	8
1.7 Research design and methodology to be used in the study	9
1.7.1 Choice and rationale of design	9
1.8 Ethical considerations	9
1.9 Significance of the study	10
1.10 Outline of research report	10
CHAPTER 2: LITERATURE REVIEW	12
2.1 Introduction	12
2.2 Service delivery functionality	12
2.3 What is service delivery?	13
2.4 Service delivery and <i>Batho Pele</i>	14
2.5 Service delivery management	16
2.5.1 Service delivery cycle	17
2.5.2 Service delivery performance	18
2.6 Management control measures	19
2.6.1 Management culture	20
2.6.2 Performance management system	24
2.6.3 Changes in leadership, high staff rotation	26
2.6.4 Lack of skills	30
2.6.5 Backlog in delivery of infrastructure and maintenance	32
2.6.6 Relationship with stakeholders	33
2.7 Alternative delivery options	35
2.8 Conclusion	39
CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY	40
3.1 Introduction	40
3.2 Research methodology	40
3.3 Research design	41

3.4	Choice and rationale of design	42
3.5	Qualitative and quantitative methodologies of choice	43
3.6	Research area	43
3.7	Population and sampling.....	43
3.8	Methods of data collection and instruments	45
3.9	Data analysis and presentation.....	46
3.10	The questionnaire	46
3.11	Difficulties encountered.....	47
3.12	Summary.....	47
CHAPTER 4: DATA ANALYSIS AND RESEARCH FINDINGS		49
4.1	Introduction	49
4.2	Findings and analysis of the questionnaire results.....	49
4.3	Management of service delivery.....	50
4.3.1	The definition of service delivery by respondents	50
4.3.2	Level of understanding of the management of service delivery	51
4.3.3	Supervisors' understanding of the management of service delivery	52
4.3.4	Employees' understanding of the management of service delivery	52
4.3.5	Improvements in understanding the management of service delivery	53
4.4	Service delivery functionality	54
4.4.1	Level of service delivery functionality.....	54
4.4.2	Does service delivery functionality improve service delivery?.....	54
4.4.3	Service support to service delivery	55
4.4.4	Infrastructure operations skills	56
4.4.5	Minimum requirement for service delivery	57
4.4.6	Improvements to the minimum level of service delivery.....	57
4.5	Management control measures.....	59
4.5.1	Management control measures and service delivery	59
4.5.2	Challenges facing management.....	60
4.5.3	Management of under-performance in service delivery	61
4.5.4	Challenges of management control measures.....	61
4.5.5	Improving the rewards for implementing functional control measures	62
4.5.6	Challenges of poor service delivery	63
4.6	Additional issues	64
4.7	Findings from the documentary analysis.....	64
4.7.1	Financial year 2009/10.....	67
4.7.2	Findings from the 2009/10 financial year	74
4.7.3	Financial year 2010/11.....	75
4.7.3.1	Strategic plan 2010/11-2014/15.....	75
4.7.3.2	Annual performance plan 2010- 2011	75
4.7.3.3	Service standards	76
4.7.3.4	Citizens' report	76
4.7.3.5	Annual report	77
4.7.3.6	Service delivery environment.....	77

4.7.3.7	Organisational environment	77
4.7.3.8	Budget speech	78
4.7.4	Findings from the 2010/11 financial year	80
4.7.5	Financial year 2011/12.....	80
4.7.5.1	Core service standards	83
4.7.5.2	Administrative action.....	83
4.7.5.3	Annual report	83
4.7.5.4	Budget speech 2011/12	86
4.7.6	Findings from the 2011/12 financial year	86
4.7.7	Financial year 2012/2013.....	86
4.7.7.1	Citizens' report	86
4.7.7.2	Annual report	87
4.7.8	Findings from the 2012/13 financial year	89
4.8	Conclusion	90
CHAPTER 5: CONCLUSION AND RECOMMENDATIONS.....		91
5.1	Introduction	91
5.1.1	Summary of findings	91
5.2	Concluding remarks	92
5.3	Recommendations	95
5.3.1	Recommendation one (1):	95
5.3.2	Recommendation two (2):.....	96
5.3.3	Recommendation three (3)	97
5.3.4	Conclusion	97
REFERENCES		98
ANNEXURE A		

CHAPTER 1: INTRODUCTION

Section 195 of the Constitution of South Africa (1996) prescribes that there should be economic, efficient and effective use of resources and that a high standard of professional ethics should be maintained in the public service. Furthermore, it intends that good human resource management and career-development practices that maximise human potential be cultivated. Lastly, public administration should be broadly representative where employment and personnel management practices are based on ability, objectivity and fairness (The Constitution of South Africa 1996).

The Public Service Regulations (2001:44) confirms this constitutional prescription in its Code of Conduct for Public Servants:

An employee is creative in thought and in the execution of her or his duties, seeks innovative ways to solve problems and enhances effectiveness and efficiency within the context of the law. And further, executes her or his duties in a professional and competent manner.

Further, the Public Finance Management Act (Act 1 of 1999) provides for the management of national and provincial governments to ensure that all revenue, expenditure, assets and liabilities, of governments are managed efficiently and effectively. The objective of this Act would be to secure accountability and sound management of revenue, expenditure, assets and liabilities of all state departments/institutions.

Client departments, for example, Infrastructure Departments (Education, Health, Sport, Arts and Culture and other provincial departments) have lodged complaints to the custodian and preferred implementing agent (IA), (the Limpopo Department of Public Works) about functionality problems. These departments have further withdrawn requests for services and have appointed project management units (PMUs) or public service organisations (PSOs) and private consulting firms to assist with the provision of infrastructure (Budget Speech MEC for Education 2004).

In an effort to understand the extent of the management of service delivery, this study has been conducted to include research into this perceived management and service delivery malfunction.

1.1 Statement of the problem

This research deals with the management of service delivery in the Limpopo Department of Public Works, within the context of the vision and mission of the Department. The Limpopo Department of Public Work's vision considers it a leader in the provision of provincial land and buildings (The Limpopo Department of Public Works, Annual Report 2011-12, 2012:7).

The vision of the Limpopo Department of Public Works states that it is a leader in the management of provincial land and buildings. Management by the Limpopo Department of Public Works should be interrogated to consider its applicability within the Department. Do key components of the Department's management understand leadership in the context of relationship building, information sharing and the need for a shared vision?

The development of management skills takes responsibility for motivating and influencing others and for contributing towards the team, institutional effort and successes, based on individual and collective performance.

Service delivery by the Limpopo Department of Public Works may be seen as the production of outputs. These outputs include the acquisition, maintenance and disposal of land, and the building of classrooms, clinics, hospitals and other government buildings, in principle, upholding the vision of the Department.

Management in service delivery by the Limpopo Department of Public Works, including the way it is administered, is usually considered to be ineffective, insufficient and beset with functional problems. By means of a comprehensive study, this research explores the management of service delivery by the Limpopo Department of Public Works. Therefore, the research problem to be investigated is: **How does the Limpopo Department of Public Works undertake the management of its service delivery activities?**

1.2 Aim of the study

The aim of this research is to improve the management of service delivery in the Limpopo Department of Public Works.

1.3 Objectives

- To determine management control measures in the functional application of service delivery by the Department
- To determine how service delivery functionality provides the minimum standard for rendering a service (service delivery) by the Department.
- To make recommendations that impact on service delivery.

1.4 Research questions

The findings of the German Technical Corporation (GTZ) (2010:5) emphasise dissatisfaction over the Limpopo Department of Public Work's service delivery ability and the withdrawal of service requests by client departments. Probing questions may assist in identifying some root causes of the dissatisfaction and withdrawal of services. Some of the questions are outlined below:

- What are the functional management control measures of the Department in service delivery undertakings?
- What constitutes the minimum standard for service delivery?

1.5 Definition of concepts

This research defines concepts that assist the reader in understanding the base upon which this research was founded. The following concepts are explained.

Competence: Marais and Kroukamp (2005:125) state that through the development of professional capacity, public service managers will be assisted in acquiring the necessary skills and competencies to fulfil their duties.

Competence in the context of this study is seen as a sufficiency of knowledge and skill, abilities and commitments that enable someone to act effectively in a job situation.

Concept: According to Merriam-Webster (2013), a concept can be defined as something conceived in the mind or an abstract or generic idea generalised from particular instances. For the purpose of this study the word can be assumed to mean to cause, to begin, to apprehend by reason or imagination, to have an opinion.

Conceptual understanding: Public works deals with both the technical and non-technical, the social sciences. The core output of Public Works officials deals with built

environment outputs, that is, schools, clinics, hospitals and offices. The majority of officials of the Department are expected to be practically empowered and educated in certain technical spheres applicable to the built environment.

An approach to conceptual understanding is “the comprehension of scientific engineering concepts, operations, and relations”. This phrase is seen as a mathematical point of view. The conceptual understanding by Montfort, Brown and Whritenour (2013), which is preferred, cannot be the only level of understanding that is applied in this research.

The where, why, for whom, when and in relation to what require an interdisciplinary approach besides the physical structures; noting the co-ordinating role played by Public Works.

Therefore, the definition adopted by this research is to begin to apprehend and relate to concepts, operations and relations of engineering subject matter. Detailed explanations, acronyms and definitions on various topics or points of view that are commonly associated with the provision of government land and buildings, become the preferred method of communication within Public Works.

Cost: Although the element of cost is broadly used in the public service, it is often misquoted. Departments cannot cost their services as the true cost of resources consumed in the delivery of goods and services is not available under a cash-based system (Van Wyk & Kroukamp 2007:265). This is due to the fact that the cost of an infrastructure project is not based on a single item but on complexity and magnitude, as well as a combination of the above. Cost determinations are reliant on accurate cost information in order to determine the cost of services.

Functionality: Functionality deals with provisions and administrative action that is directly related to the ability of a department to deliver services, give leadership and manage activities. Service provides a method for employees to determine how an organisation functions. Mfene (2009) substantiates with a reference to Fox, Bayat and Ferreira (2007) in which it is claimed that the executive functions performed by public officials are seen to be synonymous with their functional activities. The executive functions of officials are always linked to individual posts in an organisational structure (Mfene 2009:213).

Leader and leadership: These include key functions that are about relationship building, information sharing and a shared vision. In his thesis on “Leadership perspectives on service delivery in the South African Public Service: A critical overview of the financial management systems from 1994 to 2004”, Mabala (2006) reviews leadership and management functions by confirming the ongoing dispute among writers on the valid distinction between leadership and management and whether the terms can be used interchangeably (Mabala 2006:147).

Mabala goes on to cite various authors and concludes by stating that leaders focus on behavioural aspects and managers on non-behavioural aspects of management. The behavioural approach to leadership balances the scientific performance approach with group behaviour, motivation, job satisfaction, leadership and communication. The approach includes and introduces an important aspect that is required by good managers; they behave in such a way that will suggest they are giving instructions, which provides proof that life does not allow a leadership vacuum to exist (Mabala 2006:120).

A clear distinction was made for the purpose of this research. Leader and leadership can be attributed to a manager’s role as an individual or official; as well as the Department’s role in being a leader; “in the provision of government land and buildings”. In rendering leadership, a holistic approach is critical – ‘Development is about people’ (not things), as underpinning the (Limpopo Employment Growth and Development Plan 2009-2014) - for example; the relationship between the Limpopo Department of Public Works and provincial departments in the prioritisation of service delivery objectives.

Lines of instruction: Ferreira, Erasmus, and Groenewald (2003:34) define the chain of command as the continuous line of authority that extends from upper to lowest levels and defines who reports to whom. Lines of instruction are the lines of authority, “rights inherent in a managerial position in the chain of command.”

The vertical line of instruction is the chain of command. It refers to the authority, the decision making, (Scalar Chain), which passes from a hierarchical level to a subordinate level. The horizontal line of instruction refers to general communication, staffing or support functions between business units. Those in support of the core

function of an organisation do not necessarily carry any authority. They can be advisory in nature. These also relate to interdisciplinary communication.

Management: This is seen through various lenses that are key to the leadership element of the Department of Public Works. The following concepts of management describe managing to where, why and for what purpose, and methods and are seen as links to leadership vision (management), information sharing (the gap), relationship (layers) and systems (methods).

Management: is defined by Halachmi and Bouckaert (2003:382) as “taking responsibility for the performance of a system”. Broodryk (2005:217) defines *Ubuntu* management behaviour as the art of interacting with others in a human fashion. Further, that it is about the development of exceptional skills of motivating, influencing and enabling others and a team, to contribute to the success of the organisation.

For the purpose of this research, management includes the development of skills of motivation by taking responsibility to motivate and influence others to contribute towards the team’s institutional successes, based on individual and collective performance.

Management gap: Kerzner (2003:4) claims that “class or prestige” gaps between various levels of management are always there. Functional gaps between working units of an organisation, when superimposed on managing gaps, cause institutions to be made up of operational islands.

One of a project manager’s general responsibilities is to get these islands to communicate and operate cross-functionally, thereby, minimalising the management gap by producing common goals and objectives.

Management layers: These exist because questions have not been asked before. Activities such as planning, organising, leading and controlling are all management functions that should be present in a functional organisation. An organisation may be seen to have non-active/dormant management functions and layers. A separation between functional management layers and dormant management may be due to the lack of organisation, plans, programmes and

controls, i.e. the shift from controlling to enabling, the quest rather for order (Drucker 1998:5).

Management system: This refers to a set of inter-related and inter-dependent parts arranged in a manner that enable them to function as a single unit. In terms of a systems approach, the end goals are not given any privilege or higher priority, neither are they more important than other elements of the system (Robbins & Barnwell 2002:10).

This research focuses on a management system, an organisational scheme, which is a coordinated body of methods and procedures. It is distinct in controlling and directing the affairs of government. This view is synonymous with managers who use a systems approach, who are less inclined to look for an immediate result, strategic-constituencies approach is where demands are placed on an institution by various constituencies (Robbins & Barnwell 2002:77).

Management behaviour: *Ubuntu* management behaviour is the art of interacting with others in a human fashion. It is about the development of exceptional skills of motivating, influencing and enabling others and teams to contribute to the success of an institution (Broodryk 2005:217)

Management of service delivery: Halachmi and Bouckaert (2003:382) define management as “taking responsibility for the performance of a system”. Drucker (1998:5) claims that planning, organising, leading and controlling are all management functions. Van der Waldt (2004:95) defines service delivery as the actual production or provision of goods and services to the community.

The management of service delivery involves controlling actions found in an institution and in managers who take responsibility for a system. This they do by acting in a human fashion and exhibiting exceptional skills in motivating, influencing and enabling others individually and as a team, to contribute to the successful delivery of services.

Service delivery: This is the actual production or provision of goods and services to the community (Van der Waldt 2004:95).

In the context of this research, service delivery is seen as the production of goods/outputs by the Limpopo Department of Public Works. These outputs include the acquisition or disposal of land, as well as the building of classrooms, clinics, hospitals and other government infrastructure. In principle, service delivery implies upholding the vision of the Department in being a leader in the provision and management of government land, buildings and overall infrastructure.

Service delivery functionality: This defines service as the actual production or provision of goods and services to the community. Service delivery functionality, therefore, deals with the actual production or provision of goods and services, in spite of difficulties or operability. It is the institution's capability and capacity to serve the purpose for which it was intended or designed (Van der Waldt 2004:95).

Silo management: The reporting structure has become identifiably vertical in each area, or within each departmental programme. The danger is rigid and isolated silos, which can affect service delivery (E-Myth 2010).

Quality: There are a number of viewpoints to quality, some, from an end-point of view, others relating to the product and service, the totality of features and characteristics of a service. Other definitions refer to meeting customer expectations (Van der Waldt 2004:68). For this research, it is assumed that quality is the characteristic by which an output is assessed by clients or stakeholders. The very purpose and existence of the Limpopo Department of Public Works is to ensure the construction of quality schools, clinics, hospitals and other government structures.

1.6 Justification for the study

The rationale behind this research is found in objectives of the Infrastructure Delivery Improvement Programme (2001). According to the Infrastructure Delivery Improvement Programme the service delivery functions of the Department should be as follows:

- Effective functioning of the institutional arrangements and an enabling environment for infrastructure delivery
- Infrastructure delivery skills
- Infrastructure planning, budgeting, maintenance and programme management
- Infrastructure procurement systems and practices (IDIP 2001).

1.7 Research design and methodology to be used in the study

1.7.1 Choice and rationale of design

Systematic and logical research methods have been employed in the study. They focus, where possible, on where problems are found. The amassing of data was done through the use of a qualitative research method. Planned questionnaires, derived from the literature review, were used in assessing and measuring the situation.

1.8 Ethical considerations

In determining what to include as ethical considerations, the four sides of ethical consideration are the most obvious, for the purposes of this research. These are the collecting of research data, the treatment of participants, the processing of the data into credible and usable information, and the responsibility of scientific research to society. These aspects are highlighted in work on Ethical Issues in Social Research by Lutabingwa and Nethonzhe (2006:694)

The Senior Management Service (SMS) Public Service Handbook in Chapter 6 (Public Service Administration 2003:2) defines ethics as what ought to be the ideals of what is just, good and proper. Ethics is a commitment to follow particular, established behaviours, while conducting research (Spatz & Kardas 2008:67).

When dealing with issues of common deception in collecting information and conducting surveys among a target group, the most common problem is ensuring that credible information is obtained in spite of participants being aware that they may be compromised as a result of the research. The issue that leaves researchers divided is identifying research in which it is agreed that the purpose should be concealed (Lutabingwa & Nethonzhe 2006:698).

As the research method used was qualitative and not statistical in nature, information derived was identifiable. However, the following ethical declaration was made concerning the questionnaires.

- The researcher guarantees the right to privacy in terms of anonymity and confidentiality.
- Information collected is filed and preserved in a manner consistent with professional research.

- Names and questionnaires received from individuals that may be detrimental to the supplier of the information will not be used or distributed to any other official.
- No collected data will be used against any official who has supplied data for the study.
- All participants will be asked to voluntarily participate in the survey.
- All rights listed in the Constitution of South Africa (1996) will be upheld by the researcher.

1.9 Significance of the study

According to the Competency Framework Chapter 5 of the SMS handbook (Public Service Administration 2003), a distinction is made between the competencies that senior managers would be expected to possess and others, referred to as functional or technical competencies.

This research endeavours to contribute to understanding key competencies that senior managers are expected to possess, competencies of management that relate to the service delivery of public works. By understanding the key competencies and functional or technical competencies within which the Department functions, research should be able to reduce some of the underlying causes of service delivery failure.

Senior management of the Department should be able, through the recommendations of this research, to rectify shortcomings, either managerial or functional and technical where they exist. This would ensure that service delivery would be more effectively and efficiently undertaken by the Department.

Lessons from this research should assist other provincial departments to identify similar management challenges. Lastly, this research should add to the body of knowledge on leadership and management information.

1.10 Outline of research report

The introduction provides a constitutional and legal perspective of the Department. It further sets out the challenges that have been identified by framing the problem statement and aim of the research. Other important elements of the research are covered in defining the objectives, together with the questions, that are aligned with various conceptual understandings. Finally, the research design and methodology is

touched on, which provides an insight into the level of discovery that will take place in pursuing further chapters of the research.

Chapter 2 deals with the review of the literature at the time. It details the approach of the author to literature and provides an explanation on the topic, viewed from the perspective of various authors, on subjects relevant to the research.

Chapter 3 provides a background and rationale for the research including the decision of the researcher to deal with the research in phases. It deals with the area of study, the population, data, sampling, analysis, methods of data collection and concludes with various ethical considerations.

Chapter 4 presents the data findings and observations of the research. It also provides an interpretation of the data collected and makes suggestions on improved data collection for the future.

Chapter 5 draws conclusions and recommendations that may be considered by further research. It also makes a final recommendation to the executive management of the Department.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

The research was taken from works that have previously been undertaken and which have drawn conclusions on aspects of service deliver and characteristics of management.

Literature has been reviewed in unpacking service delivery functionality and management control measures and aspects that contribute towards the successful delivery of services.

Further, the literature considers what service delivery is in the context of the Limpopo Department of Public Works. The provision of schools, classrooms, hospitals and clinics constitutes outputs. These outputs are provided to user and client departments. Unlike all other provincial departments, the Limpopo Department of Public Works does not provide services directly to the public but serves as a support function to assist provincial government departments to undertake their service delivery mandates.

The White Paper (*Batho Pele*) on Service Delivery is the guiding frame within which service delivery should take place (Government Gazette 18340, 1997:9). This research deals with management, performance and the service delivery cycle. Management control measures look at culture and performance management. Leadership abilities of managers are questioned in examining changes in leadership, low morale and the lack of skills that affect the Department.

In terms of the relationship side of management, the question of causes of backlogs and stalled processes is examined. The financial side of management looks at budget constraints and supply chain management types, activities and processes. The last section of the literature review deals with alternative delivery options. It reveals the maturity level of management, which considers experience, skill and technical know-how of undertaking responsibility for providing public services.

2.2 Service delivery functionality

Service delivery functionality, which was based on whom and how the functions, responsibilities and duties for service delivery were apportioned and how they were acquired, was considered as a foundation. A broad perspective was maintained, which

enlightens and explains what managing service delivery in the public sector is all about.

Service delivery functionality issues were raised by both Kaseke (2011:95-98) and the German Technical Corporation (2010:5). Their issues are listed below and can be grouped into three functional management focus areas.

2.2.1 Managing performance

- ✓ Lack of commitment among staff members
- ✓ Poor management of assets
- ✓ No departmental capacity-building programme
- ✓ Low satisfaction levels.

2.2.2 Management culture

- Weak management culture does not promote synergy.

2.2.3 Managing alternative delivery options

- Abnormal dependency on consultants.

Managing performance and management culture are dealt with under the management control measures section of this research. The management of alternative delivery options is dealt with as a separate section at the end of this chapter.

2.3 What is service delivery?

What are the core service delivery functions of the Limpopo Department of Public Works? Mathikhi (2011:6) defines the core functions of the Limpopo Department of Public Works as: Property management, design and construction, maintenance, and the expanded public works programme.

The *Batho Pele* White Paper (1997:9) claims the following:

A transformed South African public service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens.

2.4 Service delivery and *Batho Pele*

Crous (2004:575) conducted a statistical review of service delivery through the implementation of *Batho Pele* principles. He points out and confirms the principle adopted by the White Paper. The South African Public Service will be judged by one criterion: its effectiveness in delivering services that meet the basic needs of all South Africans.

Considering *Batho Pele* principles from the perspective drawn by Crous (2004:575), a picture is formed of the level of service delivery that would need to be established, met and upheld by the Limpopo Department of Public Works.

Consultation should be regular and effected through a series of arrangements. Employees of public works may be committed to increase efficiency and effectiveness, but this aspect may not have been utilised to the full. Secondly, it may be safe to assume that the Limpopo Department of Public Works officials have been consulted on how to improve customer service, although evidence supporting this may have to be obtained.

Service standards have been set. Various publications were available (Transversal Service Standards 2010/2011 (Limpopo Department of Public Works 2010:15)). Although these have been set, no opinion was offered as to whether they were realistic or challenging. Further, it was not clear whether these standards were monitored regularly or whether deviations to the standards were exposed. Were the targets set and/or met? (Crous 2004:578).

Access to services: The services of the Limpopo Department of Public Works are disputed territory. This would continue as long as provincial departments have the option of using other Implementing Agents (IA). The Infrastructure Delivery Management System (2012:11) states that “until the Limpopo Department of Public Works adheres to the capacity requirements, either through permanent appointments and/or public service contract appointments, Sector Departments may continue to appoint alternative implementing agents.”

Courtesy principle: It was important to point out that clients and customers of the Limpopo Department of Public Works are client and user departments, not members

of the public. The Infrastructure Delivery Management System (2012:15) details the principle of custodian and implementing agent. It was therefore prudent to contextualise the role of public servants towards these “clients”. The questions raised pertaining to courtesy were framed by the constitutional imperative of human dignity found in Section 10 of the Constitution of South Africa (1996).

Information dissemination is crucial for openness, accountability and unbiased reporting. Crous (2004:581) highlights the other side of information dissemination in stating that checks have to be put in place that ensure that information reaches the target audience and is being interpreted properly. The Limpopo Department of Public Works has dedicated programmes that deal with client departments. The approved structure of 2010 attests to this linkage. However, its effectiveness and efficiency of operation would still need to be established.

Openness and transparency are linked with the consequences of something going wrong. Crous (2004:582) links the charge: being open implies letting customers (clients and user departments) know how the institution is functioning. The promised standard of service to be addressed in terms of the executive obligation, as well as a key concern, non-delivery; especially when answerability is required. Those who take the blame and explain to the legislature and who face public reckoning are the political elite, taking the consequences for action or lack of it.

The seventh *Batho Pele* principle (1997) is **redress**, remedying mistakes and failures. This principle deals with management and customer relationships. The Limpopo Department of Public Works has a customer relationship management policy, but one cannot accept the parochial view of customer relations, especially when endeavouring to resolve mistakes and failures. It is deeper than that and goes to the very heart of management philosophy.

Finally **value for money** is about linking and matching the budget with programmes and improved service delivery. Public institutions need to re-evaluate the unit cost of their services to a level most acceptable to the customer (Crous 2004:584). This is crucial for the Limpopo Department of Public Works as the budget for infrastructure remains with the client. The Limpopo Department of Public Works is only an agent.

This research is on the management of service delivery. It is about the management profile and the profile that is reflected by its management action when it deals with its own, and its clients', requirements, for example, providing new outputs, schools, clinics and other infrastructure or refurbishing and remedying mistakes and failures, value for money deals and customer relationships. Further, it is about the coordinating role of the Limpopo Department of Public Works to caution against an inner-directed approach to infrastructure, as opposed to an outer/other-directed approach.

Ubuntu management behaviour is defined as management based on the art of interacting with others in a human fashion. *Ubuntu* Management Philosophy deals with profiling traditional management behaviour (Western), which was promoted internationally, and which is now being reconsidered in South Africa, in favour of *Ubuntu* management. This effectively changes the profile of management. The question is whether the internal management culture and activities separate management into traditional Western and *Ubuntu* management philosophies (Broodryk 2005:217)?

This research defines management, also captured in management literature as “taking responsibility for the performance of a system” (Halachmi & Bouckaert 2003:382) and *Ubuntu* management behaviour as the art of interacting with others in a human fashion (Broodryk 2005:217).

Despite these differences there is only one way service delivery is seen to be defined and that is in the provision of outputs that include the acquisition or disposal of land, building classrooms, clinics, hospitals and other government infrastructure, and that are delivered in terms of the eight *Batho Pele* principles.

2.5 Service delivery management

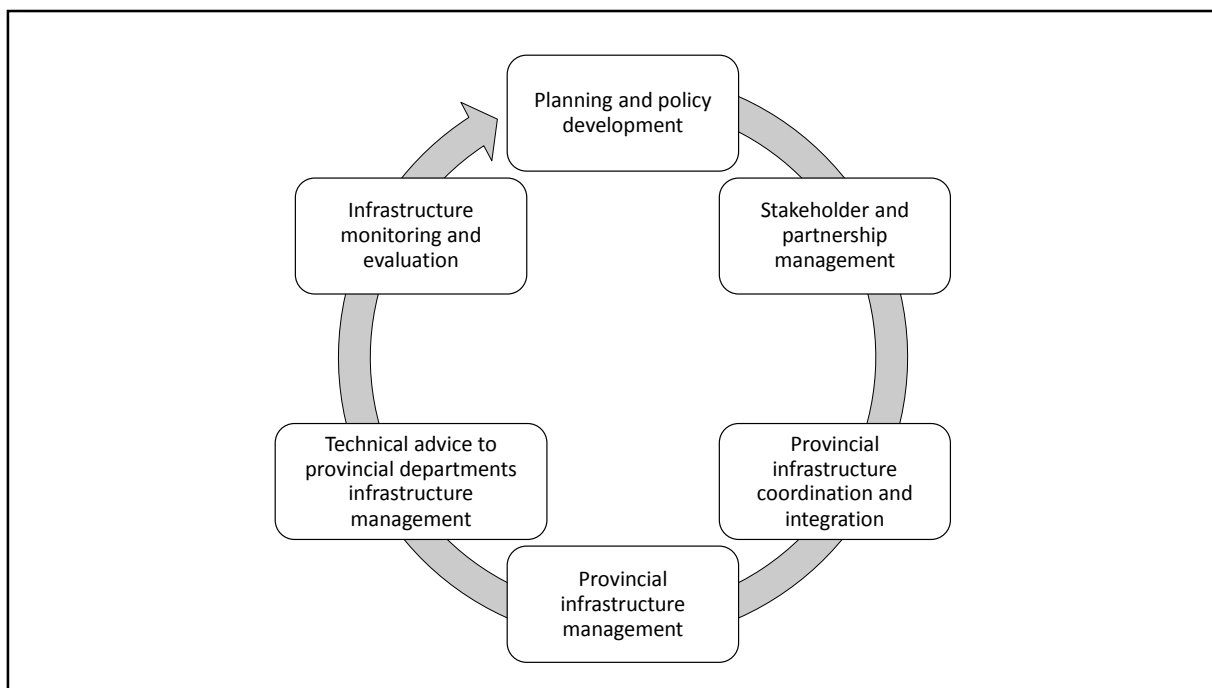
The Public Finance Management Act (Act 1 of 1999) casts the responsibility for the management, maintenance and safeguarding of assets with the accounting officer of a Department. Accepting the functions as described by Mathikhi (2011:6), the Limpopo Department of Public Works is therefore responsible for the maintenance and safeguarding of property. This includes the construction of schools, clinics and libraries as well as the implementation and functionality of the expanded public works programme (EPWP). These are all part of the general functional management

activities of the Department. By extension, these become the service delivery management responsibilities of the accounting officer. The accounting officer is therefore accountable, answerable and liable for public reckoning for all service delivery functions and actions by the Limpopo Department of Public Works.

2.5.1 Service delivery cycle

In terms of the approved service delivery model (SDM) for the Limpopo Department of Public Works, service delivery is managed via a service delivery cycle which is detailed below (the German International Corporation 2010:9).

Figure 1: Service delivery cycle



(German International Corporation 2010:9)

Service delivery can be implemented by means of a service delivery cycle. This delivery cycle consists of the following six elements, namely, planning and policy development, stakeholder management, infrastructure coordination, infrastructure management, technical assistance, and monitoring and evaluation (German Technical Corporation (GTZ) 2010:9).

These elements relate directly to the functional control measures identified by Kaseke (2011:17). It can therefore be deduced from the delivery cycle that service delivery is

made up of the following functional control areas: infrastructure operations, property management, planning and design, construction, maintenance, and the expanded public works programme. The accounting officer of the Department is, however, accountable and responsible for the service delivery cycle, its functionality, management and control.

The accounting officer is accountable and responsible for the service delivery cycle as well as its successes or failures. Based on the service delivery model, core service delivery is divided into four sub-programmes that are detailed within the structure of the Limpopo Department of Public Works. Each sub-programme has officials delegated to implement some of the line functions of the Department (The German Technical Corporation 2010:13).

The service delivery model caters for more than just the four sub-programmes of the Department. It is in fact divided into six programmes, namely, human resource, staffing, determining work methods and procedures, corporate services and policy making and financing, which caters for functions performed by a public administrative institution (Cloete 2006:85).

2.5.2 Service delivery performance

The *Batho Pele* White Paper holds the view that effective management of employee performance is key to service delivery. The views and perspectives of various authors, such as Manyaka & Sebola (2012), who deal with the question of service delivery, align themselves with the view that effective management of employee performance in South Africa has a direct link to the effectiveness of public service delivery; unfortunately performance management had such a decidedly negative perception in public service delivery that its purpose was rendered insignificant. (Mafunisa, Sebola & Tsheola 2012:210).

Based on these views, it could be postulated that effective management of employee performance has a positive link to service delivery functionality. However, a negative perception of performance agreements could hamper the positive outcome that may be expected from effective management.

2.6 Management control measures

It is necessary to unpack functional control measures of service delivery and understand the concepts that surround the control measures in order to understand and attain the objectives of this research. Cloete (2006:85) states that administrative activities can be classified in four groups:

1. Generic administrative and delivery
2. Auxiliary
3. Instrumental
4. Functional also referred to as line functions.

Cloete (2006:85) further splits the generic administrative functions into conceptual and delivery functions (see Table 1).

Table 1: Generic administrative functions

CONCEPTUAL (initiatory and innovative)	DELIVERY (Managerial/operational)
Policy making and analysis	Policy implementation
Organising	Organising
Staffing	Staffing
Financing	Financing
Determining work methods and procedures	Determining work methods and procedures
Controlling	Controlling

Source: Cloete (2006:85)

The lists differ by virtue of the first element only, that is, policy making and policy implementation. The detail within each element thereafter differs in accordance with the activities relating to the function.

For example, a collaborative list of findings on management control measures of both the German Technical Corporation (GTZ) (2010:5) and Kaseke (2011:5) can be viewed as either conceptual, delivery or both.

Table 2: Management control measures

No.	CONTROL MEASURE FINDING	CONCEPTUAL OR DELIVERY FUNCTION
1	Low morale in the Department.	DELIVERY
2	Poor implementation of the performance management system	DELIVERY/CONCEPTUAL
3	Frequent changes in leadership and high staff rotation	DELIVERY/CONCEPTUAL
4	Relationship with stakeholders	DELIVERY/CONCEPTUAL
5	Backlog in delivery of infrastructure and maintenance	DELIVERY
6	Unavailability of tools of trade.	DELIVERY/CONCEPTUAL
7	Lack of skills.	DELIVERY/CONCEPTUAL
8	Poor supply chain processes.	DELIVERY/CONCEPTUAL
9	Budget constraints	DELIVERY

Source: (GTZ 2010:5; Kaseke 2011:5)

In terms of conceptual or delivery function, it may be prudent to observe that certain of the functions may be classified as both conceptual and delivery. However, the delivery function may also be due to a lack of application of the conceptual element. For example, the relationship with stakeholders could be failing in terms of service delivery due to the fact that there is no policy (control measure) in place that can be used to guide officials of the institution on how to deal with clients or who should deal with them, at what level and to what extent.

A perspective on all the control measures requires further investigation and probing such as through scientific research. Therefore, the findings by GTZ (2010) and Kaseke (2011) listed in Table 2, need proper interrogation. This process will provide answers and may raise questions concerning the objectives of the research. Each of the elements, together with the service delivery functionality elements of management culture and managing performance, will now be interrogated.

2.6.1 Management culture

A research by Bloom, Eifert, Mahajan, McKenzie and Roberts (2010) into what extent management causes differences in performance has made some significant findings. Despite the scepticism and negative rhetoric from business schools and policy makers, the research found that institutions that experienced extensive management consulting and intensive support in three measurable areas, namely, quality control,

inventory management and human resource management, all experienced significant improvements in quality, inventory and production output, as well as productivity. These positive results, in turn, spread to other sections and operations within the same institution (Bloom *et al.* 2010:2).

In assessing the reforms of New Public Management in the South African public service between 1999 and 2008, it was found that new public management reform does not hold or maintain any substantive performance culture within the public service. The ability of management to embrace the culture of performance through the adoption of responsibility for a consequence has been met with unwillingness and reluctance. The result of this undesirable subculture is that it, in turn, has a damaging influence on the effectiveness of *Batho Pele* (Cameron 2009:27).

Marais and Kroukamp (2005:129) highlight the on-going debate between compliance and the need for efficiency. They also draw attention to the lack of effective cooperation, the lack of a strategic, needs-based, outcomes-based and competency-based approach to public service training and education. Skills are determined within the legislative framework, which is a subjective instrument of measurement. Despite managers rating themselves highly, the research found that there is a substantial lack of managerial skills and competencies at middle management level. Hope (2012:128) goes into great detail in his analysis of reform and transformation in Kenya's Public Sector. Significant statements are made, which relate to findings of a World Bank Survey undertaken in 2001, and which this author alleges was undertaken under a cloud of declining public service delivery. The survey cited excessive employment, overstaffing, and a decline in productivity service levels, pay, morale, discipline and ethics. Most of these are problems cited by Kaseke (2011) and the German Technical Cooperation (GTZ) (2010) in relation to the Limpopo Department of Public Works.

Hope (2012) makes the following political observation:

The powers and responsibilities of the statutory appointing and disciplinary institutions had been eroded and usurped by powerful forces with influential connections to the apex of power.

Recommendations which were put in place to counteract this waywardness included programmes focused on streamlining the organisational structure, correcting staffing

levels by downsizing, creating pay benefits aimed at attracting and retaining professional and managerial talent, the rationalisation of personnel policies via personnel management and training and lastly, bringing in financial and performance management with corresponding value adjustments to the principles of transparency and accountability (Hope 2012:128).

Although these programmes were extended, they did not produce the desired results. A rather simpler and smaller initiative called rapid results initiative, with a strong focus on results performance, made tangible progress. Through this initiative, some of the following building blocks were put in place, namely, strategic planning, performance contracting, annual work plans and service delivery charters (Hope 2012:128).

This initiative is similar to earlier findings on skill-based technical change (SBTC), whereby they are a positive catalyst in modern management (Bloom *et al.* 2010:2). These findings resonate with the earlier work, the "Retention of Technical Professionals", by Potgieter and Pretorius (2009:41).

Theletsane (2012:268) believes that the shared values of *Ubuntu* and *Batho Pele* are part of the foundation of the *Ubuntu* management concept. This concept differs from the conventional management paradigm by virtue of the element of social capital. This point on *Ubuntu* management and its relationship with social capital had been articulated in earlier work by Broodryk (2005) and Mbigi (2005:200).

Broodryk (2005), Mbigi (2005) and Lobe (2005) provide a background to the philosophy on *Ubuntu* management and change. They make proposals that could be summed up by the work of Theletsane, who says that the integration of *Ubuntu* management will make it possible for public managers to improve their management style and performance and in the end, service delivery will be improved (Theletsane 2012:269).

Theletsane (Theletsane 2012:29) affirms what he accepts as a fact that "*Ubuntu* management will make it possible for public managers to improve their management style and performance and in the end service delivery will be improved". However, it would be presumptuous to accept this postulation in the context of this study as it implies that if *Ubuntu* management principles were to be instituted then functional service delivery would result.

Functional service delivery as seen from the topics above can only be made possible by employing far greater considerations. Although it is agreed by the researcher that a heightened emotional and spiritual resource could lead to improved relationships, this does not imply that it extends to service delivery.

Management functions employed in public service delivery are planning, leading, coordinating, organising and controlling (Du Toit, Knipe, Van Niekerk, Van der Waldt & Doyle 2002:84). Cloete expands on these fields to include functions such as directive, management delivery, auxiliary, instrumental and line functions. These are conceptual or strategic management function levels. General management functions include the following: policy making and analysis, staffing, financing, determining work methods and procedures, and controlling (Cloete 2006:86)

The Project Management Institute (PMI) produced a standard for portfolio management. They list specific attributes to general management. These skills include well-developed leadership and management skills, the ability to interact effectively with executives, management and other stakeholders. The Project Management Institute goes on to state that general management skills should include goal-setting, performance evaluation, reward and recognition, succession planning and employee development (Project Management Institute 2006:32)

The PMI (2006:44) further details the work of functional managers, which includes ensuring that proper resources are allocated to portfolio components and that resources perform in accordance with expectations and plans. They include the operation of processes and business activities, as well as ensuring that resources that include skills, technical capabilities and improvement such as coaching, support the operations of the institution.

Halachmi and Bouckaert (2003:437) express the view that productivity is equated with better management, particularly “business-like” management. However, they go on to state that traditional management-orientated productivity efforts may not lead to sufficient improvements in service quality. They further reflect on measures and measurement as elements of bureaucratic control. They define four aspects thereof, namely:

- **Management as a moral order:** This could be seen as management by making use of a societal order or convention to maintain or support instruction or command.
- **Management as a technical-scientific order:** This type of management derives its understanding from that which conforms to the style, type and methods used in science or research.
- **Management of meaning:** This deals with accountability and rights based on criteria such as legitimacy and efficiency or the lack of it. This is in turn linked to a political activity
- **Management as a political activity:** This relates to the concern for the political impact the management activity has or performs (Halachmi & Bouckaert 2003:383).

Within the analysis above it can be seen that there are various management cultures. This chapter has examined the following cultural areas, namely, new public management, compliance versus efficiency management, managing performance, Western or in conjunction with *Ubuntu*, general management, project management and productive management cultures.

2.6.2 Performance management system

An effective and efficient performance management system (PMS) is derived from a general administrative function and requires both conceptual and delivery functionality. Conceptual activities relate to the determination of work methods and procedures and can be aligned to the management functions of a portfolio management, which is the management of policy determination, which forms part of work aligned with achieving the strategic objectives of an institution (Project Management Institute 2013:8)

By linking projects to business strategy, through project portfolio management (PPM), institutions can lead to an improvement in strategy implementation and delivery success rate particularly with regard to strategy development (conceptual) and strategy implementation (delivery) (Buys & Stander 2010:68)

The Limpopo Provincial Government has adopted a performance management and development system policy. This system is applicable to all government employees in Limpopo inclusive of the Limpopo Department of Public Works.

The Limpopo Department of Public Works received a damning report on change and transformation management. The report states that:

The current performance management system does not work as employees are either victimized or management is threatened should an employee get a low rating. (Mathikhi 2011:12)

This negative and threatening situation prevailed despite the Department having an approved whistle blowing policy and procedure since 2011. It is further noted that the annual performance plan for the Department 2011-2012 does not include any strategic objectives relating to performance management.

The researcher is concerned with the negative position adopted by the Department towards performance management activities as it endeavours to manage its performance. In order to enhance the impact of service delivery, performance management requires positive prerequisites, which are factors such as a favourable environment, competent management and capable leadership. Other interventions that should also exist are factors such as managerial commitment, management training and a revival of the staff morale (Manyaka & Sebola 2012:300).

The performance contract (PC), a derivative of new managerialism, is an approach which is seen as non-divestiture reform. It ensures improved performance that seeks to achieve and encourage accountability, managerial autonomy, formalisation, corporate planning, information flow and monitoring within an institution (Simpson & Buabeng 2013:10).

When considering performance management in relation to the determination of management control measures, the question of the impact that it may have on the outcome becomes critical. The relationship between performance management and management control measures is emphasised. New public management makes a distinct separation between policy making and service delivery. New public management identifies the centrality of the citizen on the one hand, and on the other new public management is aimed at accountability in terms of the results (Hope 2012:129).

A distinction is made between activity management as opposed to administration. Administration is seen as being composed of efficiency, in-services provided, which is

a movement away from input controls towards output measures, an other-directed approach to leadership. This includes the devolution of management control, improved reporting and monitoring, strengthening of strategic capacities and lastly the flexibility of the administration (management) to explore alternatives towards more cost-effective outcomes (Hope 2012:129).

Institutions that adopt new public management methods and procedures need to be circumspect. They should not expect new public management methods and tools to fix things, especially those that have not been considered. In support of this work on change tools, instruments designed to make things better generally fix what is broken. There is a need for sufficient attention to be given to the complexity of management strategies and methods. Specialised solutions only work in the proper context (Stenzel & Stenzel 2003:8).

There are positive qualities to be found within an effective Performance Management System. It should enhance organisational efficiency, effectiveness, accountability and access to quality services. Furthermore, it should harness the objectives of an institution by linking individual employees to the overall organisational mission and vision of the institution (Sebashe & Mtapuri 2011:1324).

A position of managing performance through performance management was adopted by the Department. It stated that the Limpopo Department of Public Works should move from cost to performance management. In support of this effort, the Department approved core service standards in March 2011. The aim of these standards was to identify key services that ensure that the quality, target group, target area and time period for service delivery are decided, met and achieved. These should be attained through a set of performance measures (Service Standards 2010:8). The results of these measures are to be seen in the provincial excellence awards.

2.6.3 Changes in leadership, high staff rotation

There are two issues within the heading that need to be explained: changes in leadership and staff rotation. Staff rotation is staff turnover or lack of ability to retain staff and staff retention.

Change in leadership is a finding that affects the retention of public servants. Authors such as Ashby and Pell (2001), Taylor (2002) and Cordeniz (2002) are cited by

Masibigri (2011) and are in support of key factors of staff retention. These authors highlight the positive role manager-leaders can have in terms of knowledge and understanding, fair treatment and being people whom employees can trust.

Generation X public servants or employees are those born between 1965 and 1981. They grew up alone and are said to be concerned about life balance. Generation X employees are also regarded as protective over their families; they consider life experiences more important than work. Finally they, on average, change their jobs every three and a half years and they tend to be sceptical, pragmatic and value leadership by confidence (Masibigri 2011:4).

Leadership qualities have a compelling influence on Generation X public servants (Masibigri 2011:4). Leadership change is a sub-element of the main topic, namely, high staff rotation. It will therefore not form part of the discussion within this research.

Service delivery by the Limpopo Department of Public Works is about the delivery of infrastructure. The core function of the Limpopo Department of Public Works deals with technical functions relating to engineering disciplines. The work of Potgieter and Pretorius (2009), *Retention of technical professionals: A reminder for engineering and technology organisations* is of particular interest and relevance to this research.

There are fundamental differences between technical professionals and other staff in organisations. These differences are not only about a professional culture but also about a corporate culture. What technical professional employees want and need and what management requires cause retention problems for technical staff. Managers can have more success in attracting talented employees than retaining them (Potgieter & Pretorius 2009:37).

These are concurrent issues, that is, they are issues that should exist in parallel to one another; management on the one side, and technical professionals on the other. These issues are the focus of attention in an opinion piece by Newton (2008). Her sentiments are captured by the following:

Staff need to be treated as an internal target market. BEE candidates, who are highly sought after, are often fast tracked to management positions; as a consequence, they bypass the natural learning process (Newton 2008:62).

The opinion concludes with an interesting analogy of building wells (centres of learning, development and self-improvement opportunities) and not restricting employees with fences (rules and legislation), in an endeavour to mitigate staff turnover problems (*Newton 2008:62*)

The inability of the state to keep up with demands for services lies in the lack of capacity of the state to respond to the demands for services. The state has been less than successful in building and retaining human capacity, particularly in Limpopo Provincial Government. There are various causes for this situation, namely, roots in historical education deprivation, the changing nature of government, absence of sustainable supply pipelines for critical skills, HIV and Aids and finally the manner in which people are developed and managed (*Mafunisa 2011:883*).

Among some of the mitigating factors that have been suggested and are of particular interest to the Department of Public Works are solutions that not only limit staff movement but align staff with some of the new public management tools. Performance management contracts, as has been elaborated on, in the Service Standards (2010:8), hold a positive outcome for service delivery. This aspect has already been dealt with under the previous section (Section 2.5).

Two managers are complementary because they generate more value when working together than when they work separately. This position is manifest when the skills of one executive are complemented by those of another. This may include personality traits and/or management philosophies. In a team, as members work together and discussions become more efficient, common jargon develops and biases clear. Managers and officials who have been through the wars together build trust and understanding (*Hayes, Oyer & Schaefer 2005:5*).

Once professionals have been appointed it is important to motivate them. Technical professionals respond to different types of rewards. Career development, as is the work itself, is regarded as a motivational tool by technical professionals. The work performed by professionals causes them to resist organisational control and conventional bureaucratic control systems. When a manager downgrades the work of a professional, his/her commitment, productivity, loyalty and behaviour can be negatively influenced (*Potgieter & Pretorius 2009:38*).

According to Masibigri (2011:4) and Potgieter and Pretorius (2009:37) similarities exist between technical professionals and Generation X employees.

Both technical professionals and Generation X employees enjoy:

- communication between colleagues and counterparts – identification with the profession and other professionals
- exchange of ideas – collegial maintenance of standards
- training and mentoring – expertise
- flexible working arrangements – ethics
- development and performance management – commitment to the work and profession.

The main area where technical professionals differ from Generation X employees is in autonomy and the perceived right to make a choice, which concerns both means and end. In line with the technical professional versus operational manager dilemma, Generation X employees need leaders with different styles and attitudes. Generation X employees can be technical professionals or operational managers. This plays an important role in meeting the needs of the Generation X employee (Masibigri, 2011:4) and Potgieter and Pretorius (2009:38).

What the literature within this section reveals is that firstly, manager-leaders can have a positive role in terms of knowledge and understanding, which allows for trust to be built within an organisation. Secondly, the differences between technical professionals and corporate culture are issues that could be compounded when considering fast-tracking management positions.

The lack of capacity further compounds the already negative environment. However, on a positive note performance contracts are again raised as being successful in building and retaining human capacity. The two managers pairing or complementary is another positive building block which needs to be considered. However, it rides on motivation and common traits. Leadership is seen as key in ensuring that management control measures are prioritised and sanctioned correctly.

It can be seen from the above literature that management control measures are seriously under threat from both Generation X employees and technical professionals as they search for ways in which to enhance service delivery.

The infrastructure delivery function of government should be tested when endeavouring to provide integrated and coordinated alternatives to the current leadership and staff rotation challenges. The layered management system that is currently practised within and by the Limpopo Department of Public Works, as well as its client departments, remains a serious and critical threat to service delivery (Service Delivery Model 2010:9).

2.6.4 Lack of skills

The concept of intellectual capital is the sum of everything everybody in an institution knows. It gives the competitive advantage or competitive strategic ability to an institution. The emphasis is on skills that individuals and organisations acquire and require in order to succeed in the new environment. This new environment is an unfolding *knowledge economy*, which differs from new managerialism (Minnaar & Bekker 2005:107).

Governments are at risk of an increasing brain drain, particularly in developing and transitional economies. Poorly planned government staff cutbacks, an aging workforce, and competition from the private sector contribute to the brain drain in government. This succinctly captures the lack of management control from a planning perspective. It also provides insight into matters of consequence that are caused as a result of poor planning (Van Rooyen & Whittle 2011:1041).

Management control may be seen as hierarchical, as accountable, and as causing achievements. These are not purely technical processes of choosing among alternative ways of achieving given objectives, but are activities consumed with remedying a lack of efficiency, based on grounds for efficiency (Halachmi & Bouckaert 2003:383).

Management is not purely a technical process, but, through the meaning of management and the management of meaning, performance standards are set. This gives rise to how commitment is established. These are two theoretical points, the first one on the moral order and the second on management being indispensable to accountability, as detailed by Halachmi and Bouckaert (2003:439).

Without the appropriate qualifications and experience (moral order), relevant and reliable management action, control and ability may not be available when an

institution experiences a crisis. The lack of training, poor access to training and insufficient skill highlight the indispensability of management and development training, which may restrict the ability and action of managers (Marais & Kroukamp 2005:122).

The inability of the state to keep up with service demands is reflected below:

- The lack of capacity and action of the state in responding to the needs and conditions of citizens, by failing to define practice, for example, new policy frameworks
- Defining the manner in which public services are rendered, for example, what and how organs of state should respond to the needs of its citizens.

These factors point to an inadequacy of skill in terms of human capacity and capability. This rests on issues of historical deprivation. However, it also points to the inability of the public service to retain its intellectual capital in scarce skills (Mafunisa & Tsanwani 2011:883).

Intellectual capital and institutional capacity can be seen as “skills acquired” by an individual within an institution. These skills have their roots in institutional knowledge and functions. This knowledge determines the influence on service delivery, through resources, systems, procedures and other available managerial tools (Marais & Kroukamp 2005:121).

How an institution manages its meaning and functions are the routes of its service delivery success. Both its conceptual and delivery management functions are useful in determining policy formulation. This is one of the conceptual management functions, an enabling conceptual function ability of general management (Cloete 2006:68).

The literature reviewed points to various aspects of management control that only become possible when the technical aspects of management are capably activated by appropriate qualifications and experience (moral order) (Marais & Kroukamp 2005:122).

It is therefore postulated that the lack of intellectual, institutional and acquired skills within an institution could also be seen as being caused by a lack of mature management control that is able to embrace, conceptualise and capitalise on its core service delivery functions.

2.6.5 Backlog in delivery of infrastructure and maintenance

There are two articles that provide some background to causes of delays and not in stalled attempts by the Limpopo Department of Public Works at providing services. Firstly, there is a report by the Chairperson of the Public Accounts Committee in 2007. Secondly, a newspaper article by the Observer from 2012 entitled "Limpopo's Public Work's Rot?"

In the first article on the impact of corruption on service delivery, nine manifestations of corruption and four types of costs of corruption are explained. The article provides insight in which it shows how corruption exacerbates poverty by deflecting spending from its intended purpose. These ways are identified as diverting resources, disturbing the pattern of public spending, imposing additional unofficial taxes that undermine social and political stability, which in turn reduces economic growth, and finally depriving the poor of their legal rights and entitlements (Tooley & Mahoai 2007:369).

The second one regarding a newspaper report, apart from the normal emotive design, lists various infringements that affect the public purse and delay spending. Moloto in *The Observer* (2012:1), a local (provincial newspaper), points to a case where a company was paid money three months before the contract started and received its final payment one year and two months after the expiry date of an eighteen-month contract (Moloto 2012).

A backlog in the delivery of infrastructure and maintenance suggests that those dealing with services are not successfully or satisfactorily dealing with or fulfilling the demand of a particular service. Purposeful activities ensure that the process of providing services is timely and transparent, and that services are of an acceptable standard. This in turn provides value-for-money, dissemination of information and the provision of public benefit (Sindane & Nambalirwa 2012:697).

In view of the above discussions, Frederick Taylor's principle remains relevant as organisations strive towards timely and better ways of doing work (see Nzewi 2013:18). As far as service delivery is concerned, the maintenance of an efficient system is critical to service delivery. A compliance approach is indicative of the more value laden social equity focused schools of Public Administration. An efficiency approach is critical for maximum productivity and timely performance. Work

procedures in South Africa act as a reference tool for compliance. There are serious challenges to efficiency in state processes, which ultimately result in poor, late or delayed delivery of services (Nzewi 2013 18).

For managers to successfully and sustainably provide for the needs of the public, a particular level of skill, capability and capacity is necessary. Officials are required to promote and implement innovative service delivery methods within a specified timeframe. Training is seen as one way of obtaining these skills. There are three ways in which improvements will be noticed, namely, improved managerial skills and timely decision making, efficient and effective problem solving, and leadership. A learning environment should be created that provides appropriate opportunities for public officials to improve their skills (Marais & Kroukamp 2005:125).

Backlogs in delivery and corruption share a link as people believe that their government will no longer keep its promise to deliver services within an agreed timeframe. State institutions have become paralysed by delays as a result of corruption activities. Some problems are specific to welfare, which many relate to the transformation of the public service as a whole. This diversion of funds and time perpetuates the inequalities in the distribution of resources, wealth and opportunity (Mafunisa 2007:268).

Most of the literature analysed point to delays in service delivery, which are linked to two main problems, namely, corruption on the one hand, and on the other, snaring (slow processes and procedures) caused by red tape, that is, compliance. It becomes evident that the delays that result from restrictive compliance do hamper efficiency, which is critical for maximum productivity and timely performance (Nzewi 2013:18).

Shortcomings that can be identified from the literature point to training, level of skill, capacity and the capability of obtaining and managing these managerial skills, which ensure timely decision making and problem solving (Marais & Kroukamp 2005:125).

2.6.6 Relationship with stakeholders

Customer relationship management models lend themselves to seamless operations as they seek to link logistics, manufacturing and accountability together. These relationships connect demands internally with operations, and demands externally

with client departments. Integrated customer relationship management helps institutions add value for their clients (Brynard & Fisher 2004:540).

Essentially, relationships with stakeholders are brought to the fore when things go wrong and service delivery falters, which is what has been pointed out within this study. In order to overcome these challenges with regard to service delivery, it is essential to seek out a model that integrates funding/management of resources, managerial accountability and leadership quality together with structure, in order to ensure adequate, efficient and effective service delivery (Khalil & Adelabu 2012:85).

Noted weaknesses that give rise to relationship challenges can be found in the management of technical challenges and in the limited capacity to provide services and adequate infrastructure development. Institutional reforms can only take place when funding, managerial accountability and leadership quality are integrated to bring about efficient, effective service delivery (Khalil & Adelabu 2012: 86).

The Limpopo Infrastructure Delivery Management System (IDMS) is based on best methods and the principle of role clarification. It spells out the roles and responsibilities of all infrastructure departments. The aim of the IDMS is to align the numerous service delivery systems between departments, with specific focus on the planning and delivery function of infrastructure, which is the Limpopo Department of Public Work's primary obligation (Infrastructure Delivery Management System 2012:10).

Customer relationship management has been considered one of the most important factors for institutional success. The institution of a customer satisfaction system is one of the most critical indices for ensuring an improvement in institutional performance. Customer satisfaction is the sense or attitude of a customer about products or services after consumption (Siadat & Sadr 2012:126).

After having reviewed the Limpopo Department of Public Work's current situation and its present working relationship with its stakeholders, it may be important to reflect on what could happen when stakeholder relationships are not finely tuned. Service delivery entails the activities of public officials who know exactly what citizens need, as they attempt to satisfy those needs. Assumptions about needs could lead to the satisfaction of assumed needs and consequential goal rejection (Sindane & Nambalirwa 2012:697).

Relationships with stakeholders are not only confined externally but also internally (Brynard & Fisher 2004:540). In analysing the previous sections the researcher believes that a cooperative public sector relationship could be captured by the following statement: "Two executive functions, aligning functions, which provide for one executive function to deliver services, to the benefit of the other executive function, which provides for an outcome, which is beneficial to both executives and which results in the provision of public value."

Should this situation manifest in government, silo management behaviour that is management behaviour where cross-functionality does not exist, would be something of the past. The management control measures required at ensuring service delivery are about management profile and the profile of management. It is about management controlling its service delivery. This should give rise to customer satisfaction, the planned outcome of the Department. Outputs that meet the Limpopo Department of Public Works' own and its clients' requirements means providing outputs, schools, clinics and other infrastructure, new or refurbishing and remedying mistakes and failures, and providing value-for-money deals at the heart of customer relationships.

2.7 Alternative delivery options

The Project Management Institute (PMI) (2008) states that portfolio managers should have well-developed business acumen that is aligned with the following activities:

- They are responsible for portfolio management processes.
- They receive performance information on component performance and progress.
- They must convey how the performances of various components are aligned with the strategic objectives of the institution.
- They have to provide recommendations or options for action.
- They have to understand how information is received and provided as part of the management process (PMI 2008:41).

Table 3 below details the various portfolio management activities and aligns them with management functions (Cloete 2006:86).

Table 3: Portfolio management activities

Generic conceptual	Generic delivery	Auxiliary	Instrumental	Line function
Portfolio management processing	Programme management planning, marketing and reporting	Acquiring, implementing and maintaining information systems. Newsletters and information dissemination.	Office provisions, working tools and other logistics, which include communication instruments and decision making	Building output: <ul style="list-style-type: none"> • Schools • Clinics • General government infrastructure • Library services
Reporting on outcomes to office bearers	Construction communication systems			
Preparing directives on financial affairs	Receiving performance information			
Setting standards	Ensuring outputs			

Source: (Cloete 2006:86)

Among all of these institutional dynamics, employee participation or participative management is ill-defined and loosely used in many organisations. There are two set decision processes that are normally undertaken, firstly, how participative the management process should be and secondly, how participative the design of decision making in the organisation should be (Anstey 2006:375).

Both processes have an unavoidable element for successful management. Participative management provides legitimacy in that it encapsulates high levels of relationship behaviour, according to the situational leadership model (Hersey & Blanchard 1976:27).

One of the most overlooked aspects of management is the engagement of people, also referred to as employee participation or employee engagement. A common cause of tension within organisations is the decision-making systems, the need for change and the design of a new organisation, which includes how to manage the consequences for people in the organisation (Anstey 2006:374).

Critical elements of debate are work procedures and service efficiency. From a scientific management point of view, employee engagement is seen in a slightly different context. In scrutinising the neutrality of a scientific management approach, Frederick Taylor tends to disavow the reality of social interactions and values, which form the crux of human interactions in any context (Nzewi 2013:10). This confirms the statement of Anstey (2006) earlier on employee participation and engagement that one of the most overlooked aspects of management is the engagement of people.

Elton Mayo discovered that personal interest in the workers resulted in the improvement of productivity, resulting in the expansion of the human factor, which includes change management strategies and the general realisation that functions of management cannot happen without engaging people (Stenzel & Stenzel 2003:8).

Managerial values and culture are not simply technical issues but call for a change of mental attitudes, which includes process aspects such as recruitment, training and professional development or careers “where there is an overlapping of the two universes” namely, values and culture (Farnham, Horton, Barlow & Hondegem 1996:167).

Denhardt (2011) elaborated on the point of view of Frank Goodnow (1900), it is appropriate to rethink the formal theory of separation of powers, and to align them with practice. In assigning the role of policy making, expressing the will to the Legislature and the Executive, as well as in the execution of that will, these actions frame the relationship of administration, politics and decision making (Denhardt 2011:46).

Ferreira *et al.* (2003) cite Schermerhorn (1999) who confirms various attributes of a manager, which include being a global strategist, a master of technology, a consummate politician and a leader/motivator who is able to attract highly motivated employees and inspire their enthusiasm by creating a high-performance climate where individuals and teams can do their best (Ferreira *et al.* 2003:366).

Government functions are usually classified as either line functions or staff functions. The work of an institution can be seen as a checkerboard, in which vertical programme subdivisions are interlaced with horizontal supporting activities. Line functions of government stretch from the general worker to the executive manager. These vertical lines describe command functions. The staffing or support function relates to the

horizontal levels, those of cross functionality, such as communication and programme interaction (Gildenhuis & Knipe 2006:49).

Managerial work procedures are divided into two approaches, namely, compliance and efficiency. On the one hand compliance, when used correctly, can be both a tool at ensuring compliance, as well as an instrument to be complied with. Efficiency on the other hand, is more singular in purpose in that it ensures that time, resources and effort are effectively managed when accomplishing a particular task. When efforts are made to balance these two, compliance is most often given priority over efficiency (Nzewi 2013:17).

Despite having different roots and serving different purposes, compliance is more critical to social equity, public value and therefore, public accountability. Efficiency is critical to maximum productivity and performance. In the South African public service, work procedures use compliance tools more than efficiency tools. There is a critical link between institutional policies and procedures and efficiency-based goals. Most noteworthy is that there are serious challenges to efficiency in state processes, which ultimately result in the poor delivery of services (Nzewi 2013:18).

In summary, the literature validates the functional skills of a manager, which includes well-developed business acumen and providing options for action. This includes how participative the management and decision-making process should be. These processes should display high levels of relationship behaviour, where people engagement is foremost.

What is required of managers in the form of choosing between alternative options is understood. However, this can only be undertaken when the work procedures are clearly understood. Despite continuing under the scientific management paradigm, change is critical, particularly in mental attitudes. There is also the acceptance of change in relationships, which is one of the attributes essential to a mature manager. Understanding the vertical and horizontal work-flow, activities command and support, will benefit the manager in dealing with the constant clash between compliance and efficiency.

Therefore, if management is making excessive use of consultants it is simply ignoring its main purpose and that is to ensure that management control measures in the

functional application of service delivery include a minimum standard for rendering a service.

2.8 Conclusion

The review examined two main issues, namely, service delivery functionality and management control, in terms of the minimum standard for rendering a service. The Limpopo Department of Public Works will be judged on its ability to deliver infrastructure relating to schools, clinics, hospitals and other infrastructure. In terms of the Limpopo Department of Public Works there are other aspects that need to be reviewed. The accounting officer for a department remains accountable and answerable to public reckoning, that is, scrutiny by the public accounts committee. Although effective management of employee performance has a positive link to service delivery, it appears that this element is not gainfully explored.

Management control measures have been scrutinised. It appears that the Limpopo Department of Public Works is in a transitional state, living without a cultural home. This means that the non-achievement of the Department in implementing an effective performance management system is part of the prevailing culture.

The disjoint between general managers and senior management is drawn into sharp focus, as it sets the Department up for failure, resulting in the loss of skills and experience. The position of technical professionals, as well as that of Generation X employees, emphasises the need for strong and decisive leadership.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This section deals with the research design and methodology that provides the basis for decision making and data collection on the management of service delivery in the Limpopo Department of Public Works. The section is laid out in a manner that allows the reader to understand the aim, objectives and research methods that were used during the research.

This section then moves on to the design and choice of rationale, of the common question concerning a choice of qualitative or quantitative option of methodology. The qualitative option is preferred in the case of this research. Further considerations pertaining to a qualitative methodological option of this research are elucidated.

Other elements of the research, such as the study area population and methods of sample selection and size, are provided. Data collection is critical, as it should reflect the reality if it is to solve some of the service delivery concerns and interrogate the management controls that either may or may not be applied.

After the interview technique and the compilation of the questionnaire the research looks at the validity of the methods used and the possible errors that could be encountered. Ethical considerations are also dealt with as these are important if the credibility and integrity of the research is to be determinable.

Finally, the chapter looks at the significance of the research and closes with a summary of the work undertaken.

3.2 Research methodology

It is important to select and use methods that are appropriate to the research goal. The use of either one of the two main methodological paradigms – qualitative or quantitative – should be decided on. Quantitative research seeks and explains, measures and applies statistical reality, whereas qualitative research methods look at in-depth descriptions and searches in an explorative method on an assumed reality (Webb & Auriacombe 2006:592).

The Xavier Library compiled a comparison that looks at criteria relating to qualitative and quantitative research methods. A comparison between qualitative and quantitative methods deals with their purpose, which include variables, data types, the role of the researcher, as well as the focus and the nature of the observation. The form of data collected in quantitative design is based on precise measurements using structured and validated data-collecting instruments. In qualitative methods, data such as open-ended responses, interviews, participant observation and field notes data are used (Johnson & Christensen 2008:34).

This research is concerned with exploring and discovering various descriptions using a wide angle lens into multiple realities. Quantitative research uses the word quality, which relates to the concept of being counted. Qualitative research, on the other hand, refers to the use of various questions, such as when, where, how many and how often. These are the methods of explanation that can be expected from this type of research. The numbers in terms of the population are relatively small and will be in the form of words, images and objects, not numbers and statistics. Therefore, a qualitative research method is employed in the research.

3.3 Research design

The research design can be viewed in terms of a cyclical process that begins with understanding the unanswered questions or the problem. It then moves on to provide a clear statement of the goals that the research has undertaken to achieve. This may then be subdivided into sub-problems. The meaning of the collected data is then interpreted, which leads to a resolution of the problem (Leedy & Ormrod 2010:7).

Research design usually consists of steps or guides that explain how the aim of the research will be reached. Guidelines are instructions or processes and procedures that should be followed in addressing the research problem. Research design consists of a clear statement of the research problem and plans, that allow for the gathering, processing and interpretation of the observations intended to provide answers to the research questions (Webb & Auriacombe 2006:589).

This research makes use of a design where the research problem is broken down into smaller parts, according to findings of authors, on the subject. This is undertaken in

line with the aim of achieving valid research results. It is important that the approach selected fits the research problem (Webb & Auriacombe 2006:601).

The problem statement of this research has been clearly articulated in Chapter 1. The smaller parts are detailed as sub-elements of the primary objectives of the research. Plans set out here in detail the ethnographic nature and terms of gathering, processing and interpretation of collected data. Considerations would be, firstly, whether the research demands clear articulated plans and secondly, whether the research is aligned with the research problem. Lastly, there are considerations on population and sampling.

3.4 Choice and rationale of design

When a research project is designed, it is often undertaken in a number of stages. This includes conceptualisation, defining terms, choosing the research methods and design and the use of questionnaires and/or interviews. Creating concrete measurement techniques on population size and sampling, as well as making decisions about what to research and why it is being studied, form part of the choice and rationale of design. There is also the collection of data, data processing, coding of answers on questionnaires, analysis and finally drawing conclusions (Webb & Auriacombe 2006:589).

Choosing a design means selecting the most appropriate methods or techniques to solve the objectives raised in the research. If the wrong choice is made it can be said to be inappropriate and even lead to unscientific or illogical work. It is advisable to look at two main options to start with, namely, does the research demand science-based disciplines, which can be expressed in numerical form or is the research ethnographic and historical, with a reliance on words and numbers (Anderson & Poole 2009:22).

There are similarities between qualitative and quantitative approaches to social research. Quantitative may be used mostly for testing theory but it can also be used to describe hypotheses. Qualitative research methods can in turn be used for testing hypotheses and theories but are most often used for theory generation (Hughes 2006:6).

Qualitative and quantitative research methods can also be used to complement each other. Where qualitative research helps in the provision of background information,

quantitative research helps in providing information that simplifies the choice of method. The quantitative method has two positive areas in that firstly, it assists with the structures of social life and secondly, it is driven by the researcher's concerns, the disposition of the researcher (Hughes 2006:6).

This research is aimed at enquiry, ethnography and historical perspectives. Questions relate to comparisons of management methods that lead to open-ended responses.

3.5 Qualitative and quantitative methodologies of choice

Quantitative research methods are derived using a natural science base, whereas qualitative research methods provide a perspective of the target audience members by being immersed within a culture through direct interaction with the people under study (Webb & Auriacombe 2006:592).

The research problem being considered is how does the Limpopo Department of Public Works undertake the management of its service delivery activities?

Considering the aforementioned, the research will use a qualitative method of research design. It will employ questionnaires in order to source its research material.

3.6 Research area

The research area is the Limpopo Department of Public Works, Limpopo Province of South Africa.

3.7 Population and sampling

The population of this research consists of all senior and middle management members of staff of the Limpopo Department of Public Works. The population consists of 167 officials as captured in the 2009/10 annual report (Limpopo Provincial Government 2010).

Abbreviations used in the table below:

- P&D: planning and design;
- P&FM: property and facilities management;
- CM: construction management;
- EPWP: expanded public works programme;

- SM: strategic management;
- Fin: finance;
- Corp Serv.: corporate services;
- Ex&HoD: executive support and head of department;
- SL: service level;
- V: vacant;
- N/A: not allocated or applicable;
- M: manager;
- P: professional.

Table 4: Management posts and service levels

Branch/chief directorate	Infrastructure operations					SM	Fin	Corp Serv.	EX&HoD
	P&D	P&FM	CM	EPWP	Districts				
Head of Department (1)	1 (SL 16)								
Senior general manager (1)	1 (SL 15) Vacant (V)				Not allocated (N/A)				
General manager (7)	1 (SL 14) V	1 (SL 14)	1 (SL 14)	1 (SL 14)	N/A	1 (SL 14)	1 (SL 14)	1 (SL 14)	N/A
Senior manager (31)	1 (SL 13) V	4 (SL 13)	3 (SL 13)	3 (SL 13)	5 (SL 13)	5 (SL 13)	4 (SL 13)	4 (SL 13)	2 (SL 13)
Senior professionals	6P (SL-13) V	2P (SL 12) V			5P (Grade B)				
Manager/ professionals	18P (SL 11-12) V	9 (SL 11-12)		3M (SL 11-12) +3P	5P (Grade A)	13 (SL 11-12)	9 (SL 11-12)	13 (SL 11-12)	2 (SL 11-12)
Deputy manager/ professionals	1 (SL 9-10) V	14 (SL 9-10)	1M (SL 9-10) V +32P	6 (SL 9-10)	27P (Grade C)	26 (SL 9-10)	26 (SL 9-10)	39 (SL 9-10)	

(Limpopo Provincial Government 2010)

The 2010/11 annual report provides a detailed breakdown of the staff by gender, disability and ethnic origin. Random samples of staff will be taken from various sub-directorates in order to obtain representative samples of staff from the Department (Limpopo Provincial Government 2011).

This case study will make use of simple sampling and a qualitative method of data collection. The study makes use of questionnaires and assesses the responses against the factual evidence of documents available from the Limpopo Department of Public Works. The qualitative analysis will be by means of individual questionnaires, with the HOD, general managers and other senior management staff. All middle managers, administrative and clerical staff will be requested to complete and return questionnaires.

The sample size will consist of all top and senior management plus a selection of two middle management officials from each of the five district offices, as demonstrated by the table above.

- The head of department. Number 1 of 1
- Senior general manager 0 of 1
- All general managers. Number 5 of 7
- All senior managers of the Department. Number 20 of 31
- Middle managers from districts. Number 10
- Total sample size amounted to 36.

This sample size of 36 represents 21.6% of the population.

3.8 Methods of data collection and instruments

Providing a sample is similar to leaving an audit trail. Data collection needs to provide a clear and specific explanation of how data collection was undertaken, how themes and categories are derived and reasons for the decisions (Creswell *et al.* 2007:34).

Sampling methods are viewed in terms of four options: simple random sampling, systematic sampling, stratified sampling and cluster sampling. The most appropriate sampling method depends on the nature of the research problem and the availability of resources time and the character of the population (Creswell *et al.* 2007:172).

In addition, as part of the qualitative data collection, questionnaires will be used to obtain feedback from senior officials. Individual interviews will not be undertaken.

3.9 Data analysis and presentation

Lines can be drawn in terms of the three lenses initiative of Hitchcock and Hughes (1997) as elaborated by Cohen, Manion and Morrison (2000:3). These lenses allow the author to articulate personal preferences from those chosen to achieve the objectives of the assignment. Therefore, this research is divided into sections. A number of distinctive focal areas and material are provided.

The Robert Wood Johnson Foundation (2010) details various criteria for good research. Their emphasis is on validity, reliability and generalisability. As far as quality is concerned, it is important that data verification take place. The credibility of the envisaged recommendations must be ensured.

As this research determines, it may be sufficient to use a deductive data analysis strategy. However, due to the phased approach of the research, not all of the data will be treated in the same manner. Some deductive data collection may only be suitable to use in dealing with the multiple reality comparisons envisaged in the research.

3.10 The questionnaire

Good questionnaires are an integral part of any research. A questionnaire should be constructed in such a way as to avoid confusion and ensure that fluency flows through it. Keeping the respondents' viewpoint in mind helps to provide questions which are clear, relevant and meaningful. Question writing is more of an art than a science.

Choosing the appropriate form of question is essential if one is to solicit valued answers, as some questions can be seen as statements. The use of a questionnaire is to solicit information appropriate for analysis. There are various types of questions such as closed-ended questions, open-ended questions, leading questions and contingency questions (Babbie 2007:252).

No matter how carefully questions are constructed, errors do occur. Questions therefore need to be pretested. Pretesting, asking random people, people not related to the research, guards against obvious errors. Filling in the questionnaire is one of

the best ways in which errors are revealed. There are volumes written on the construction and style of posing questions. It is also advisable to post data processing instructions on the questionnaire itself (Babbie 2007:257). Questions were reviewed/pretested by two people, an independent public official, who does not reside within the Limpopo Department of Public Works, and a member of the public (clinical psychologist) with no links to government.

Research into service delivery and into the aspect of management control measures should be carefully developed. The subject deals with a sensitive topic as the Limpopo Department of Public Works has been placed under section 100 1(b) of the Constitution 1996.

On reviewing various literature, it becomes evident that locating the collection of data at the correct level entails numerous and very complex human considerations. Variables are operationalised as the questions are asked. The research questionnaire is attached as Annexure A.

3.11 Difficulties encountered

Data collection leads to measuring attitudes and orientations of population groups. Criticism often focuses on the data collector and the methods of collection employed (Babbie 2007:244).

There is an enormous range of considerations that need to be made when formulating a questionnaire or preparing an interview. Respondents must be willing to answer, they must be competent to answer, questions should be relevant and biased items should be avoided (Babbie 2007:250).

One of the issues, which was raised within section 3.10 is the administrative action, that is, Section 100 (1)(b) of the Constitution of the Republic of South Africa. It is projected that questions relating to management and service delivery have been heightened by administrative action. During the data collection, cooperation and responses from employees may be undertaken in a restricted environment.

3.12 Summary

In view of the topic that is being studied it is important that the research methodology and design are done in a way that adds meaning to the content of the research. It is

also important that various considerations that have been made, the rationale behind the decision making, are appropriately put forward.

Through this chapter of the study, the researcher has endeavoured to capture limiting issues that need to be considered. Furthermore the possibility of error has been highlighted so that errors of either the individual or the group can be reduced as far as possible.

CHAPTER 4: DATA ANALYSIS AND RESEARCH FINDINGS

4.1 Introduction

This section deals with the data that has been collected following from the research design and methodology of Chapter 3. Questionnaires were developed and distributed to all the respondents. Information is analysed against observations and various departmental documents.

The questionnaire was divided into four sections, each of which will be discussed in relation to the data collected. The questionnaire was focused on investigating the problem statement, how the Limpopo Department of Public Works undertakes the management of its service delivery (see Annexure A for the questions).

This research therefore seeks to analyse the management of service delivery, in the Limpopo Department of Public Works and also the context of its leadership role. The research firstly analyses how service delivery functionality provides a minimum standard for rendering a service. Secondly, a determination of management control measures in the functional application of service delivery is made.

4.2 Findings and analysis of the questionnaire results

The questionnaire is made up of twenty-two questions, which are divided into four sections, namely, personal data, the management of service delivery, service delivery functionality and management controls. The target staff who participated in the survey are the head of department, all general and senior managers and some district managers.

The entire target was not reached due to the fact that not all posts identified in the current organogram have been filled. In addition, some of the officials who were handed questionnaires did not return them. Out of a sample size of thirty-six (36), only twenty-eight (28) officials could be identified and were provided with the research questions. A total of twelve (12) officials responded, which is equivalent to forty-two point nine percent (42.9%) of the final sample.

One response received was not completed or named in terms of the criteria requested in the questionnaire.

The precautionary statement concerning the anticipated or guaranteed cooperation of staff members has been noted and considered in line with the responses received to the questions. The researcher comments as follow: The results of questionnaires may be affected due to their incompleteness. Only two (2) members of the executive management responded to the questionnaire, only one returned a completed questionnaire.

4.3 Management of service delivery

The responses to the questionnaire have been grouped into the main divisions as described by the questions. These sections are as follows:

- Management of service delivery
- Service delivery functionality
- Management control measures.

Responses to the questions are analysed in line with the above three sections.

4.3.1 The definition of service delivery by respondents

The questionnaire asked participants to define service delivery as applied and implemented by the Limpopo Department of Public Works. One respondent replied that service delivery should improve the lives of the people. Three respondents said that it is the ability of the Department to render services in terms of its mandate.

A general manager said that service delivery as applied and implemented by the Department is its ability to meet user-departments' needs for accommodation. The response by the general manager points to his intimate knowledge of his own deliverables, which are but one element of delivery.

A senior manager connected to corporate services stated that service delivery is ensuring that work for clients is efficient and effective and that the Department should service the clients in time. Another senior manager gave responses indicating that he is more concerned with the health delivery of citizens than what should be applied and implemented by the Department in terms of its vision and mission.

From the responses it is evident that there is no common understanding of service delivery. However, one senior manager did capture the two elements of service delivery as applied by the Department by stating that it is "the provision of physical

infrastructure such as schools and hospitals (clinics) for the purposes of service delivery".

This statement shows that the respondent understands that the Limpopo Department of Public Works does not deliver services to the public but to client departments whose service delivery is intimately linked to the provision of services. The statement is also in line with the definition of service delivery as defined in Chapter 1 of this study (section 1.5).

4.3.2 Level of understanding of the management of service delivery

Respondents were asked to describe their level of understanding of the management of service delivery in the Limpopo Department of Public Works and to explain their answer. This question, although requesting a qualifying response, did not provide a measurable scale to guide respondents. Most respondents provided an explanation but did not qualify the level of their understanding.

One respondent said "good" and backed up the answer by stating that all the services of the Department should be aimed at achieving its mandate, the provision of infrastructure. Another respondent said "moderate to poor" and backed up this position with the following explanation, namely, that the management of service delivery needs a strong monitoring team, within units and as a unit. This was finalised by stating that the Department is understaffed.

It is interesting to note that one of the respondents answered the question by making a statement, "people-orientated management". Although this statement could be meaningful, it appears to be rather unconnected to either the vision or the mission of the Department. Secondly, it does not address the controlling actions found in an institution and in managers who take responsibility for a system. The statement seems to assume that the Department's management is people-orientated. It may also be considered from a political point of view where it does not relate directly to the activities of the Department.

It can be concluded that most employees have a shallow understanding of the management of service delivery. These employees do not fully understand the management of service delivery in the Department.

4.3.3 Supervisors' understanding of the management of service delivery

Respondents were asked if they thought their supervisor had a good understanding of the management of service delivery. Eight (8) of the respondents agree that their supervisor has a good understanding of the management of service delivery. One (1) respondent does not think the supervisor understands integrated processes. One (1) respondent qualifies the answer by stating that realisation of the departmental vision is lacking.

Three of the responses provide qualifications that indicate their views concerning the action of their supervisor and not the understanding of service delivery management by the supervisor. They assume issues such as the supervisor ensures that whatever is requested is addressed, plans are validated, and the supervisor has the capacity and experience.

One response also criticises the supervisor by stating that he lacks people skills, which often results in a lack of cohesion. Another response indicates that the problems lie with the processes and systems that are in place. This response refers to management tools by stating that there are clear targets and that there are processes to ensure targets are met, which are discussed at planned meetings.

This response shows the understanding of the respondent, as well as the actions of the manager. It also deals directly with the controlling actions which should be found in managers and in the systems they approve.

4.3.4 Employees' understanding of the management of service delivery

Respondents were asked if there's a general understanding by employees at all levels of the management of service delivery in the Limpopo Department of Public Works. There were three positive responses. Only one official qualified his/her response. The qualification does not refer to the level of understanding but it confirms the investment that has been made towards human capital development. Two of the respondents provided explanations. One highlighted that the problem is with communication, which leads to confusion. The other response stated that departmental moral is an inhibiting factor and there is a distinct lack of belonging within the Department.

Respondents felt that there is no general understanding of the management of service delivery by departmental employees. Qualifications by respondents ranged from

officials only looking at their own area of work to the failure of the performance management and development system (PMDS).

These responses only confirm the findings derived from the previous two questions, namely, that the management of service delivery is not well understood within the Department. Secondly, this lack of understanding extends from individuals to the team, and at an institutional level. It is worth noting that some of the respondents do find the action of their supervisor to be motivating, providing and enabling, which shows the leading role of a manager.

4.3.5 Improvements in understanding the management of service delivery

This question to respondents asked what they thought should be done to improve the understanding of the management of service delivery in their branch and/or programme. One respondent made a comprehensive submission by suggesting that soft issues such as employee benefits need to be addressed; secondly, that team-building should be undertaken, as well as a drive to eliminate the fear of victimisation from employees. The submission concludes by stating that leading by example and inculcating the spirit of *Ubuntu* and professionalism into management should also be considered.

Another set of suggestions came from an official under corporate services who stated that there is a need for an objective implementation of the PMDS; secondly that performance measures need to be discussed in unit meetings, and lastly that there is a need for the promotion of unit meetings. One official stated that there is a need for officials to be inducted into the civil service.

Further, this question solicited suggestions such as continuous training, as well as continuous research and development towards innovative methods to improve service delivery. A final submission states that through the appointment of the right people with the right skills, quick decisions should become available, which will impact on service delivery.

From the responses it appears that there is a good understanding of the improvements that can be considered and made in managing service delivery. However, this observation is made on the background of some uncertainty on the management of service delivery.

4.4 Service delivery functionality

There are six aspects to service delivery functionality that were asked of respondents and they are as follows: The level of service delivery functionality; what influences there may be in terms of service delivery adjustments; the question concerning the support that is rendered in terms of service delivery; and the skills that have an impact on service delivery. Finally the minimum requirements for service delivery were further questioned in this discussion as highlighted below.

4.4.1 Level of service delivery functionality

The respondents were asked whether they would attribute as poor or good the level of functionality of service delivery in the Department in the past three years (April 2009 to March 2013). All of the respondents confirmed that the level of service delivery functionality over the past three financial years has deteriorated and now stands at poor.

One respondent stated that it can be attributed to an unwillingness of the workforce to change their attitude. It is further interesting to note that the reasoning provided is attributed to a lack of commitment, a poor team approach to problem solving, which in effect points to a lack of motivation and ineffective management leadership.

Another respondent used the auditor general's report as a base in advising that the level of functional service delivery is poor. It was also stated by another that the slow rate of service delivery was affecting the service delivery of schools, clinics and hospitals, and further that shoddy workmanship is due to ineffective project management and supply-chain processes.

It is noteworthy that despite the majority of respondents agreeing that the functionality of service delivery in the Department had declined over the past three years, there was only one response that brushed on the institution's capability or capacity to serve its purpose.

4.4.2 Does service delivery functionality improve service delivery?

Respondents were asked to state if service delivery functionality contributes to the improvement of service delivery in the Limpopo Department of Public Works, and why. The responses to the questionnaire were generally in agreement with the statement.

Functionality provides priorities and it also focuses on issues that count. For example, if systems were working well, functioning, then service delivery backlogs would be minimised.

There are two responses which highlight contrary views. The first one is in the affirmative while the second one is in the negative, each qualifying their responses. The first approved of the postulation and stated that functionality contributes to improvement, as it is crucial to implement service delivery improvement. Secondly, management should be monitored and evaluated on a continuous basis. Finally, management should be reviewed to accommodate innovative methods.

The negative response offers the following justifications. It states that service delivery improvement is not seen as a departmental document but is relegated to the directorate service delivery improvement. Approvals are always late and the implementation of initiatives is most often ignored by programme managers.

The last two responses, although not agreeing, together provide the justification behind a service delivery improvement programme. Their response includes warnings of implementation challenges and the accommodation of innovative methods that can be monitored and evaluated.

This conclusion agrees with one of the respondents who states that functionality will lead to improvement if all systems are in place and if everyone knows their roles within the Department.

4.4.3 Service support to service delivery

The question that was posed to respondents is whether the Department renders enough service support to ensure effective functionality of service delivery by the Department and if yes, how so? Answers from respondents show that the majority of the support services do not render enough service support. Supply chain management (SCM), and human resource management (HRM) are singled out as not performing their support functions adequately.

Responses in support of service support justify their claim by stating that there is a lack of resources and that the communication level between core and support

directorates is failing. Another response states that the support is there, but initiatives are not considered.

One respondent supporting service support goes into detail on many problems, from the availability of resources to human, physical and finance, to poor leadership and poor people-management skills and human relations. Most of these problems reflect the presence of silos, and separate management layers, which gives the impression of a sense of disorganisation and the inability of management to communicate coherently within itself and with its staff.

This portrayed perception shows a separation between functional and dormant management layers. Twenty-two percent of the targeted respondents' posts were vacant. The organogram provides for thirty-six (36) posts but only twenty-eight (28) filled posts could be used as respondents for this research.

4.4.4 Infrastructure operations skills

Respondents were asked if they believe that officials attached to the infrastructure operations branch have the necessary skills and capacity to provide the minimum standard for functional service delivery. For example, this question was revised in view that this branch is expected to provide the minimum functional standards required for service delivery.

The majority of the respondents believe that the officials within the branch infrastructure operations possess the required skills and capacity. However, most respondents point to the vacancy rate and the alignment of skills to job description as problem areas. One respondent further argues that there is a lack of commitment among this group of officials.

One respondent points to the fact that the majority of the officials within the branch are not registered. There is also a point made that certain officials cannot actually apply their learned competencies in the work environment and to work assignments. Another reply states that most of the work of the Department is outsourced therefore efforts of those officials to take over responsibility and accountability for the work is not clearly evident.

Other respondents reflect on similar elements where they state that the skills are inadequate when considering the Infrastructure delivery management system (IDMS). These respondents state that capacity challenges, shoddy work and the lack of contract management skills, which are all elements detailed and addressed within the infrastructure delivery management system (IDMS), and which are being compromised, often lead to poor performance, poor quality and delayed service deliveries.

It can therefore be concluded that the skills of officials within the branch of infrastructure operations, together with the vacancy rate, are below the minimum threshold thus leading to the ineffective and inefficient delivery of services.

4.4.5 Minimum requirement for service delivery

Respondents were asked if the minimum requirement for service delivery is an important criterion to assess service delivery. Most of the respondents focused their submissions on the availability of well-trained and competent personnel with relevant skills, resources, objectivity and commitment.

Another set of requirements includes management tools. They include strategic planning, target setting, induction courses and information on how national and provincial departments are operated. Considering that the management of service delivery requires coordinated action by managers and an institution. There are also systems and relevant skills that can be developed through training. These elements were excluded from replies. One of the most important elements in managing service delivery is teamwork. This element was not picked up in any of the responses.

4.4.6 Improvements to the minimum level of service delivery

In closing, regarding questions on service delivery, respondents were asked what they would recommend the Department do to improve its minimum level of service delivery functionality.

This question provided numerous suggestions, which are listed within three major categories below.

- **Human resource improvements**

- Provide resources (human and financial): The pressure of work, number of officials able to undertake tasks and their financial support in equipment and travelling.
- Recruit skilled and competent personnel: There is a shortage of technically qualified and experienced staff.
- Employ and promote qualified and skilled staff: There is a shortage of technically qualified and experienced staff as well as career path opportunities.
- Standards for employment quality: These should be reviewed and link with performance management and development system (PMDS).
- Functional structure: The Department's structure does not speak to its service delivery objectives.
- Manage and remunerate the performance management and development system properly: Performance bonuses are paid across the board and not only awarded to deserving and qualifying officials.

- **Effective control measures**

- Good infrastructure management: Best practice and effective infrastructure delivery methods and processes.
- Better project management: Project management practice within the Department is not promoted or incentivised.
- Good financial management: Best practice and effective financial controls and reporting are not practised.
- Improve procurement processes: Supply chain is a concern, the mix between construction and goods and services procurement is not clearly articulated. Programmes and projects stall once they reach the supply chain.
- Effective risk management: The level of risk management is confined to departmental issues and not issues within the core service delivery element.
- Better communication: Programmes and scheduling of meetings and departmental activities rely on effective communication channels.
- Quality management: Quality is only managed at departmental level and project quality and oversight is not effectively managed.

- Monitoring: Monitoring is done at departmental level, it does not focus on specific service delivery issues or researched core service delivery criteria.

- **Change management**

- Clear direction and vision
- Encourage innovation and creativity.

4.5 Management control measures

Six relationships features of management control measures and service delivery were researched. The contribution of control measures to service delivery was further explored. This was followed up with challenges in implementing control measures. The research then questioned how underperformance in terms of service delivery was being managed.

The questioning then looked into internal features such as how branches or programmes managed challenges posed by management control measures. These internal questions then explored the type of reward system that was undertaken for implementing functional control measures. Finally, a dual headed question was asked: how should the Department deal with the challenges of poor service delivery from the view of management control measures? The details of answers are provided below.

4.5.1 Management control measures and service delivery

Under the management control measures section, respondents were asked whether management control measures contribute to improved service delivery, and if so, how.

Those who agreed stated the following

Management control measures are a management function; management control measures are objectively managed performance management and development system; management control measures are required, otherwise people operate in fear; management control measures should be from unit level upwards, management control measures motivate performance; management control measures contribute to service delivery if informed by objectives, management control measures ensure timely implementation; management control measures ensure quality and management control measures contribute to service delivery if properly managed.

Those who disagreed stated the following

Management control measures do not contribute to service delivery, there are challenges with implementation; management control measures contribute to service delivery as internal control measures assessed by the auditor general and auditors are weak or inadequate, and management control measures contribute to service delivery as there is no people segregation, and thus duty fails.

4.5.2 Challenges facing management

In response to questions on challenges facing management in implementing management control measures in the Department, the following sixteen perspectives were received:

Apathy: the indifference and lack of interest of officials. Conflict between legislation and policies: a lack of clarification of roles and responsibilities. The role of the labour movement: a labour movement which does not understand its role and functions.

Honesty and loyalty: this may explain the apathy among officials. It also emphasises the need for transparency. Officials are self-centred: officials who favour their own interest above that of the post or office. Failure to tackle weaknesses honestly: this shows a lack of critical engagement and service delivery critique.

Procurement: this is systemic and functional, showing weaknesses in role clarification and the understanding of processes and procedures. High vacancy rate (affects segregation of duties): points to dysfunctional human resource management or a weakness with policies and procedures. Supervision by management: the lack of hands-on management points to institutional capacity and the experience of officials. There could be other elements such as political appointments.

Overworked staff, understaffing: consequences of a high vacancy rate aligned with retention and recruitment problems. Communication breakdown: weaknesses in policy or ineffective implementation plans on communication. Environment not knowledge-based: without qualified, experienced, registered and skilled professionals interacting on their specific disciplines knowledge development is shallow and not conducive to a learning environment.

No creativity and innovation allowed: this aspect reflects a restricted climate of control rather than order. Officials not knowing their own role, task definition: weaknesses

within human resource are reflected; poor or non-existent job descriptions. No differentiation between strategic and functional levels: managers who stoop to operational level when they are expected to provide strategic leadership and management support to operational activities. Lack of focus: weak, non-existent or poorly designed job descriptions and poor leadership by management.

4.5.3 Management of under-performance in service delivery

Respondents were asked their opinion as to whether under performance of service delivery is well managed in their branch or programme. Responses received fall into two main categories, those who agree and those who do not. There were two responses that did not answer the question but provided a statement in response.

Those who agreed referred to the following

Regular review meetings, working on stipulated time schedules and clear policies, processes and systems. It is interesting to note that although most of these respondents said yes, they did not in fact answer the question. Although they provide an explanation it says what is in place, as opposed to if under-performance is well managed. One respondent answered in the affirmative but lamented that corrective measures or interventions were not well implemented.

Those who disagreed raised the following concerns

There are no meetings, performance should be part of programme meetings. There is a lack of skilled competent personnel, staff shortage, the lack of ongoing training and development and the lack of innovation.

The final two responses are worth noting as they do explain a particular perspective. One of the respondents highlighted the following: "There are some gaps in key areas and we end up extinguishing fires instead of operating in terms of plans." Another respondent stated that, "The branch is trying through reports, monthly meeting, but solving problems in the Department is not easy and quick."

4.5.4 Challenges of management control measures

In understanding the challenges relating to control measures respondents were asked how their branch or programme and/or the Department manages the challenges posed by management control measures, and if they think management control measures

are fair. There was no clear distinction between those agreeing that they exist and those who emphasise that they are unfair or do not exist.

Based on responses that perspective management control measures is unfair, it became clear that there is a fear that officials will be charged for every small mistake. Officials receive disciplinary letters and this is killing the moral of employees. It was indicated by respondents that at times control measures are just for compliance and this becomes very unfair. This perspective shows that although control measures are in place, the manner in which they are handled could be threatening to junior officials. Another negative response from a general manager states that management control measures are unfair because they presume that there are adequate resources.

Most of the positive responses come from respondents from corporate services. One respondent linked to executive support states that they are the custodians of logistics in their unit, and it is in their interest to ensure that all control measures are in place and complied with. Another response states that management control measures are dealt with during management meetings. Another states that they (the unit) share and move resources temporarily to where they are needed. It was also emphasised that there are committees in place in the strategic planning section, who deal with the monitoring, evaluation and performance challenges.

A most noteworthy response from corporate services states the following; “We discuss all control measures we want to put in place. All members are allowed to critique. We pilot them for a period, lending support where there is transgression and finally agree that we all follow and implement measures put in place. We also review if they do not work at some point and then revise.”

4.5.5 Improving the rewards for implementing functional control measures

Recipients were asked what they thought could be undertaken (incentive-based) to improve the rewards for implementing functional control measures. It is interesting to note that there are three main categories of response: firstly, the need for more resources, secondly, the training and appreciation for the work done, thirdly, the recognition for good work. However, a reward system is not practised within the Limpopo Department of Public Works. Responses are framed in such a manner that

they emphasise the fact that recognition and appreciation should be there and not necessarily financial reward.

The performance management development system (PMDS) is also singled out for correct implementation. The issue that is highlighted is captured by this submission that providing a conducive and empowering work environment is a basic requirement to improve public service delivery. Supervisors/managers seldom motivate their supervisee.

Some of the responses show the level of anger within the Department regarding performance indicators in that control measures should be regarded as key performance indicators and need to be incorporated in the performance instruments/agreements for the management. As such, non-implementation of control measures should be a punishable offence. The above response demonstrates the fact that this issue is not well managed and that officials often exhibit an angry attitude for its lack of implementation.

4.5.6 Challenges of poor service delivery

Finally, officials were asked the following question: How do they think their Department should deal with the challenges of poor service delivery, especially when it comes to the management control measures? One respondent summed it up in the following manner: “Management should be held accountable for their contribution towards poor and inadequate service delivery, without fear or favour.”

Numerous suggestions were forthcoming. The following shows the level of enthusiasm in the Department towards finding a permanent solution to the challenges of poor service delivery:

Management must be held accountable, disciplinary hearings should be instituted for under-performance, measures need to be known and understood by all affected and the continuous monitoring of implementation of these measures

Reviews need to be conducted (evaluated) with all affected to improve where the measures are lacking, the need to manage performance by setting clear specific targets. And to implement policy on performance management development system,

finally there is a need to manage performance through development programmes and discipline.

The level of exasperation among officials is possibly spelt out in the fact that changing the landscape to get positive results, instead of praying for it to happen, should be an important consideration by the management cadre.

It is evident that there is a sense of desperation over poor service delivery by the Department. It is also rewarding to observe the high level of interest shown by officials in finding solutions. It is a concern, however, that this enthusiasm is not given the space or opportunity in which to effectively function.

4.6 Additional issues

In addition to the questions, respondents were asked if they had any additional issues relating to service delivery functionality or management control measures that they would like to raise.

Respondents took the time to respond with the following suggestions:

The Department should embrace good corporate governance through direction and leadership, risk management and control and accountability and reporting. There is a need to develop collective action plans and implement them for results. To develop preventative action plans and implement them. As well as to incorporate the above in a procedure manual and to give support to these initiatives.

Management control measures should not be about punishing but about encouraging towards improved service delivery and finally management control measures must be developmental.

The final word comes from the senior manager in executive support, who stated that the Limpopo Department of Public Works should employ relevant senior management and give them adequate resources with which to implement service delivery.

4.7 Findings from the documentary analysis

Although The Limpopo Department of Public Works has detailed many elaborate plans each financial year since 2009, many of these plans, such as the strategic plans, annual performance plans, quality improvement plans, and service delivery

improvement plans have not been implemented. Some of the more useful programmes, management tools, that is, control systems, have closed down. The service delivery improvement programme (SDIP), the occupational health and safety programme (OHS) at project level and the performance management system (PMS) do not function. The failure of these tools and control measures to deliver on their stated objectives has contributed to the failed state of service delivery by the Limpopo Department of Public Works.

Although the recruitment of staff is a stated priority, only one new member of staff has joined the core programme over the past four years. The planning and design unit remains totally vacant. It is noted that planning is a crucial and significant management function.

The table below provides information on all available documentation relating to the Limpopo Department of Public Works plans and reporting. Four public sources were researched in order to find the documentation. The Internet, via various search engines. The Limpopo Department of Public Works Library. The Limpopo Department of Public Works, Internet web page and The Limpopo Department of Public Works intranet.

Gaps in table 5 below, indicate that no documentation could be acquired for that particular financial year.

Table 5: Annual documentary analysis

(The list above has been compiled from documents collected by the researcher,

Year	Strategic plans	APP	Annual report	Budget speech	Citizens' report	Service standards	Service delivery charter
2007	Strategic plan 2007	Annual performance plan 2007/2008	Annual report 2007/08		Citizens' report 2007/08		
2008		Annual performance plan 2008/2009	Annual report 2008/09		Citizens' report 2008/09		Service delivery charter 2008/09
2009		Annual performance plan 2009-2010	Annual report 2009/10	Budget speech 2009/10		Service standards 2009/10	SDIP 2009 - 2012
2010	Strategic plan 2010/2011 - 2014/2015	Annual performance plan 2010-2011	Annual report 2010/2011	Budget speech 2010/11	Citizens' report 2010/11	Service standards 2010/11	
2011		Annual performance plan 2011-2012	Public works annual report 2011-2012	Budget speech 2011/12		Core service standards 2011	
2012		Annual performance plan 2010/11-2012/13	Public works annual report 2012-2013		Citizens' report 2012/13	Core service standards 2012/2013	
2013		Annual performance plan 2013/2014 Customised performance indicators 2013/14		Budget speech 2013/14		Service standards 2013/2014	Service delivery charter 2013/2015
2014		Customised performance indicators 2014/15					

reviewed on the web site and found in the Limpopo Department of Public Works library 2013.)

4.7.1 Financial year 2009/10

Annual performance plan

During the period 2009-2010, the Limpopo Department of Public Works' annual performance plan (APP) provided strategic goals. Certain of these goals are aligned with the research question. For example, there were six strategic goals. However only four are relevant and can be aligned with the three focal areas of this research, namely: development of management skills, service delivery by the Limpopo Department of Public Works and management in service delivery

The following table aligns the three focal areas of this research and the relationship between the APP and the strategic goals, objectives and priorities of the Department.

Table 6: Strategic overview 2009/10

	Development of management skills	Service delivery by the Limpopo Department of Public Works	Management in service delivery
Strategic goals	<ul style="list-style-type: none"> • Promotion of Broad Based Black Economic Empowerment • Implementation of human resource management programme • Improving the capacity and efficacy of the Department to deliver services 	<ul style="list-style-type: none"> • Massive programme to build social and economic infrastructure 	<ul style="list-style-type: none"> • Efficient management of immovable properties utilised for government service delivery • Optimum financial management • Implementation of occupational health and safety programme • Optimum utilisation of resources.
Objectives	<ul style="list-style-type: none"> • Implementation of human resource 	<ul style="list-style-type: none"> • The implementation of service 	<ul style="list-style-type: none"> • Implementation of occupational health

	Development of management skills	Service delivery by the Limpopo Department of Public Works	Management in service delivery
	management programme <ul style="list-style-type: none"> • The enhancement and strengthening of internal and external communication 	delivery improvement programme	and safety programme <ul style="list-style-type: none"> • Implementation of effective, efficient and transparent systems of financial management, risk management and internal control
Priorities	<ul style="list-style-type: none"> • Recruitment of staff • Improve the implementation of the performance management system • Improve work efficiency 	<ul style="list-style-type: none"> • Implementation of the service delivery improvement programme • Implementation of <i>Batho Pele</i> 	<ul style="list-style-type: none"> • Alignment of the organisational structure to the monitoring and evaluation of departmental performance • Implementation of the communication strategy

(Limpopo Department of Public Works 2009:11)

The strategic human resource management and corporate services programmes were responsible for the attraction and provision of competent human resources, the human resource development performance management system and the employee assistance programme, as well as for the provision of management and administrative support functions *inter alia* including facilities and fleet management (Limpopo Department of Public Works 2009:17).

Constraints to planned programmes and projects effecting service delivery were identified as; delays in the finalisation of the organisational structure and its alignment

with the strategic plan and operational plan of the Limpopo Department of Public Works and challenges in attracting scarce skills.

The following action was to be taken to address the constraints: The development of a training programme linked to personal development plans, attention to capacity gaps in senior and middle management. The use of innovative ways of attracting scarce skills and learnership and internship programmes with bursaries were undertaken.

Planned quality improvement measures to be taken include the following: Turn-around time in filling of posts, innovative approaches in attracting and retaining scarce skills, improved service delivery, internal and external, by ensuring fast and accurate payment of services rendered and improved management of cleaning and supervisory services.

There was another sub-programme that dealt with the service delivery improvement programme (SDIP), which was located within programme one (1), administration. The objective of the SDI) sub-programme is to improve the capacity and efficacy of the Department to deliver services (Limpopo Department of Public Works 2009:36).

The programme objectives were: To implement service delivery improvement programmes and special programmes.

The priorities of this programme were: The implementation of the service delivery improvement programme, the implementation of special programmes and training of management on the *Batho Pele* change management engagement programme.

Description of planned quality improvement measures:

The *Batho Pele* change management engagement programme was to be repeated for the whole Department in 2009. Departmental service standards were also to be reviewed. In addition, the implementation of special programmes needs was to be fast tracked to meet national imperatives (Limpopo Department of Public Works 2009:36).

It is noted that in addition to the APP the Department introduced service standards during the 2009/2010 financial year.

Service standards

The strategic goals of the service standards for 2009/10 focused on the following research-related topics:

Massive programme to build social and economic infrastructure, strengthening the skills and human resource base, pursuing African advancement and enhanced international cooperation, to implement all projects in the infrastructure programme implementation plan within the 2009/10 financial year, to ensure that the administration is people-orientated and to strive for equitable representation of the people of the province in the administration (Limpopo Department of Public Works 2010:2). Service standards should be reviewed against citizens' reports.

Citizens' report

The citizens' report 2008/09 details some of the achievements against targets that were set. The Limpopo Department of Public Works identified its most important factors, which include the following: A budget with ninety-five percent (95%) of the allocated budget spent, three percent (3%) below the previous year. The continued support for internal and external bursary holders, focused on scarce skills training. To support for the infrastructure delivery improvement programme to ensure improved delivery of infrastructure projects. The Limpopo Department of Public Works also stated that it employed three thousand four hundred and fifty-six (3 456) staff (Limpopo Department of Public Works 2010:2).

The Limpopo Department of Public Works reported that it employed 3 456 staff down from the previous financial year of 3 896.

Budget speech

The budget speech of the member of the executive committee (MEC) committed the Limpopo Department of Public Works to strengthening its skills base and sustainable resource management and use. A new model for infrastructure delivery focusing on programme and project management was given special attention.

The MEC also indicated the development of a turnaround strategy specifically to deal with the completion of projects, particularly the two hundred outstanding open files. It was also mentioned that drastic steps would be taken against those who transgressed contractual and ethical obligations.

It was further stated that a capacitation plan had been developed to ensure the professionalisation of departmental staff in particular. Lastly, it was emphasised that the Department would continue its efforts to strengthen institutional and operational

efficiency by improving management systems, structures and processes in service delivery (Limpopo Department of Public Works 2010:5-10).

Annual report

There was a high turnover of staff at executive level, both the member of the executive council and the head of department changed three times during 2009 to 2010. Certain inconsistencies have been noted. The overview of the annual report (2008/09) by the accounting officer, and the foreword by the head of department of the citizens' report (2008/09) do not differ as they are exact, word for word. However, within the annual report (2008/09), part two deals with programme performance. Among its measurable objectives, improved service delivery and good corporate governance have been highlighted. Some of the notable achievements are captured in Table 7 below.

Table 7: Annual achievements 2008/09

PROGRAMME	OUTPUT/SERVICE INDICATOR	TARGET 2008/09	PROGRESS 2008/09
Strategic human resource management and corporate services	Updated integrated human resource plan in place	Develop and implement integrated human resource plan for 2008/09	Integrated human resource plan for 2008/09 developed, approved and implemented
	Provide training on management skills	650 serving employees trained	881 serving employees trained
Strategic planning	Strategic plan and annual performance plan in place	Five-year strategic plan and annual performance plan developed	Draft five-year strategic plan 2009/10 annual performance plan and present to the provincial legislature
Service delivery improvement	Coordination of implementation of 2008/09 SDIP	Management and supply chain management	Processes have been redesigned in line with IDIP. They have been signed off by users for implementation
Risk and security management	Strategic risks effectively managed	Manage the top ten (10) strategic risks	All ten (10) strategic risks managed
Professional services and project management	Infrastructure programme implementation plan (IPIP) in place	Implementation of IPIP. Compile infrastructure programme	IPIP for the Department of Education has been completed and for Health and Social Development not completed because LDPW

PROGRAMME	OUTPUT/SERVICE INDICATOR	TARGET 2008/09	PROGRESS 2008/09
		implementation plan for 2009/10	has not received IPMP on new projects for 2009/10

(Limpopo Provincial Government 2009:3-11)

Table 8: Annual report 2009/10

SUB-PROGRAMME	OUTPUT	OUTPUT/SERVICE INDICATOR	TARGET 2009/10	PROGRESS 2009/10
PROGRAMME: Strategic human resource management and corporate services				
Improving the capacity and efficacy of the Department to deliver services	Implementation of integrated human resource management plan	Number of external students awarded bursaries	81 external bursaries awarded R1.5million	81 awarded bursaries
		Number of learners in learnership programmes	24 external learners enrolled in the learnership programme R2.5million	24 external learners enrolled in the learnership programme
PROGRAMME: Strategic planning				
Improving the capacity and efficacy of the Department to deliver services	Coordinate strategic management process	Approved strategic and annual performance plans in place	3 strategic planning workshops convened	3 strategic planning workshops convened
	Performance based monitoring and evaluation	Departmental performance targets and outcomes achieved	12 monthly analysis performance reports produced	12 monthly analysis performance reports produced
PROGRAMME: Service delivery improvement				
Improving the capacity and efficacy of the Department to deliver services	Implementation of service delivery programme	Successful execution of the 2009/10 SDIP	Building maintenance, EPWP and real estate	EPWP, building maintenance, and real estate business processes reengineering initiatives implemented
	Implementation of service	Improved customer service	3 customer satisfaction	EPWP, building maintenance and

SUB-PROGRAMME	OUTPUT	OUTPUT/SERVICE INDICATOR	TARGET 2009/10	PROGRESS 2009/10
	delivery programme		surveys conducted for building maintenance, real estate and EPWP	real estate surveys were conducted in all districts and reports compiled.
PROGRAMME: Risk and security management				
Combat the scourge of fraud and corruption by implementing the risk and fraud prevention plans	Effective implementation of risk management framework	Number of risk management reports produced	Produce four (4) risk management plans	Produced four (4) risk management plans
		Number of education and awareness facilitated	Facilitated six (6) fraud and corruption awareness workshops	Six (6) fraud and corruption awareness workshops were conducted
PROGRAMME: Design and construction building maintenance (Professional services and project management)				
Implementation of capital works projects within time lines, budget and quality in line with IDIP initiatives	Implementation of capital works projects	Letaba Hospital: construction of new additional facilities	Contract A1 Construction of residential and recreation facilities R 27.5million	100% complete Target achieved
		Maphutha Malatji Hospital: construction of new additional facilities	Contract 1 Construction of new admin block, Gateway clinic, gatehouse & external works R20 million	100% complete Target achieved
Provision and management of provincial buildings	Sustainable provincial building infrastructure to support service delivery	Maintenance of blocks of offices	Maintenance of thirteen (13) blocks of offices	Maintenance of thirteen (13) blocks of offices completed
		Maintenance of blocks of offices	Laying of paving bricks at Vhembe and Sekhukhune	Laying of paving bricks at Vhembe and Sekhukhune completed

SUB-PROGRAMME	OUTPUT	OUTPUT/SERVICE INDICATOR	TARGET 2009/10	PROGRESS 2009/10
			Upgrading of water reticulation at Vhembe	Upgrading of water reticulation at Vhembe completed

4.7.2 Findings from the 2009/10 financial year

During the period under review it is acknowledged that the Limpopo Department of Public Works experienced several changes in its member of executive committee, as well as its head of department.

Service standards were introduced during the period under review. For service delivery to improve, the management of service delivery and the development of management skills have to be effectively dealt with through well planned actions. The strategic goals of the Department do not correspond to its service delivery objectives.

Firstly; a massive programme to build social and economic infrastructure requires a large number of skilled professionals and an efficient programme management system to deal with this objective. However, looking at skills development, the three planned management development actions appear to be of a long term nature.

Secondly, the anomaly in reporting between the annual report and the citizens' report, as well as the fact that a programme aimed at improving the capacity and efficacy of the Department only focused on external students, shows up weaknesses in management skills and leadership.

Thirdly, the report of the auditor general confirms the inconsistencies in reporting. The auditor general stated that the Limpopo Department of Public Works did not report on its performance against predetermined objectives, which is consistent with the approved strategic plan (Auditor General of South Africa 2010:3).

Lastly, the annual achievements have been reported in a manner in which the output, target and progress appear over-inflated, and do not align with the programme objectives. Effective, skilled management that makes use of efficient systems and control measures are not normally as concerned with inflated figures as they are with accurate reporting.

4.7.3 Financial year 2010/11

4.7.3.1 Strategic plan 2010/11-2014/15

The strategic plan period sets out various planned policy initiatives, some of which can be aligned with the objectives of this research. They include the following: Strengthening the capacity of the Department for medium to long term planning, effective monitoring and evaluation, development of departmental specific scarce skills, the provision and management of provincial land and buildings, the implementation of project management improvement strategy and the implementation of infrastructure development improvement programme.

The strategic plan also elaborates on some of the service delivery backlogs that the Limpopo Department of Public Works has. For example: Three hundred (300) schools in the province have no source of water. Three hundred (300) schools have no electricity and three thousand seven hundred (3 700) schools are without libraries.

This plan also provides a clear picture of the internal challenges management has to face due to the high vacancy rate (670 posts). Table 9 provides detail of the thirty-three percent (33%) vacancy rate at management level.

Table 9: Strategic plan staff compliment

Salary level	Number of posts	Posts filled	Post vacant
15 (head of department)	1		
14 (general manager)	10	4	6
13 (senior manager)	38	22	16
12 (manager)	86	63	23
11 (deputy manager)	54	36	18
TOTAL	189	125	63

(Limpopo Department of Public Works 2010:18)

4.7.3.2 Annual performance plan 2010- 2011

The annual performance plan envisages the implementation of a massive programme to build social and economic infrastructure, to strengthen the skills base, and to enhance sustainable resource management. These have been singled out. There was also a change management process, in line with the organisational redesign that was underway to try and reinforce positive organisational values. This initiative perceived a way to improve the service delivery culture within the Limpopo Department of Public Works.

The annual performance plan for 2010-2011 is clearer and more focused than in previous years. It defines strategic objectives (Table 10) which are linked to a baseline and justification. This approach is directly in line with the objectives of this research.

Table 10: Annual targets for 2010/11– 2012/13

Strategic objective 1	Systems, processes and procedures developed and implemented
Objective statement	To enhance systems, processes and procedures for efficient administration such as anti-fraud, corruption, procedure manuals, process maps and policies by 2014
Baseline	Adequate systems, processes and procedures not fully utilised
Justification	To promote a culture of good governance as per the White Paper on the Transformation of the Public Service
Links	Link to strategic goal 1: Enhanced efficacy of the Department to deliver services
Strategic objective 2	
	Capacity-building programmes developed and implemented
Objective statement	To review and implement an integrated human resource plan by 2014
Baseline	Integrated human resource plan in place
Justification	A legal requirement that government departments develop integrated human resource plans as per Public Service Regulation 2001
Links	Linked to strategic goal 1: enhanced efficacy of the Department to deliver services.

(Limpopo Department of Public Works 2010:9)

4.7.3.3 Service standards

The strategic goals of the service standards for 2001/11 focused on the following research-related topics: A massive programme to build social and economic infrastructure. Strengthening the skills and human resource base. Pursuing African advancement and enhanced international cooperation. (Limpopo Department of Public Works 2011:2). Service standards also provided process mapping for project delivery, redress mechanisms and access to information.

4.7.3.4 Citizens' report

The citizens' report 2010/11 provides insight into the strategic goals of the Limpopo Department of Public Works that are linked to the medium term strategic framework (MTSF). These strategic goals are precisely the same as were captured in the service standards of the previous financial year. The Limpopo Department of Public Works identified the most important things it will do as follows: Sustainable provincial building infrastructure to support service delivery, poverty alleviation, skills transfer and job creation, the promotion of Broad Based Black Economic Empowerment and improved service delivery and good corporate governance (Limpopo Department of Public

Works 2010:4). The Limpopo Department of Public Works reported that it employed 3 397 staff.

4.7.3.5 Annual report

In reporting on departmental activities, the annual report states that some of the priorities worked on were as follows: Intensifying Infrastructure development, skills development, massification of the expanded public works programme and the decentralisation of project management to district offices.

The annual report goes on to report on the following programme strategic objectives (see Table 11).

Table 11: Programme and strategic objective

PROGRAMME ONE: ADMINISTRATION	
Strategic objective 1	Systems, processes and procedures developed and implemented
Strategic objective 2	Capacity-building programmes developed and implemented
PROGRAMME TWO: PUBLIC WORKS	
Strategic objective 1	Improved management of immovable assets utilised for government service delivery
Strategic objective 2	Improved management of provincial land and building infrastructure
Strategic objective 3	Improved maintenance of government buildings for safe reliable use

(Limpopo Provincial Government 2011:10)

The annual report highlights two significant observations: the service delivery environment and the organisational environment. Issues relevant to this research are the discussed below.

4.7.3.6 Service delivery environment

Various functions and tools have been noted, notably, property function having custodianship over the construction and design function, the completion of the infrastructure project implementation plan (IPIP), the introduction of service delivery agreements (SDA) and finally the new departmental service delivery model.

4.7.3.7 Organisational environment

Another member of the executive committee was introduced and the accounting officer was transferred out of the Limpopo Department of Public Works. There were significant strikes between July and September with a total of 18 938 days lost during this period of unrest.

There were no new key policy developments or legislative changes during that financial year. The annual report provides detail of thirty projects, as opposed to the three of the previous financial year (Limpopo Provincial Government 2011:11).

4.7.3.8 Budget speech

The budget speech focused mainly on operational issues at project level. A reference to the life cycle performance, which underpins the importance of planned capital budgets, was made. Unplanned maintenance and disposals should be prevented. The speech also reiterated the work done on the organisational structure and the service delivery model. Finally, the importance of change management was raised as a way of reinforcing positive organisational values (Limpopo Department of Public Works 2010:9-10)

Table 12: Annual Report 2010/11

SUB-PROGRAMME	OUTPUT/SERVICE INDICATOR	TARGET 2010/11	PROGRESS 2010/11
PROGRAMME: Strategic human resource management			
Systems, processes and procedures developed and implemented	Service delivery model and organisational structure reviewed and approved	1	1
	Employment equity plan developed and implemented	1	1
	Recruitment, appointment and correct placement plan in place	1	1
	Performance management system	1	Performance management system implemented. Staff complement 2 896 <ul style="list-style-type: none"> • 2 764 PIs • 2 601 1st reviews • 2 546 2nd reviews • 2 347 3rd reviews
PROGRAMME: Strategic planning			

SUB-PROGRAMME	OUTPUT/SERVICE INDICATOR	TARGET 2010/11	PROGRESS 2010/11
Systems, processes and procedures developed and implemented	Number of strategic planning workshops convened	3 strategic planning workshops convened	3 strategic planning workshops convened
	Number of quarterly performance reports produced	Produce 4 quarterly performance reports	4 quarterly performance reports produced
PROGRAMME: Service delivery improvement			
Systems, processes and procedures developed and implemented	Number of <i>Batho Pele</i> flagship and special programmes implemented	<i>Batho Pele</i> flagship and special programmes implemented	<i>Batho Pele</i> flagship and special programmes implemented
PROGRAMME: Risk and security management			
Systems, processes and procedures developed and implemented	Number of risk assessments conducted	Conduct ten (10) risk assessments	Conducted ten (10) risk assessments
	Number of fraud risk assessments conducted	Conduct nine (9) fraud risk assessments	Conducted nine (9) fraud risk assessments
	Number of security risk assessments conducted	Conduct twenty (20) security risk assessments	Conducted twenty (20) security risk assessments
PROGRAMME: Project management, property management and building maintenance			
Strategic objective No 1: Improved management of provincial land and building infrastructure	Number of infrastructure programme implementation plans (IPIP) completed.	2	0
Improved management of immovable assets utilised for government service delivery	Number of user asset management plans compiled	13	12
	Number of custodian asset management plans compiled	1	1
Maintenance of government buildings for safe and reliable	Number of refurbished government complexes and material procured	4	Thohoyandou government complex 70% Block F

SUB-PROGRAMME	OUTPUT/SERVICE INDICATOR	TARGET 2010/11	PROGRESS 2010/11
use in accordance with norms and standards			Giyani 10% Block D Lebowakgomo 0% Material procured 0%

(Limpopo Department of Public Works 2010:18-24)

4.7.4 Findings from the 2010/11 financial year

Changes of head of department and in the executive management of the Limpopo Department of Public Works has an effect on the Department. Reports are inconsistent and repetitive, and the service delivery performance of the Department flounders. The case was made in the annual report, citing the delivery of refurbished government complexes. The zero percent delivery of maintenance and material for safe and reliable of buildings represents a failed state.

Reporting documents reflect increased detail. However the core service delivery objectives of the Limpopo Department of Public Works are not being achieved. It is noteworthy that there is a significant increase in the activities reported under risk management. There is an increase from ten plans to thirty-nine assessments.

The indications from these reports show signs of a lack of direction, ridged controls and fragmented management. Order is lacking as the work ethic succumbs to compliance and falters through uncoordinated planning.

4.7.5 Financial year 2011/12

The annual performance plan the 2011 to 2012 financial year looks at the performance delivery environment. This strategic overview is word for word the same as the 2010/11 annual report. Noteworthy is the fact that the Limpopo Department of Public Works was reported as operating on a new organisational structure, which was approved in September 2010. Once again it is reported/planned that there would be no significant changes to the legislative or other mandates of the Department. However, henceforth the Limpopo Department of Public Works would be audited in terms of the requirements of the Government Immovable Asset Management Act.

Table 13: Annual targets for 2011/12

Strategic objective 1	Systems, processes and procedures developed and implemented
Objective statement	To enhance systems, processes and procedures for efficient administration such as anti-fraud, corruption, procedure manuals process maps and policies by 2014
Baseline	Adequate systems, processes and procedures not fully utilised
Justification	To promote a culture of good governance as per the White Paper on the Transformation of the Public Service
Links	Link to strategic goal 1: Enhanced efficacy of the Department to deliver services
Strategic objective 2	Capacity-building programmes developed and implemented
Objective statement	To review and implement an integrated human resource plan by 2014
Baseline	Integrated human resource plan in place
Justification	A legal requirement that government departments develop integrated human resource plans as per public service regulation 2001
Links	Linked to strategic goal 1: Enhanced efficacy of the Department to deliver services

(Limpopo Department of Public Works 2011:6)

The annual targets (Table 13) set in the annual performance plan are detailed and broken into various past financial years. This is a significant development. Management shows a decision to make assessments based on past performance. This research deals with management systems, management action, control measures and service delivery. A relevant selection (Table 14) was made from the long list of targeted strategic objectives.

Table 14: Research priority – management of service delivery

Strategic objective 1 systems, processes and procedures developed and implemented	Strategic plan target	Audit performance 2009/10			Est. performance 2010/11	Medium term targets		
		2007/08	2008/09	2009/10		2011/12	2012/13	2013/14
Number of service level agreements managed	6	4	4	4	4	4	4	4
Number of strategic planning workshops convened	3	3	3	3	3	3	3	3
Number of <i>Batho Pele</i> flagship programmes implemented	23	26	26	26	26	29	29	29
Number of compliance plans developed and implemented	4	-	-	-	-	4	4	4
Number of equity plans developed and implemented	1	1	1	1	1	1	1	1

Strategic objective 1 systems, processes and procedures developed and implemented	Strategic plan target	Audit performance 2009/10			Est. performance 2010/11	Medium term targets		
		2007/08	2008/09	2009/10		2011/12	2012/13	2013/14
Number of recruitment plans developed and implemented	1	1	1	1	1	1	1	1
Percentage of employees correctly placed on PERSAL	100%	-	-	-	-	100%	100%	100%
Number of risk assessments recommendations implemented	6	-	-	-	-	8	8	6
Implementation of a corporate services acquisition plan and products reports	1	-	-	-	-	1	1	1

(Limpopo Department of Public Works 2011:7)

The quarterly programme performance indicators provide a view of how management deals with its control measures. Each of the relevantly chosen indicators (Table 15) provides an insight into the manner in which management prioritises control measures and apportions them to its annual and quarterly work programme.

Table 15: Research priority – Management control measures

Programme performance indicators	Reporting period	Annual target	Quarterly targets			
			1 st	2 nd	3 rd	4 th
Number of service level agreements managed	Quarterly and annually	4	2	2	-	-
Number of <i>Batho Pele</i> flagship and special programmes implemented	Quarterly and annually	29	12	9	4	4
Number of strategic planning workshops convened	Quarterly and annually	3	1		1	1
Number of quarterly performance reports produced	Quarterly and annually	4	1	1	1	1
Number of strategic risk assessments conducted	Quarterly and annually	1	1			
Number of operational risk assessments conducted	Quarterly and annually	9	2	3	2	2
Number of fraud risk assessments conducted	Quarterly and annually	1	-	-	-	1

Programme performance indicators	Reporting period	Annual target	Quarterly targets			
			1 st	2 nd	3 rd	4 th
Number of physical security risk assessments conducted	Quarterly and annually	5	2	1	1	1
Number of compliance plans developed	Quarterly and annually	4	1	1	1	1
Number of procurement plans developed	Quarterly and annually	1				1
Number of recruitment plans developed and implemented	Quarterly and annually	1				1
Number of risk assessments recommendations implemented	Quarterly and annually	8	2	2	2	2

(Limpopo Department of Public Works 2011:9)

4.7.5.1 Core service standards

The core service standards for 2011 provide details of proposed activities and standards of all programmes of the Limpopo Department of Public Works for the 2011/12 financial year. These standards do not give any explanations' they only provide a simplified version of the previous year's submission.

4.7.5.2 Administrative action

On 5 December 2011 the Limpopo Department of Public Works was placed under Section 100 (1)(b) of the Constitution of the Republic of South Africa. The National Minister of Public Works assumed executive authority of the Limpopo Department of Public Works (Department of Public Works 2011:11)

4.7.5.3 Annual report

The Limpopo Department of Public Works has three programmes, all of which recorded under-spending of their programme budgets. The spending is recorded as follows:

- Programme 1 Administration R 12.49 million
- Programme 2 Public works R 32.338 million
- Programme 3 Expanded public works R 0.474 million

The total under-spending for the financial year amounts to R 35.338 million

Selected details of the annual report are contained in Table 16 below:

Table 16: Annual report 2011/12

SUB-PROGRAMME	OUTPUT/SERVICE INDICATOR	TARGET 2011/12	PROGRESS 2011/12
PROGRAMME: Strategic human resource management			
Systems, processes and procedures developed and implemented	Number of equity plans developed	1	1
	Number of recruitment plans developed	1	1.
	Percentage of employees correctly placed on PERSAL	100%	100%
PROGRAMME: Strategic planning			
Systems, processes and procedures developed and implemented	Number of strategic planning workshops convened	3	3.
	Number of quarterly performance reports produced	4	4
PROGRAMME: Service delivery improvement			
Systems, processes and procedures developed and implemented	Number of <i>Batho Pele</i> flagship and special programmes implemented	29	7
PROGRAMME: Risk and security management			
Systems, processes and procedures developed and implemented	Number of operational risk assessments conducted	9	9
	Number of fraud risk assessments conducted	1.	0
	Number of physical security risk assessments conducted	5	5
PROGRAMME: Project management, property management and building maintenance			
Strategic objective No 1: Improved management of provincial land and building infrastructure	Number of Infrastructure programme implementation plans (IPIP) completed	3	4

SUB-PROGRAMME	OUTPUT/SERVICE INDICATOR	TARGET 2011/12	PROGRESS 2011/12
Improved management of immovable assets utilised for government service delivery	20 year infrastructure plan developed and implemented	20 year infrastructure plan developed and implemented	20 year infrastructure plan not developed
	Number of user asset management plans compiled	13	13
	Number of custodian asset management plans compiled	1	0
	Percentage progress in the relocation of the provincial legislature from Lebowakgomo to Polokwane	60%	0%
Maintenance of government buildings for safe and reliable use in accordance with norms and standards	Number of refurbished government complexes and material procured	100%	Thohoyandou government complex 0% Block F Giyani 80% Block D Lebowakgomo 0%

(Limpopo Department of Public Works 2012:35-55)

An analysis of the annual report reflects a weakness in management to set and maintain targets. The abandoning of the service delivery improvement programme (*Batho Pele*) is a cause for concern.

Another concern is lack of management control in delivering services. This is reflected in the failure of the Limpopo Department of Public Works to compile and make progress on its target of developing a twenty (20) year infrastructure plan, as well as compiling a custodian asset management plan. The twenty (20) year infrastructure plan together with the custodian asset management plan underpin all infrastructure planning and delivery in the province.

4.7.5.4 Budget speech 2011/12

The speech recognises the determining factor of institutional capacity in ensuring that the departmental mandate is maintained. The speech goes on to highlight institutional capacity for a second time. It also mentions various plans, such as maintenance, survey and vesting plans.

Further, the speech points out that there are guidelines for use in compiling user and custodian asset management plans that ensure that obligations of the Government Immovable Asset Management Act are met.

A weakness in administration of filing, support programmes and management control measures is inadvertently acknowledged by the programme file audit plan, where it was discovered that tenants were subletting property in violation of their lease agreements (Limpopo Department of Public Works 2011).

4.7.6 Findings from the 2011/12 financial year

The Limpopo Department of Public Works has failed to institute corrective action for the past three financial years. Management systems are not in place, and management control measures remain unaccountable. This has led to the administrative action that was taken in December 2011.

Service delivery will not materialise with confused management. Systems and control measures allow management to maintain order and ensure that service delivery is possible. Once again it can be stated that the documentation is extensive but the service delivery ability of the Limpopo Department of Public Works remains confused and uncoordinated.

4.7.7 Financial year 2012/2013

4.7.7.1 Citizens' report

The citizens' report 2012/13 provides insight into the strategic goals of the Limpopo Department of Public Works linked to the medium term strategic framework (MTSF). These strategic targets detail the trials that have been encountered by the Limpopo Department of Public Works. Numerous targets have not been achieved, for example, service delivery agreements, upgrading of schools (phase 1 & 2), education, block A&B, school refurbishment (phase 1 & 2), maintenance of libraries and construction

of market stalls, to name but a few. All of the above cited service delivery targets reflect zero percent (0%) performance. Once again the Limpopo Department of Public Works identified the most important things it will do as follows:

- Sustainable provincial building infrastructure to support service delivery
- Poverty alleviation, skills transfer and job creation
- Promotion of Broad Based Black Economic Empowerment
- Improved service delivery and good corporate governance
(Limpopo Department of Public Works 2012:2-8).

The Limpopo Department of Public Works reported that it employed 2 595 staff.

4.7.7.2 Annual report

The annual report provides information on various actions and initiatives that have been undertaken since the Limpopo Department of Public Works was placed under Section 100 (1)(b) of the Constitution of the Republic of South Africa. Firstly, there is an emphasis on the custodian role and mandate that should be fulfilled. Secondly, processes are highlighted particularly with infrastructure development, as well and the compilation of infrastructure development plans.

A turnaround strategy was developed which prioritised the technical capacity to deliver on mandate, a compliant and complete asset register, as well as process reviews linked to the lease portfolio. These initiatives were complemented by a pilot project to test the internal capacity to deliver projects. This was greatly assisted by the approval of the executive committee of the province when it approved the Limpopo infrastructure delivery management system (IDMS) in May 2012.

The Limpopo Department of Public Works has three programmes, all of which recorded under-spending of their programme budgets. The spending is recorded as follows:

- | | |
|-------------------------------------|------------------|
| • Programme 1 Administration | R 18.809 million |
| • Programme 2 Public works | R 69.483 million |
| • Programme 3 Expanded public works | R 7.687 million |

The total under-spending for the financial year amounts to R 95. 979 million

There have been significant changes to the reporting format, in terms of issues that are being reported. Labels used in the report are direct, for example, all projects that were not delivered have been identified in a table named: "Projects that were not completed in the 2012/13 financial year". A column marked "reason for variance" has been provided for explanations for the lack of delivery. The employment and vacancy per programme records critical occupations, the core delivery arm of the Limpopo Department of Public Works as being 23.9% for construction project managers, and 33.3% for technologist positions, for the financial year (Limpopo Department of Public Works 2013:78)

Selected details of the annual report are contained in Table 17 below: The tables are based on a service delivery improvement plan.

Table 17: Annual report 2012/13: (Services provided and standard)

Main services	Actual customers	Potential customers	Standard of service	Actual achievement against standard
Construction management	Department of Education, Department of Health and other departments	Citizens	100% implementation of all projects on IPIP 2012/13 as at 31 March 2013	DoE: 84% of projects on IPIP completed DOH: 20% of projects on IPIP completed Others: 100% of projects on IPIP completed
Maintenance management	Public works portfolio Parliamentary (village and government complexes)	Clients' departments	Maintenance implemented according to GIAMA prescripts	Outsourced projects at Government complexes: Vhembe: 92% complete Sekhukhune: 15% complete 69% of logged job cards completed (1476 of 2147)
Property and facility management	User departments and municipalities	Parastatals	100% compliance with GIAMA prescripts	Asset register updated at 98%

(Limpopo Department of Public Works 2013:18)

Table 18: Consultation arrangement with customers

Type of arrangement	Actual customer	Potential customer	Actual achievement
Provincial user departments forum (PUDF)	DoE, DoH and other departments	Citizens	Meetings are held as planned

Inter-departmental forum (IDF)	DoE, DoH and other departments	Citizens	Meetings are held as planned
--------------------------------	--------------------------------	----------	------------------------------

(Limpopo Department of Public Works 2013:18)

Table 19: Service delivery strategy

Access strategy	Actual achievements
Regional coordinating centre (RCC) (unscheduled maintenance)	98% of customers make full utilisation of RCC
Prestige maintenance	100% of customers at parliamentary village make full utilisation of prestige maintenance unit
Decentralised construction management	Customers travel less distance to get information on projects under construction
IE-works (PFM)	Rates and taxes are paid at district level.
Job-access strategy	All existing buildings are modified to accommodate usage by all people and people living with disabilities

(Limpopo Department of Public Works 2013:18)

Table 20: Service information tool

Types of information tool	Actual achievements
Citizens' report	Citizens' report is published annually
Service standards	Service standards were developed and published annually
Public Access to Information Act manual (PAIA)	PAIA manual is reviewed and distributed to customers and potential customers
Mishumo	Mishumo electronic newsletter is in place and published quarterly

(Limpopo Department of Public Works 2013:18)

Table 21: Complaints mechanism

Complaints mechanism	Actual achievement
PAIA flow chart is in place	6 requests were made; two were granted access
Suggestion boxes	Suggestion boxes to be re-launched in 2013/14 financial year
Presidential hotline	93% cases received and resolved
Premier hotline	85% cases received and resolved

(Limpopo Department of Public Works 2013:19)

4.7.8 Findings from the 2012/13 financial year

The findings within this financial year depict a turnaround on various levels. The reporting is direct and accountable. Answerability can be seen in the direct controlled approach management has adopted to service delivery; reporting is consequent.

Noteworthy is the fact that the population of the Department has fallen significantly to 2 595 staff. This is a drop of 23.6% from the 2010/11 citizens' report. However, this drop in numbers should be seen against the vacancies in core delivery and the technologist component.

4.8 Conclusion

The document analysis of the Limpopo Department of Public Works covered the four (4) financial years. During this period there was a high turnover in the executive management as well as in heads of department. This period of instability from 2009 to 2013 has had a significant impact on the Limpopo Department of Public Works. The instability and lack of management control displayed throughout the research period is in line with the findings of Hayes, Oyer and Schaefer (2005:5). The generation of management value through a complementary relationship has not been possible.

Despite the change in reporting detailed in the last financial year of this research the service delivery functionality of the Limpopo Department of Public Works remains weak. A critical issue that influences this rate of delivery is the coordination between components within the infrastructure section, which are compounded by the vacancy rate.

Despite the fact that service standards were introduced during the period for service delivery to improve, the management of service delivery and the development of management skills have to be effectively managed.

The strategic goals of the Department do not correspond to its service delivery objectives. For massive infrastructure programmes, large numbers of highly skilled technical professionals need to be available. The Limpopo Department of Public Works only acquired nine professionals during this period. Unfortunately, there was no internal focus in the departmental capacitation programmes.

In view of comments by the auditor general, it is clear that the refinement in reporting over the latter year is welcomed. There is still a need for the Limpopo Department of Public Works to work on acquiring effective, skilled management that makes use of efficient systems and control measures that can be complemented with accurate reporting.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

Chapter 5 reflects on the previous chapters of this dissertation with the objective of bringing out the analysed points including points of significance that may have been discussed before. This chapter goes on to deal with the research problem statement including the objectives of the research, so that final conclusions and recommendations can be made on findings of the research.

5.1.1 Summary of findings

Chapter 1 introduces the research and provides the background to the research in revealing the interest of the researcher in the management controls and service delivery functionality of the Limpopo Department of Public Works (LDPW). Further Chapter 1 provides the legislative framework, manner and culture that should be striven for and attained in the public service. This legislative framework also provides for the attitude and diligence that should be displayed by public servants as they provide services to the citizenry.

Chapter 1 explains the prevailing situation in the Limpopo Department of Public Works. It includes the existence of project management units (PMUs) that were found in client departments. This situation occurred despite the Limpopo Department of Public Works having a vision as a leader in the provision of provincial land and buildings. It goes on to explain management in the context of the Department, including its leadership role in government. Service delivery by the Department is contextualised within the chapter and the problem statement of the research was developed in order to investigate the manner in which the Limpopo Department of Public Works undertakes the management of its service delivery. In order to ensure that this problem was properly investigated, aims and objectives were developed. Developing aims and objectives was imperative in order to realise the valid research findings of the study. This chapter serves as a reflection of the entire research which is primarily guided by each objective that was set out to be achieved. These objectives were set out to achieve the following three overarching aspects:

- i. Determining how service delivery functionality provides the minimum standard for rendering a service

- ii. Determining management control measures in the functional application of service delivery
- iii. Provision of recommendations that would impact on service delivery.

In order to assist the reader, various key concepts are defined. In the complex world of public works, technical and social sciences meet and officials are expected to be practically empowered and educated in certain technical spheres that are applicable to the built environment. Detailed explanations assist the reader with various topics and points-of-view. These topics and corresponding terminologies are commonly associated with the provision of government land and buildings.

The literature review provides an insight into two studies. The studies were undertaken by independent sources in an endeavour to unlock the service delivery stagnation and malfunction within the Department. The findings of these research articles form a baseline to the way forward. Input from the German Technical Corporation (GTZ) (2010:5) and Kaseke (2011:5) is filtered into the objectives.

5.2 Concluding remarks

In Chapter 5 of the research, the researcher has endeavoured to consolidate all previous chapters so that a final conclusion can be arrived at. The Limpopo Department of Public Works has in the past been able to achieve a high standard when it comes to service delivery. However, it appears that the Limpopo Department of Public Works has not adjusted well to its functional mandate.

The data that was collected using the questionnaires has been drafted as objectively as possible by the researcher, noting that all research has an element of subjectivity. The service standards, annual performance plan and annual report information provide a baseline upon which the final conclusions can be drawn.

Considering all the evidence, the problem statement is: “How does the Limpopo Department of Public Works undertake the management of its service delivery activities?” Observations from the literature make the following eleven conclusions:

- i. The Department adopted a service delivery model and service delivery cycle, as well as budget and target performance measures.
- ii. The institution functions mainly within a technical professional environment therefore it should be supported by professional management.

- iii. The maturity and experience of management are critical to the functionality of an institution.
- iv. An institution needs to embrace change, particularly within a technical environment.
- v. Service standards can only be met through an effective performance management system.
- vi. The retention of staff, productive and sustainable initiatives and the free exchange of ideas can only be embraced through sound professional, management leadership.
- vii. The lack of intellectual capacity, performance standards and provision of meaning to management will weaken an institution.
- viii. Efficient, timely and transparent activities can be acquired through focused training and capacity building.
- ix. Effective stakeholder relationships promote the provision of outputs.
- x. Relationship behaviour provides legitimacy.
- xi. Participative management processes embrace effective management control.

Conclusions on the respondents' feedback within the Limpopo Department of Public Works reflect the following views, which were espoused in terms of the problem statement and the questions of the research:

- i. The Department has a designed delivery model that is not being implemented.
- ii. There is generally a superficial level of understanding of service delivery within the Department
- iii. Service delivery management is not well understood by management.
- iv. There is a high vacancy rate, which is compounded by a lack of suitable and professionally qualified staff. The Department must appoint suitably qualified people with appropriate skills.
- v. Both the skill level and the high vacancy rate within the core directorate keep the Department below the threshold for efficient service delivery.
- vi. The performance management system is not functional but rather used for compliance. It must be managed objectively.
- vii. The concept of service delivery functionality needs to be understood.
- viii. There is concern over the support services, particularly supply chain and human resource management.

- ix. Poor communication and leadership have given rise to an absence of cross-functional teamwork and the presence of silos, which create operational islands.
- x. Management tools are not used effectively.
- xi. There are signs of apathy and a lack of honesty, which point to a lack of strategic management and poor management leadership.
- xii. There is a lack of discipline and low morale within the Department.
- xiii. Management is failing within the following fields: scheduled meetings, training, development and innovation.
- xiv. The lack of management control leads to the presence of silos and an absence of cross-functional teamwork.
- xv. There is insufficient support provided to the core service delivery functions of the Department.

The conclusion of this research points to fundamental shortcomings that need to be addressed if the Limpopo Department of Public Works is to provide improved service delivery.

The Limpopo Department of Public Works should have sufficient qualified and professional staff able to perform within the technical environment of the Department. The current management does not fully utilise the service delivery model, nor is it engaging all of the management control measures at its disposal. The under-performance of the Department can be corrected if measured discipline is restored through the objective implementation of the performance management system. The support services of the Department should be restructured in line with the service delivery model and performance management system.

The aim of this research is to analyse the management of service delivery in and through the Limpopo Department of Public Works. The problem statement asks how the Limpopo Department of Public Works undertakes the management of its service delivery activities.

The Limpopo Department of Public Works is not performing to its optimum, as management is not disciplined nor is it making use of the management tools at its disposal. Consequently the Limpopo Department of Public Works is failing to deliver on its service delivery mandate. It is not providing the minimum requirements of

servicing its own needs. The Limpopo Department of Public Works fails as a custodian and is failing its clients. It cannot deliver the minimum service delivery expectations.

The opinion of the researcher captured under section 1.7.1, which deals with the current perspective on the Limpopo Department of Public Works, states that the root cause of the Department's service delivery problems is management, which includes the institutional activities such as its technical direction, capability, capacity and resources. The researcher's opinion further notes that without technical management capability, capacity and leadership, the Limpopo Department of Public Works will not enable solutions. The researcher makes recommendations then that further research be undertaken, in order to determine/ensure a comprehensive solution to the problem.

Recommendations will be made on the findings of this research despite the fact that neither the recommendations of GTZ (2010) nor Kaseke (2011) were fully implemented in the past.

5.3 Recommendations

Recommendations of this research deal with the questions of the research. There are issues that need further research. They are captured at the end of these recommendations.

5.3.1 Recommendation one (1):

Research Question: To determine the management control measures in the functional application of service delivery by the Department.

Evidence within this research shows that functional management control measures are derived from the use of conceptual/initiatory thinking. This function provides strategic, purposeful and planned management activities that should ensure that officials of the Limpopo Department of Public works are able to perform optimally, for example, training, a stimulating environment, sufficient resources, collegial support and leadership. The following recommendations are made:

- The Department must embark on an initiative to capacitate its portfolio, that is, a “component collection of programmes, projects or operations, which are managed as a group” (Project Management Institute 2013:5), and programme managers, on functional control measures, bearing in mind the ultimate quest for order and other-directed approaches.

- The portfolio and programme capacitation programme should provide for the interaction and linkage dynamics that assist management to understand how their control measures affect service delivery undertakings, refraining from an inner directed and closed approach.
- A special programme that provides for an in-depth, critical look into service delivery needs to be rolled out; the depth of understanding of service delivery within the Department at all levels needs to be improved
- Management must be trained on the positive outcomes of effective participatory management, managing a performance management system, and dealing with discipline.
- Shared leadership in support of a shared vision is critical, an integral part of an open system, in support of tomorrow's public works.

5.3.2 Recommendation two (2):

Research Question: To determine how service delivery functionality provides the minimum standard for rendering a service (service delivery) by the Department

The Department is suffering from an acute shortage of skilled technical professionals. A minimum standard would demand that the Department have suitable qualified technical professionals, and the implementation of a performance management system. The support services to the core functions of the Department should be effective, and the officials should have the tools of their trade. Lastly, management should be mature and experienced enough to work and engage within the technical environment of the Department. The following recommendations are made:

- A strategy for the recruitment and retention of suitably qualified technical professional staff should be undertaken in line with the approved structure.
- Support to these technical professional officials should be put in place through an effective induction programme.
- Supply-chain management and human resource management must be trained and equipped to provide timely support, and the tools of the trade that will enable the technical professionals to undertake their work must be provided.

- The performance management system must be re-aligned with the infrastructure delivery management system (IDMS) as well as the core service delivery objectives and functions of the Department.
- Engagements, consultation and training dealing with the negative perceptions that surround the performance management system should be undertaken within the Department,

5.3.3 Recommendation three (3)

Research Question: To make recommendations that impact on service delivery.

This paragraph is devoted to further research topics. Stemming from the work within this research. There is a need to continue to explore the work begun. The following recommendations are made:

- a) The interface between technical professional management and corporate management
- b) Compliance and efficiency in a technical environment, such as public works.
- c) As the Limpopo Department of Public Works moves into the future, there is a need to promote professional staffing, to move from a control and compliance environment, and to put in place the quest for 'order' and the development of a professional leader-full organisation with shared vision.

5.3.4 Conclusion

This chapter has set out to draw conclusions on the findings of the study. It is obvious that issues of management of service delivery within the Limpopo Department of Public Works need urgent attention to ensure that efficiency of services is achieved. As indicated, the main recommendation suggests that the Limpopo Department of Public Works move from an environment of control and compliance to one of order and the development of a shared vision.

REFERENCES

- Anderson, J. and Poole, M. 2009. *Assignment and thesis writing*. Cape Town: Juta.
- Anstey, M. 2006. *Managing change negotiating conflict*. Cape Town: Juta.
- Ashby, F.C., and Pell, A.R. 2001. *Embracing Excellence: becoming an employer of choice to attract and keep the best talent*. Paramus: Prentice Hall Press.
- Babbie, E.R. 2007. *The basics of social research*. Independence: Cengage Learning.
- Bhattacharjee, A. 2012. *Social science research: Principles, methods and practices*. CreateSpace. <http://www.createpace.com>.
- Bloom, N., Eifert, B., Mahajn, A., McKenzie, D. and Roberts, J. 2010. 'Does management matter? Evidence from India', Stanford: GSB Research Paper No, 2074, Rock Centre for Corporate Governance Working Paper No 94.
- Brooderyk, J. 2005. *Ubuntu management philosophy*. Randburg: Knowres.
- Brynard, P.A. and Fisher, H. 2004. 'Customer relationship management in government: The case of the government employees pension fund of South Africa.' *Journal of Public Administration: Volume, 39, No. 4.1*, pp. 539-557.
- Business Dictionary: 2013 <http://www.businessdictionary.com>
- Buys, A.J. and Stander, M.J. 2010. 'Linking projects to business strategy through project portfolio management. Pretoria: *South African Journal of Industrial Engineering* May 2010, Volume 21(1).
- Cameron, R. 2009. 'New public management reforms in the South African public service: 1999-2008.' Cape Town: Paper presented at Political Studies departmental seminar, 28 April 2009.
- Clark, D.A. 2009. 'The capability approach: Concepts, measures and applications'. *Journal of Human Development and Capabilities*, 10(3), pp. 443-445.
- Clark, D. and Singh, G. 2009. 'Harmonizing the data collection and data entry applications for longitudinal and cross-sectional surveys in social science: A metadata driven approach. XXVI IUSSP International Population Conference. Marrakech: (iussp2009.princeton.edu/sessions/p5).
- Cloete, J.J.N. 2006. *South African public administration management*. Hatfield: Van Schaik.
- Cohen, D., and Crabtree, B. 2006. 'Qualitative Research Guidelines Project.' <http://www.qualres.org>.
- Cohen, I., Manion, L. and Morrison, K. 2001. *Research methods in education*, (2nd ed.) London: Routledge Falmer.
- Columbine, N. 2010. 'Maintaining leadership credibility when communicating during tough times. *Management Today: Volume 28, No 3*, pp.62-63.
- Cordeniz, J.A. 2002. Recruitment, retention and management of Generation X: A focus on nursing professionals. *Journal of Healthcare Management*, 47(4), 237-244.
- Creswell, J.W., Ebersohn, L., Eloff, I., Ferreira, R., Ivankova, N.V., Jansen, J.D., Nieuwenhuis, J., Pieterse, J., Plano Clark, V.L., Van Der Westhuisen, C., 2007. *First steps in Research*. Van Schaik. Hatfield.
- Crous, M. 2004. *Service delivery in the South African public service*. Pretoria: School of Public Management and Administration.
- Denhardt, R. B. 2011. *Theories of public organisation* (6th ed.) Boston: Wadsworth.
- Department of Public Works. 2010. *Strategic Plan 2010/2011-2014/2015*. Polokwane: Department of Public Works.
- Department of Public Works. 2011. *Annual Performance Plan 2011-2012*. Polokwane: Department of Public Works.

- Department of Public Works. 2010. *Service Standards 2009/2010*. Polokwane: Public Works.
- Department of Public Works. 2009. *Learning Network Session 1, 2010/11 Report*. Polokwane: Public Works.
- Department of Public Works. 2009. *Learning Network Session 2, 2008/09 Report*. Polokwane: Public Works.
- Devlin, K. 2013. 'Devlin's Angle.' *The Mathematical Association of America*. <http://www.maa.org>.
- Dictionary.com. 2012. <http://www.Dictionary.com> : 2010.
- Drucker, P. F. 1998. 'The coming of the new organisation. *Harvard Business Review on Management*. Boston: Harvard Business School.
- Du Toit, A., Knipe, A., Van Niekerk, D., Van der Waldt, G. and Doyle, M. 2002. *Service excellence in governance*. Sandown: Heinemann.
- E-Myth Business Coach. 2010. *The Danger of Silos in Your Business*. <http://www.e-myth.com>: 2010.
- Farnham, D., Horton, S., Barlow, J. and Hondeghem, A. 1996 *New Public Managers in Europe. Public Servants in Transition*. London: Macmillan.
- Ferreira, E.J., Erasmus, A.W., and Groenewald, D. 2003. *Administrative management*. Lansdowne: Juta and Company.
- Fox, W., Bayat, S. and Ferreira, N. 2007. *A guide to managing public policy*. Claremont: Juta.
- German Technical Corporation (GTZ). 2010. *Service Delivery Model of the Limpopo Department of Public Works*. Polokwane: Limpopo Provincial Government.
- Gildenhuys, J.S.H. and Knipe, A. 2006. *The Organisation of Government: An introduction*. Hatfield. Van Schaik.
- Goodnow, F. 1900. *Policy and administration*. New York: Macmillan.
- Halachmi, A. and Bouckaert, G. 2003. *The enduring challenges in public management*. Pretoria: Van Schaik.
- Hayes, R., Oyer, P. and Schaefer, S. 2005. 'Co-worker complementarity and stability of top management teams. Stanford Graduate School of Business. Research Paper No. 1846(R).
- Hersey, P. and Blanchard, K. 1976. *Situational leadership*. Englewood Cliffs: Prentice Hall.
- Hitchcock, G. and Hughes, D. 1995. *Research and the Teacher: A qualitative Introduction to School-based Research*. London. Routledge.
- Hope, K.R. 2012. 'Managing the public sector in Kenya: Reform and transformation for improved performance. Oakville: *Journal of Public Administration and Governance*: Volume 2, No.4, pp. 128-143.
- Hughes, C. 2006. *Quantitative and qualitative approaches*. Department of Sociology University of Warwick programme report. 2010. *IDIP Discipline Intervention Workshops Report*. Polokwane: Public Works.
- Idip website. 2012. <http://idip.treasury.gov.za/default.aspx>
- Infrastructure delivery management system (IDMS). 2012. *Provincial Framework for Implementation of the Infrastructure Delivery Management System [IDMS] in the Province of Limpopo for the Education, Health and Roads & Transport sectors*. Limpopo Provincial Government: 30 May 2012.
- Institute for Work and Health. 2012. <https://www.iwh.on.ca/wrmb/statistical-significance>
- Johnson, R.B. and Christensen, L. 2008. *Educational Research: Quantitative Qualitative, and Mixed Approaches (3rd ed.)*. Thousand Oaks, CA: Sage.

- Kanimambo Management Solutions (Pty) Ltd. 2011. *Report emanating from the change and transformation management training 16 to 18 March 2011*. Polokwane: The Limpopo Department of Public Works.
- Kaseke, L.L. 2011. 'Challenges facing the Limpopo Department of Public Works with regards to service delivery: A case study of the core functions of the Department.' Turfloop: University of Limpopo.
- Kerzner, H. 2003. *Project Management* (8th ed.) John Wiley & Sons, Inc. Ohio.
- Khalil, S. and Adelabu, S.A. 2012. 'Model for efficient service delivery in public sector.' *Journal of Public Administration and Governance*: Volume 2, No. 3, pp. 85-95.
- Krosnick, J.A., Judd, C. M., and Wittenbrink, B. 2005. Attitude Measurement. In D. Albarracín, B.T. Johnson and M.P. Zanna (eds.) *Handbook of attitudes and attitude change*. Mahwah, NJ: Erlbaum.
- Kuper, L. 2006. *Ethics the leadership edge*. Cape Town: Zebra.
- Leedy, P.D. and Ormrod, J.E. 2010. *Practical research planning and design*. Upper Saddle River, New Jersey 07458. Merrill.
- Limpopo Department of Public Works. 2009. *Annual Report 2009/2010*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2010. *Annual Report 2010/2011*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2011. *Annual Report 2011/2012*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2012. *Annual Report 2012/2012*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2009. *Annual Performance Plan 2009/2010*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2010. *Annual Performance Plan 2010/2011*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2011. *Annual Performance Plan 2011/2012*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2009. *Budget Speech 2009/2010*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2010. *Budget Speech 2010/2011*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2011. *Budget Speech 2011/2012*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2013. *Budget Speech 2013/2014*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2009. *Citizens' Report 2008/2009*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2010. *Citizens' Report 2010/2011*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2012. *Citizens' Report 2012/2013*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2010. *Strategic Plan*. Polokwane: Limpopo Provincial Government.
- Limpopo Department of Public Works. 2010. *Strategic Plan 2010/2011-2014/2015*. Polokwane: Limpopo Provincial Government.
- Limpopo Department of Public Works. 2013. *Service Delivery Charter 2013/2015*. Polokwane: Limpopo Department of Public Works.

- Limpopo Department of Public Works. 2009. *Service Standards 2009/2010*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2010. *Service Standards 2010/2011*. Polokwane: Limpopo Department of Public Works.
- Limpopo Department of Public Works. 2013. *Service Standards 2013/2014*. Polokwane: Limpopo Department of Public Works.
- Limpopo Provincial Administration. 2010. *Performance Management and Development System Policy*. Polokwane: Limpopo Provincial Government.
- Limpopo Provincial Executive Decision. 2001. *Limpopo Province Infrastructure Plan 2009-2014 (Resolution 59 of 2001)*. Limpopo: Public Works
- Lobe, D. 2005. *Change Management: A Strategic Component for Business Success*. Gardenview: ZyteK.
- Lutabingwa, J. and Nethonzhe, T. 2006. 'Ethical issues in social research.' *Journal of Public Administration: Volume 41, No 3.1*, pp. 964-702.
- Mabala, M.J. 2006. *Leadership perspectives on service delivery in the South African public service: A critical overview of the public finance management systems from 1994 to 2004*. Pretoria: School of Public Management and Administration University of Pretoria.
- Mafunisa, M.J. and Maserumule, M.H. 2008. *Cases in public administration and management: A South African perspective*. Sandown: Heinemann.
- Mafunisa, M.J. and Tsanwani, A.P. 2011. 'Addressing scarce and critical skills in Limpopo Local Government: LGSETA Option.' *Journal of Public Administration: Volume 46, No. 1.1*, pp.881-892.
- Mafunisa, M.J., Sebola, M.P. and Tsheola, J.P. 2012. 'The question of service delivery in South Africa – An editorial perspective.' *Journal of Public Administration: Volume 47, No 1.1*, pp. 209-212.
- Mabigi, L. 2005. *The Spirit of African Leadership*. Randburg: Knowres
- Magnusson, C. 2010. *Mind the Gap. Essays on explanations of gender wage inequality*. Stockholm: Swedish Institute for Social Research.
- Management Today, 2008. *Meeting the Retention Challenge*. J Newton. pp. 62.
- Manyaka, R.K. and Sebola, M.P. 2012. 'Impact of performance management on service delivery in the South African public service.' *Journal of Public Administration: Volume 47, No 1.1*, pp. 299-310.
- Marais, L. and Kroukamp, H.J. 2005. 'Managerial skills and institutional capacity form municipal service delivery.' *Journal of Public Administration: Volume 4, No 2*, pp. 121-135.
- Maree, K., Creswell, J.W., Ebersöhn, L., Eloff, I., Ferreira, R., Ivankona, N.V., Jansen, J.D., Nieuwenhuis, J., Pietersen, J., Plano Clark, V.L. and Van der Westhuizen, C. 2007. *First steps in Research*. Hatfield: Van Schaik.
- Mashamba H.J. 2004. Budget speech by member of the executive committee for education. Limpopo Provincial Government.
- Masibigiri, V. and Nienaber, M. 2011. 'Factors affecting the retention of Generation X public servants: An exploratory study. *S.A Journal of Human Resource Management* 9(1), Art. #318, 11 pages. doi:10.4102/sajhrm.v9i.318.
- Mathikhi, M. 2011 'Change and transformation management report.' Polokwane: Limpopo Department of Public Works.
- Merriam-Webster. 2013. *Dictionary and Thesaurus*. www.merriam-webster.com.
- Mfene, P.N. 2009. 'Service delivery perspective on public administration.' *Journal of Public Administration: Volume 44, No 11*, pp. 209-221.

- Minnaar, F. and Bekker, J.C.O. 2005. *Public management in the information age*. Hatfield: Van Schaik.
- Minister for the Public Service Administration. 2006. *Senior management service public service handbook*. Pretoria: Government Printers.
- Moloto, M. 2012. 'Limpopo's public works rot.' *The Observer*: www.observer.co.za. Accessed 2nd April 2012.
- Montfort, D.B., Brown, S. and Whritenour, V. 2013. 'Secondary students' conceptual understanding of engineering as a field.' *Journal of Pre-College Engineering Educational Research (J-PEER)*: Vol.3:Iss.2, Article 2. <http://dx.doi.org/10.7771/2157-9288.1057>
- Mouton, J. 2002. *Understanding social research*. Hatfield: Van Schaik.
- National Treasury. 2010. *Framework for strategic plans and annual performance plans*. Pretoria: National Treasury.
- Neuman, W.L. 2011. *Social research methods: Qualitative and quantitative approaches*. Essex: Pearson Education Ltd.
- Newton, J. 2008. *Meeting the retention challenge*. Kensington: Management Today: June 2008, pp. 62.
- Nzewi, O. 2013. 'Organisational Work Procedures and Service Efficiency: Conceptual Extrapolations and Views from an Organisational Policy and Procedures Review Process.' *Journal of Public Administration*: Volume, 48, No, 1, pp. 5-21.
- Oxford University Press. 1999. *Concise Oxford English Dictionary* (10th ed.) New York: Oxford University Press.
- Potgieter, D. and Pretorius, L. 2009. 'Retention of professionals-a reminder for engineering and technology organisations.' *Civil Engineering*.
- Provincial Treasury. 2012. *Provincial Treasury Memorandum 30th May 2012*. Polokwane: Provincial Treasury.
- Project Management Institute (PMI). 2013. *A guide to the project management body of knowledge (PMBOK Guide)* (5th ed.) Pennsylvania: PMI. 99-001-2013.
- Project Management Institute (PMI). 2013. *The standard for portfolio management* (3rd ed.) Pennsylvania: PMI.
- Project Management Institute (PMI). 2006. *Practice standard for work breakdown structures (WBS)* (2nd ed.) Pennsylvania: PMI.
- Public Finance Management Act. 1999. Act 1 of 1999.
- Public Service and Administration. 2003. *The Senior Management Service Public Service Handbook 2003 Edition*. Pretoria: Government Press.
- Public Service Regulations. 2001. *Government Notice No. R. 1 of 5 January 2001 as amended*. Pretoria: Government Press.
- Republic of South Africa 1996. *Constitution of the Republic of South Africa 1996*. Pretoria.
- Republic of South Africa. 2007. *Government Immovable Asset Management Act. Act 19 of 2007*. Pretoria.
- Republic of South Africa. 1997 *Government Gazette 18340. Batho Pele – 'People First' White Paper on Transforming Public Service Delivery*. Pretoria:
- Republic of South Africa. 2001. *The Public Service Regulations: Code of Conduct for Public Servants*: Pretoria.
- Robbins, S.P. and Barnwell, N. 2002. *Organisational theory* (4th ed.) Frenchs Forest: Prentice Hall.
- Schermerhorn, J. R. 1999 *Management*. New York: John Wiley.

- Schumann, M. 2010. 'The New Rules of Employee Engagement.' *Management Today*: Volume 28, No 1, pp. 44-45.
- Sebashe, S.S. and Mtapuri, O. 2011. 'Implementation of a performance management system: A case study of Ba-Phalaborwa Municipality in Limpopo.' *Journal of Public Administration*: Volume 46, No. 4, pp. 1323-1336.
- Relationship between organizational citizenship behaviours and customer satisfaction (Kerman Saderat Bank as Case Study). *Journal of Public Administration and Governance*: Volume 2, No. 2, pp.125-131.
- Simpson, S.N.Y. and Buabeng, T. 2013. 'Performance contract an performance of public enterprises: A study of the implementation processes.' Legon: *Journal of Public Administration and Governance*: Volume 3, No, 2, pp. 10-21.
- Sindane, A.M. and Nambalirwa, S. 2012. 'Governance and public sector leadership: The missing links in service delivery in South Africa. *Journal of Public Administration*: Volume 47, No.3, pp. 695-705.
- Spatz, C. and Kardas, E. 2008. *Research methods*. New York: McGraw-Hill.
- Special Cabinet press statement. 2011. 'National Government intervenes in Free State, Gauteng and Limpopo provinces.' Government Communication and Information Systems (GCIS). Pretoria: 5 December 2011.
- Stenzel, C. and Stenzel, J. 2003. *From cost to performance management. A blueprint for organizational development*. New Jersey: Wiley.
- Taylor, C.R. 2002. The talent focus. *Training and Development*, 56(12), 26–31.
- Theletsane, K.I. 2012. '*Ubuntu* management approach and service delivery. Stellenbosch: Faculty of Military Science.
- The Free Dictionary*. 2012. <http://www.thefreedictionary.com> : 2012
- The Robert Wood Johnson Foundation. 2010. <http://www.rwjf.org/>
- Tooley, R. and Mahoai, K. 2007. 'The impact of corruption on service delivery in South Africa. *Journal of Public Administration*: Volume 42, No. 3, pp. 366-373.
- Van der Waldt G. 2004. *Managing performance in the public sector*. Landsdowne: Juta.
- Van Rooyen, E.J. and Whittle, C. 2011. 'Talent management as a key imperative for leadership development. *Journal of Public Administration*: Volume 46, No. 3, pp. 1039-1054.
- Van Wyk, H.A. and Kroukamp, H. 2007. 'Costing of public services: A necessity to ensure good governance?' *Journal of Public Administration*: Volume 42, No.5, pp. 262-271.
- Webb, W. and Auriacombe, C.J. 2006. 'Research design in public administration: Critical considerations.' *Journal of Public Administration*: Volume 41, No. 3.1, pp. 588-602.
- Xavier University Library. 2012. *Qualitative versus quantitative research*. Johnson, B. and Christensen, L. 2008 pp.34, and Lichtman, M. 2006 pp. 7-8.

ANNEXURE ONE

RESEARCH QUESTIONNAIRE

This questionnaire is structured around the objectives of the study.

- **To determine how service delivery functionality provides the minimum standard for rendering a service (service delivery) by the Department.**
- **To determine management control measures in the functional application of service delivery by the Department.**

The questionnaire is semi-structured.

The staff participating in this survey are the following:

- The Head of Department. Number 1
- All General Managers. Number 5
- All Senior Managers of the Department. Number 20
- Middle managers from districts 10
- Total sample size is therefore 36.

The results of this questionnaire will contribute towards data collection, part of the work expected for a Masters of Public Administration degree. The student researcher Michael Holford confirms that responses from all respondents will be treated with the utmost confidentiality and therefore will not be seen by the employer.

All the responses will cover the period of three financial years which is from April 2010 to March 2013. The responses will enable the researcher to make an informed analysis that provides for conclusions and recommendations on the objectives of the study.

A. Questions 1 to 4:

Personal data of the departmental official/respondent.

B. Questions 5 to 9:

Seek to address the question of the management of service delivery in the Limpopo Department of Public Works.

C. Question 10 to 16:

These questions seek to understand what the official/respondent knows about service delivery functionality and the minimum requirements for service delivery.

D. Question 17 to 21:

These questions seek to understand what the official/respondent understands about management controls and their functional applications.

1. NAME:

2. Position:

3. Department:

4. Branch:

5. How would you define service delivery as applied and implemented by the Department?

.....
.....
.....
.....

6. How would you describe your level of understanding of the management of service delivery in the Limpopo Department of Public Works? Explain further.

.....
.....
.....
.....

7. Do you think that your supervisor has a good understanding of the management of service delivery? Explain further.

.....
.....
.....
.....

8. Do you think there is a general understanding of the Management of Service Delivery in the Limpopo Department of Public Works by employees at all levels?

.....
.....
.....
.....

9. What do you think should be done to improve the understanding of the management of service delivery in your branch and/or programme?

.....
.....
.....
.....

10. Would you attribute as either poor or good the level of the functionality of service delivery in the Department in the past three years (April 2009 to March 2013)?

.....
.....
.....
.....

11. Can you say that service delivery functionality contributes to the improvement of service delivery in the Department? Why?

.....
.....
.....
.....
.....
.....

12. Do you believe that the support services in your Department have been efficient and effective in contributing to the success of projects? Substantiate your response.

.....
.....
.....
.....

13. Do you believe that officials attached to the Infrastructure Operations Branch have the necessary skills and capacity to provide the minimum standard for functional service delivery (for example providing the minimum functional standard required for service delivery)? Provide reasons for your response.

.....
.....
.....
.....

14. What would you regard as the minimum requirement for service delivery? Is this requirement an important criterion upon which to assess service delivery?

.....
.....
.....
.....

15. In summary, what would you recommend the Department do to improve its minimum level of service delivery functionality?

.....
.....
.....
.....
.....
.....

16. Do management control measures, for example, policies, processes, systems and incentives, contribute to improved service delivery? If so how?

.....
.....
.....
.....

17. What do you regard as challenges facing management in implementing management control measures in the Department?

.....
.....

.....
.....

18. Would you argue that the management control of service delivery is well managed in your branch/programme of the Department? Please explain.

.....
.....
.....

19. How does your branch/programme and/or Department manage the challenges posed by management control measures? Do you think they are fair?

.....
.....
.....

20. What do you think could be undertaken (incentive-based) to improve the rewards for implementing functional control measures? Motivate your response.

.....
.....
.....

21. In your opinion, how can the Department deal with the challenges of poor service delivery, especially on the management control measures?

.....
.....
.....

22. Do you have any additional issues, relating to service delivery functionality or management control measures that you would like to raise?

.....
.....
.....