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**Application of selected Public Sector Management
Techniques to improve service delivery**

Londoloza L. Luvuno

ACKNOWLEDGEMENT

It is through collective work that so much is accomplished. Therefore, I take this opportunity to thank...

- my Heavenly Father, **Mvelinqangi**, for His grace; love and blessing. Thy will shall be done.
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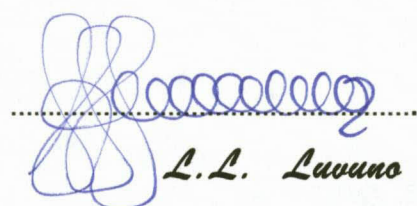
...and the following:

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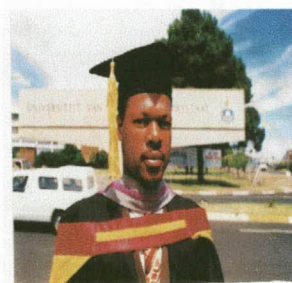
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L.L. Luvano

Bloemfontein, 29 November 2002



*There can be no science without people respecting human life,
there can be no science without confirming human dignity and equality,
and science is meaningless unless it improves the world within which mankind lives.*

This script is dedicated to:

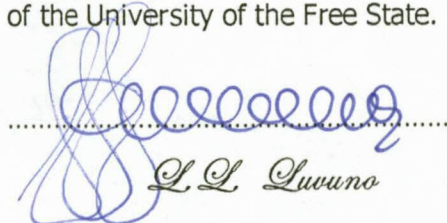
My late mother, **Mrs. Ella-Rose Tjitemisa (née Luvuno)**. Now you can rest in peace, for I have achieved my major promise to you.

My father, **Mr. Westerfield Skumbuzo Masumpa**, whose love; guidance and wisdom I needed the most.

The passionate and handicapped **Public Officials** and **Academics** in South Africa.

DECLARATION

I hereby declare that this thesis, submitted by me for the degree ***Philosophiae Doctor (PhD)*** at the University of the Free State, is my own work and has not previously been submitted to any other university for this or any other purpose. I furthermore cede copyright of the thesis in favour of the University of the Free State.


.....
L.L. Luvuno

BLOEMFONTEIN, 29 November 2002

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ABBREVIATIONS

ANC:	African National Congress
CIS:	Cybernetic Information Systems
ATM:	Automate Transaction Machine
COSATU:	Congress of South African Trade Union
CPI:	Cost Performance Improvement
CPM:	Critical Path Method
DSS:	Decision Support System
EIS:	Expert Information System
GPPSTE:	Green Paper on Public Service Training and Education
IDP:	Integrated Development Plans
IMF:	International Monetary Fund
IMS:	Information Management System
IS:	Information System
JIT:	Just-in-Time
MBR:	Management by Results
MIS:	Management Information System
OIS:	Office Information System
OWB:	Organizational Work Breakdown
PBS:	Performance Budgeting System
PERT:	Programme, Evaluation and Review Technique
PMS:	Performance Management System
PMTS:	Pre-determined Motion Time Studies
PPBS:	Programme Planning and Budgeting System
PSC:	Public Service Commision
PSMT:	Public Sector Management Techniques

Q-b-Q:	Question behind the Question
RCB:	Rationalization des Choix Budgetaire
SADTU:	South African Democratic Teachers Union
SALGA:	South African Local Government Association
SAMWU:	South African Municipal Workers Union
SABC:	South African Broadcasting Corporation
SBA:	Social Benefit Analysis
SNP:	Social Network Programming
SQM:	Service Quality Management
TPS:	Transaction Processing System
UN:	United Nations
WA:	Workload Analysis
WBS:	Work Breakdown System
WHO:	World Health Organization
WPTPS:	White Paper on the Transformation of Public Service
ZBBS:	Zero Base Budgeting Systems

ABSTRACT

In this thesis, the concept of Public Sector Management Techniques (PSMT) is examined. In the context of the application of selected Public Sector Management Techniques (PSMT) for improvement of service delivery in public service organization, the concept 'service delivery improvement' implies the improvement of efficiency; effectiveness and productivity. These Public Sector Management Techniques discussed in the thesis are put forward in order for public officials to expand their knowledge on discovering as many as possible Public Sector Management Techniques to improve service delivery in public service organizations.

This work should further be seen as a starting point in the study of other relevant Public Sector Management Techniques such as Rational Problem-Solving; Innovative Service Delivery; Public Resources Management and Service Improvement Management. This includes the awareness and development of the technical skills; conceptual skills; implementation skills; economic/business skills; managerial skills; communication skills and negotiation skills of public officials.

The thesis gives a profuse distinction between efficiency in chapter 4; effectiveness in chapter 5 and productivity in chapter 6 as well as characteristics and elements of each of these concepts. It further identifies 12 Public Sector Management Techniques (PSMT), which are then classified as Public Sector Management Techniques to improve the efficiency of service delivery; Public Sector Management Techniques to improve the effectiveness of service delivery and Public Sector Management Techniques to improve the productivity of service delivery in public service organizations. Therefore improving the timely; appropriate and quality of public services delivery at affordable charges.

Chapter 1 provides a general overview of the thesis. Chapter 2 addresses the theory and rationale of Public Sector Management Techniques. Chapter 3 focuses on management practice related to efficiency; effectiveness and productivity to pave the way for the application of the selected Public Sector Management Techniques in public service organizations.

From the twelve Public Sector Management Techniques identified and discussed in Chapter 2, three are selected for application in order to improve efficiency as discussed in chapter 4; two are selected for application in order to improve effectiveness as discussed in chapter 5; and two are selected for application in order to improve productivity as discussed in chapter 6. The thesis is concluded with a summary and recommendations in chapter 7.

ABSTRAK

In hierdie proefskrif word die konsep van Openbaresektor-bestuurstegnieke ondersoek. In die konteks van die toepassing van geselekteerde Openbaresektor-bestuurstegnieke vir die verbetering van dienslewering in 'n openbarediens-organisasie impliseer die konsep 'verbetering van dienslewering' die verbetering van doeltreffendheid; effektiwiteit en produktiwiteit. Die Openbaresektor-bestuurstegnieke wat in hierdie proefskrif bespreek word, word gestel sodat staatsamptenare hul kennis kan verbreed deur soveel moontlik Openbaresektor-tegnieke te ontdek ten einde dienslewering in openbarediens-organisasies te verbeter.

Die dokument moet voorts gesien word as beginpunt in die studie van ander relevante Openbaresektor-bestuurstegnieke soos Rationele Probleemoplossing; Innoverende Dienslewering; Openbarehulpbron-bestuur; en Diensverbeteringbestuur. Dit sluit in die bewusmaking en ontwikkeling van die tegniese vaardighede; konseptuele vaardighede; implementeringsvaardighede; ekonomiese/besigheidsvaardighede; bestuursvaardighede; kommunikasievaardighede; en onderhandelingsvaardighede van staatsamptenare.

Die proefskrif verstrek 'n breedvoerige onderskeid tussen doeltreffendheid in hoofstuk 4; effektiwiteit in hoofstuk 5; en produktiwiteit in hoofstuk 6, asook eienskappe en elemente van elk van hierdie konsepte. Voorts word 12 Openbaresektor-bestuurstegnieke geïdentifiseer om onderskeidelik die doeltreffendheid, effektiwiteit en produktiwiteit van dienslewering in openbaresektor-organisasies te verbeter, waardeur die tydigheid; geskiktheid; en gehalte van openbaredienslewering teen bekostigbare tariewe verbeter sal word.

Hoofstuk 1 bied 'n algemene oorsig van die proefskrif. In hoofstuk 2 word die teorie en rasionaal van Openbaresektor-bestuurstegnieke bespreek. In hoofstuk 3 word gefokus op bestuurspraktyk met betrekking tot doeltreffendheid; effektiwiteit en produktiwiteit om die weg te baan vir die toepassing van die geselekteerde Openbaresektor-bestuurstegnieke in openbarediens-organisasies.

Van die 12 Openbaresektor-bestuurstegnieke wat in hoofstuk 2 geïdentifiseer en bespreek is, word drie vir toepassing gekies ten einde doeltreffendheid soos bespreek in hoofstuk 4 te verbeter; twee word vir toepassing gekies ten einde effektiwiteit soos bespreek in hoofstuk 5 te verbeter; en twee word vir toepassing gekies ten einde produktiwiteit soos bespreek in hoofstuk 6 te verbeter. Die proefskrif word afgesluit met 'n opsomming en aanbevelings in hoofstuk 7.

INTRODUCTION

*What we call the beginning is often the end
And to make an end is to make a beginning.
- Eliot, T.S. -*

1.1 ISSUES AND OVERVIEW CONCERNING SERVICE IMPROVEMENT

The recent concern for transformation and service delivery requires much attention to be given to the efficiency, effectiveness and productivity of public service organizations and the management techniques that could be applied. Efficiency, effectiveness and productivity management within public service organizations have evolved around, not only the managers or the organizational setting alone, but the application of management techniques.

Inevitably this philosophy has permeated the South African public service organizations. Public service delivery units, in the new millennium should engage in business-like approaches to management. That is, public service organizations should evaluate and adopt techniques; approaches and concepts that improve the service delivery systems of public service organizations; processes and resources utilization.

Furthermore, service improvement lies at the core of economic restructuring processes and strategies to improve efficiency, effectiveness and productivity in public service organizations. Therefore, technical difficulties have meant that service improvements and measurements are becoming central to political debates between worker representatives, for example, the Congress of South African Trade Union (COSATU); South African Municipal Workers Union (SAMWU); South African Democratic Teacher's Union (SADTU) and the South African Government. This leading public service organizations being criticized on the basis of inefficiency; ineffectiveness; unproductive government service delivery, the size of public service organizations and even the capabilities of the public officials in South Africa.

1.2 PROBLEM STATEMENT

Government, particularly its bureaucracy, before the first democratic election, has been a source of uneasiness among the citizens. Currently it is facing national and international exposure on its administrations. Paradoxically, more services were and are demanded from public service organizations. The criticism based on the public service organizations can be divided into three parts, **viz.:**

- **Firstly**, the criticism made out about public service organizations that are *too large and consuming too many scarce public resources*. The South African public service is following the levelling and actually wasting of declining public resources. As such, more attempts need to be made towards the effective, efficient and productive improvement of services.
- **Secondly**, there are criticisms that government organizations *involve themselves in too many service delivery programmes and activities* and that alternative means of service delivery exist. In response to these views, many formerly governmental service delivery activities are being outsourced.
- **Thirdly**, the sustained criticism based on *the techniques of management* in public service organizations, with bureaucracy becoming a highly unpopular form of management. Provision of services by bureaucratic means is increasingly regarded as guaranteeing mediocrity, inefficiency, ineffectiveness and unproductive services delivery.

This thesis, addresses the **third problem statement** based on the techniques of management in public service organization to determine whether acceptable Public Sector Management Techniques can be identified; modified and adopted to improve the efficient; effective and productive service delivery processes in public service organizations.

Although public service organizations will never be like commercial enterprises, it has to be business-like if it intends to improve the efficient; effective and productive service delivery processes and make the most out of the available public resources. Furthermore, the thesis intends to address the argument on public management or the question of *'What management techniques can be applied by public service organizations to improve service delivery.'* The research intends to investigate selected Public Sector Management Techniques and their basic steps for improvement of service delivery.

It further analyses the procedures of applying these management techniques from its initiation until its completion phase. This will leave public managers with confidence of what the next step should be in order to pursue public service delivery programmes. This change represents a paradigm shift from a bureaucratic model of administration to a market model of administration.

1.3 HYPOTHESIS

The hypothesis is derived from sustained arguments on the techniques of management in public service organizations. An understanding and knowledge of the management techniques and the emerging role of managerialism in public service organizations is required.

The hypothesis of this thesis is as follows: The application of selected Public Sector Management Techniques (PSMT) can improve the efficiency; effectiveness and productivity of service delivery in public service organizations.

1.4 OBJECTIVES OF THE RESEARCH

Although this thesis is an in-depth investigation of management techniques that can be used to improve the quality of service delivery in public service organizations, the primary purpose of this research is to:

- identify specific management techniques in the public- and private sector organizations to be addressed in order to improve service delivery in public service organizations;
- deliberate the possible approaches to efficiency; effectiveness and productivity measurements and the improvement of service delivery in public service organizations;
- elaborate on the practical use of appropriate Public Sector Management Techniques concerning managerial efficiency, effectiveness and productivity; and
- pave the way for organizational efficiency, effectiveness and productivity by addressing the third criticism pertaining to South African public management.

What makes this research unique is that the study focuses on the issue of efficiency, effectiveness and productivity identified in the White Paper on the Transformation of Public Service (RSA 1995) as one of the challenges and constraints prior the 1994 government (Paragraph 3.1.1). Furthermore, the study intends to contribute towards understanding, adaptation and systematic analysis of management techniques in public service organizations. This will positively encourage senior managers to enhance their efficiency; effectiveness and productivity solely for further improvement of service delivery in their departments.

1.5 RESEARCH METHODOLOGY AND THE NATURE OF DATA TO BE COLLECTED

The research is such that it exhibits a teleological dimension of public management. That is, Public Sector Management Techniques are intentional and purposive by definition, thus persuading the researcher to focus on the following research method:

1.5.1 Research methodology

By choosing the explanatory and exploratory research strategy, the researcher seeks to explore and explain the in-depth application of selected Public Sector Management Techniques in public service organizations. The applications of these management techniques are sometimes referred to as management tools. Thus, these various management tools or techniques will be classified under Public Sector Management Techniques that are capable of improving the:

- efficiency of public service delivery;
- effectiveness of public service delivery; and
- productive delivery of public services.

Therefore, the intentional and purposive nature of these Public Sector Management Techniques will require the research firstly to identify all existing management techniques in the private sector as well as in the public sector. Secondly, to define and elaborate on these various management techniques in order to identify which management techniques are meant to cater for efficiency; effectiveness or productivity in public service organizations and why.

1.5.2 The nature of data to be collected

The data will be collected from public administration and management literature, government databases, policies, White Papers, Green Papers, national and international journals of public administration, national and international journal of management and other scientifically accredited journals on e-libraries and web sites, presented conference papers, research already done by other researchers, academic literature and pending research documents.

1.5.3 Key words and concepts

Efficiency; effectiveness; productivity; public sector; public service organizations; public resources; Information Systems; Systems Analysis; Management by Results;

Strategic Public Management; Social Benefits Analysis; Service Quality Management; Public Project Management; Programme Budgeting Systems; Cost Performance Improvement; Workload Analysis; Social Network Programming; Performance Management Systems, strategic plan; primary, tertiary and secondary objective.

1.6 CLARIFICATION OF SPECIFIC CONCEPTS

To undertake a comprehensive study of these Public Sector Management Techniques, specific terms related to the investigation need to be defined and clarified, **viz.:**

1.6.1 Efficiency; effectiveness and productivity

Efficiency; effectiveness and productivity are correlated with the parsimonious utilization of scarce public resources venturing toward the amplification of social welfare or the prosperity of a society as a whole, within an anticipated deadline (Claude 1998:89-93). The following are defined for the purpose of this thesis:

- **Efficiency:** Efficiency refers to the *relationship between* public resources consumed and goods and services produced. Efficiency, expressed as a percentage, *compares* performance in terms of output over input (output/input) ratio to a standard representing the expected level of efficiency (Liebenberg 1989:27). Another view of efficiency is that of Van Niekerk (1982:8) stating that efficiency is an *application of the right techniques or methods* for doing a job or achieving a goal whereas effectiveness, is correlated more with the attainment of the public sectors' desired goals or objectives within, or before a suggested due date. Therefore, the elements of efficiency, according to Bartel (1991:221), would constitute social *benefit* maximisation and *cost* minimisation or recovery, *well-spent* public resources, *capabilities* of service delivery processes and plans for achievements, *cost-awareness* of public officials and the

community and the question of 'how well' has the service delivery processes been undertaken'?

- **Effectiveness:** Liebenberg (1989:41) defines effectiveness as *indicating the extent* to which public programmes *achieve their objectives*, goals or other intended effects. A programme and its activities are selected and planned with care so that they can produce the *desired* goods and services that will *meet* the objectives of the programmes. Effectiveness, in this regard, relates to *results*. In contrast, efficiency relates to process and costs. Conversely, contemporary public managers could be efficient, but ineffective because they might be doing the wrong thing, yet going about the right way or inefficient, but effective because they happen to be doing the right thing, but undertaking the projects or programmes of service delivery the wrong way. Whereas, the elements of effectiveness, would constitute ***appropriate, co-ordinated*** and ***timely*** delivery of public goods and services (Bartel 1991:221).
- **Productivity:** The term 'productivity', according to Fox and Meyer (1995:102), refers to the rate of production measured in terms of the output of goods and services in accordance with the public resources consumed, the workload and the impact. While Mali (1986:256) views productivity as the measure of public service organizations on how well legal-; organizational-; information-; financial-; natural- and human resources are brought together in an organization and utilized to accomplish a set of government objectives. That is, productivity is reaching the highest level of performance with the least public resource expenditure. In the context of productivity, Reddin **et al.** (1993:66-67) maintain that terms such as '***performance***'; '***results***' and '***outcomes***' can be viewed as the ***elements of productivity***. As such, these elements of productivity can, therefore, be summarised as getting ***more*** positive results or outcomes for ***less*** public resources input through planned work performance. That is, ***productivity is to get more for less.***

1.6.2 Public sector and public service

The term 'public sector' is a collective term referring to any state department; local authority; provincial authority; board; institution; corporation or any other organization established by any law. While the term 'public service' denotes that portion of the public sector that falls under the control of the Public Service Commission and National Revenue Fund. As such, public service authorities should technically produce goods and services on a non-profit basis (Cameron & Stone 1995:xiii-xiv).

In Cloete's (1995:62) view, 'public sector' refers to all the legislative; governmental and administrative organizations at the central; the provincial and local spheres of government as well as to all the functionaries employed in and the functions performed by these organizations. Whereas public service organizations refer to the specific institution with the name public service created in terms of section 8 of the **Public Service Act, 1994** (Act 103 of 1994). It consists of persons who hold posts on the fixed establishment of the state departments and related organizations or officials appointed permanently additional to the fixed establishment or are employed temporarily or under specific contract in a full-time or part-time capacity.

1.6.3 Public resources

Productivity requires public resources in which Luvuno (1999:16) asserts that these public resources are miscellaneous by character. For clarity purpose these public resources are categorized as follows:

- **Legal or authoritative resources:** This refers to resources such as *powers*, that according to Earl (2001:105) amount to the ability to make people do what they would not have done willingly; *laws* are explained by Van Niekerk **et al.** (2001:307) as the body of rules and regulations made by state or government for the people who live in that particular state. These laws are aimed at protecting the society in general; *authorities* where Dilnot

(2000:100) simply explains it as delegated power; *policies*, in its simplest explanation refer to whatever public service organizations choose to do or not to do, or a purposive course of action followed by an actor or set of actors in dealing with the problem or matter of concern (Anderson 1997:7); *by-laws*, refers to legislation passed by municipal councils referred to in section 157(1) of the **Constitution of the Republic of South Africa, 1996** (Act 108 of 1996) and *regulations*, that refer to rules made by the executive institutions to expand the provisions of Acts of parliaments or provincial *ordinances*, while ordinances refer to legislation passed by a provincial legislative body.

- **Institutional or organizational resources:** such as *land*, referring to the solid part of the surface of the earth as opposed to water, constituting a part of such surface, especially to oceans; rivers; lakes; dams and seas; *office buildings*, referring to human habitation structures in which the administrative personnel; executive; clerical or staff are working or a place in which professional activities are conducted in order to delivery public services; *equipment*, denotes the materials and machinery needed for a purpose such as a tasks of delivering services; and *vehicles*, referring to a self-propelled medium by which means resources and process of service delivery can be transported or transmitted (<http://www.dictionary.com>).
- **Information resources:** Information resources may include *computers*, which refers to a programmable electronic machines that perform high-speed mathematical or logical operations or that assembles, store, correlates and process information; *data bank*, an information storage medium were qualitative and quantitative information is stores or mostly, can be found; *news media*, which refers to a group of journalists and television networks that constitute the communication industries and profession; *grapevines*, which may be viewed by many as unpleasant yet sometimes can be worthwhile. Grapevine refers to an informal transmission of information, gossip or rumour from person to person; *researchers*, which refers to a collection of scientists who devote themselves to doing and capturing data; and *programmers*, Refers to a numbers of information technology

specialists who prepare or writes instructional programmes for computers (<http://www.dictionary.com>).

- **Financial resources:** According to Mondy **et al.** (1994:25), **capital** refers to money. For the sole purpose of clarity, financial resources will include **monetary funds** that refer to financial supply, legal tenders, currency, property or wealth and interest rates. **Economic efficiency**, refers to utilizing factors of production in the least cost combination and in public resources consumption, allocating expenditures to maximize public service delivery (Todaro 1997:687), and **financial investments**, actually denotes that part of public funds or national income or national expenditure devoted to the production of capital goods over a given period of time. **Market economy** denotes a free private-public enterprise economy governed by consumer sovereignty, or a price system, and the forces of supply and demand.
- **Natural resources:** This may include resources such as oil, minerals, gas, chemicals, wood, land and energy and even time. Whereas Mondy **et al.** (1994:25) state that natural resources consist of all those resources made available to human beings through nature and thus cannot be increased once depleted.
- **Public human resources:** In this regard, human resources may include **professionals**, public human resources mostly refers to individual employees with more than two years educational qualifications coupled with in-depth or in-service training and skills. **Skilled personnel**, which refers to public personnel who do not meet professional requirements, yet possess advanced technical-; conceptual-; behavioural-; economic-business-; managerial- and implementing skills.

Semi-skilled personnel, which refers to public personnel with no professional requirements and minimal skills identified from skilled personnel.

Unskilled personnel, which refers to personpower identified in the Public

Service Review Report of 1999/2000 as those public personnel whose occupation is classified under cleaners, labourers, shelf packers, messengers, tea-makers, night watchman, guard, waiter/waitress and cook who are in the employ of public service organizations.

Public human resources, according to Mondy **et al.** (1994:25), refer to all the abilities of educated people that can be used to provide products and services in exchange for payments. This resource is also known as human capital, which is a productive public investment, embodied in human persons. These include skills, abilities, ideals and health resulting from experience and education, and on-the-job training programmes.

1.7. SCOPE OF THE STUDY

The thesis consists of seven chapters, **vide:** introduction, reasons for, and factors influencing efficiency, effectiveness and productivity in public service organizations, the role and meaning of management tools in public service organizations, application of management tools to improve efficiency in public service organizations, application of management tools to recuperate effectiveness in public service organizations, application of management tools to improve productivity in public service organizations, and followed by conclusion and recommendation. The chapters are discussed as follows:

- The current chapter has **introduced** the reader to the topic that has been investigated as well as to the issues and overview concerning service improvement in public service organizations. It also dealt with the research methodology and layout of the research undertaken.
- Chapter 2 of this thesis concerns the **Theory and Rationale of Public Sector Management Techniques**. Due to increasing demands for improvement in service delivery, sustainable development, cost-effective consumption of public resources and skilful use of human resources,

management techniques became one of the reasons for addressing the third argument that stipulated the *techniques of management* applied in public service organizations by bureaucracy is becoming a highly unpopular form of management. Issues such as New Public Management, globalization, international competitions and collaborations make it urgent for the South African public management to consider the idea of managing public service organizations in a more business-like approach in order to meet local and international demands.

This chapter, therefore, analyses the ideas of various authors to manage the public sector and public service organizations in a business-like approach. It identifies and compares management environments both in the public and private sector. The chapter attempts to define the term 'technique' as a management technique in order to avoid confusion and extend the definition by making a distinctive analysis between 'management process' and 'management technique'. Thus ultimately explaining the terms 'Public Sector Management Techniques'.

Furthermore, chapter 2 makes public managers and operational public officials aware of the approach in which organizational failure becomes a blaming issue and turns it into a Question-behind-Question (Q-b-Q) approach through exploring the rationale for using Public Sector Management Techniques. Finally, the chapter identifies and explains a few of the Public Sector Management Techniques as perceived by various authors.

- Managing the *efficient, effective and productive* delivery of services in public service organizations, require public managers and operational public officials to understand the three terms. These are regarded as a binding principle in terms of value for money. As such, a distinction is made between managing service delivery and efficiency, effectiveness and productivity of public service organizations. Hence chapter 3 addresses **Management practice for improving efficiency; effectiveness and**

productivity in public service organizations, which lays down the management foundation of public officials to be cost-conscious. It gives guidance in terms of measuring and improving efficiency, effectiveness and productivity of public service organizations. It discusses the basic process of managing efficiency, effectiveness and productivity in an average organization. Public managers should keep in mind that each organization is unique and the manner in which efficiency, effectiveness and productivity is managed will differ from organization to organization, although the principles of managing efficiency, effectiveness and productivity in each of these organizations are the same.

- Chapter 4 concerns the **Application of selected Public Sector Management Techniques for efficient service delivery in public service organizations**. Although there are many Public Sector Management Techniques that can be applied to improve the efficient service delivery in public service organizations, this chapter addresses three main Public Sector Management Techniques, **viz.:**

- ***Information Systems and Electronic data processing (IS):***
Many managers regard Information Systems as the most important resource for effective decision-making in progressive corporations. As such, this chapter begins by explaining Information Systems. It addresses the importance of Information Systems and electronic data processing in public service organizations and the levels of information linked to the decision-making levels. Public managers and operational public officials are also advised on planning and selecting Information Systems and the management thereof. The requirement and projects allocation of Information Systems as a pre-condition for establishing Information Systems and electronic data processing in the public service organizations are analysed followed by the process of electronic data 'manufacturing' as well as for the different types of decision-making support systems that are available for public managers and operational public officials.

- Applying **Workload Analysis (WA)**, means better methods and more efficient service delivery systems lead to avoiding costs or lower public resource input. The reasons for applying this management technique are discussed followed by a diagrammatic and explanatory process of applying Workload Analysis. This Paragraph concludes with the importance of Workload Analysis in terms of human capital.
- **Cost Performance Improvement (CPI)**: Cost Performance Improvement is also dealt with in this chapter and will focus on practical assessment of how public managers should be cost aware every time they make decisions. How they can cut or avoid cost as much as possible is also discussed. This chapter, therefore, will investigate the systematic process of cost improvement and implementation in public service organizations. Public managers need to comprehend how public resources are to be recovered using these management techniques. Cost Performance Improvement analysis is therefore a deliberate, systematic and planned effort with year-in and year-out consistency investigation of cost cutting for better-cost performance. In the context of public sector management, the term would thus imply the exploration and inquisition of different advancement methods towards the improvement of resource disbursement for maximum results.
- Chapter 5 concerns the **Application of Public Sector Management Techniques for effective service delivery in public service organizations**. This chapter consists of two main sections, viz.:
 - **Management by Results (MBR)**: Due to taxation, community members want to see and experience results for the tax they pay. Hence, this chapter intends to illustrate the step-by-step involvement of executive-, programme-, supervisory public

managers, and operational public officials in achieving public service organizational goals, objectives and results productively without any delays or waste of public resources. In this paragraph, reasons why Management by Results should be applied are addressed. It also consists of a step-by step application of Management by Results to produce the expected outcome. The various typology of Management by Results is discussed here after deriving its theory for the reason of failure in the application of Management by Results in most organizations.

- ***Social Network Programming (SNP)***: In the context of Social Network Programming, this chapter deals with the quantification of public resources, including natural resources such as time programming, service delivery due dates; the number of public officials needed to perform a specific activity and the amount of material resources needed to achieve pre-determined goals. Hence the term 'programming' implies quantity planning and the term 'network' implies the public service organizational matrix or hierarchical level of the public sector. Meaning the study will be based on the effectiveness of public service organizations in using limited resources for achieving pre-determined objectives on time.

Although Social Network Programming is also known as Network Programming; Network Analysis or network Scheduling, the researcher chooses Social Network Programming based on the argument that the process of programming public service delivery by means of a diagrammatic network, the activities being programmed are more of a social nature than private sector oriented. Thus, variations of Social Network Programming are discussed and the processes by which social network activities are programmed.

- In Chapter 6, **Application of Public Sector Management Techniques for productivity improvement in public service organizations** addresses two Public Sector Management Techniques, viz.:

- **Performance Management Systems (PMS):** Performance Management Systems, in this chapter, intends to address the variation of performance appraisal systems and elaborate on those types of methods for appraising individual public officials and public service organizations as they interact with each other, the results of that interaction being work performance. That is, the process of judicious reasoning for the ultimate result of the public official activities or functions is discussed in this chapter. In Masukela's (1999:3) view, Performance Management Systems as seen in the context of South African Public Service is the integrated process of defining, assessing and reinforcing employee work behaviour and outcome. As personnel led tool, Performance Management Systems could specifically focus on the appraising of individual performance of public official in public service organizations.
- **Service Quality Management (SQM):** To ensure productivity and quality, Service Quality Management is one of the appropriate management tools that are discussed in chapter 6. Service Quality Management, as a management tool is an external and internal customer focused instrument. It is also a process improvement device and requires the involvement of citizens and public officials. Hence, the chapter addresses continuous improvement by emphasising *customer focus; process improvement and involvement*, in public service organizations. As a co-operative form of doing administrative functions that relies on the talent and capabilities of both labour and management to continuously improve quality and productivity, this particular Public Sector Management Technique strives to make the best use of all available resources and opportunities by constant improvement.

- Chapter 7 narrates on **Conclusive comments and recommendations** by first starting with an introduction and perspective of Public Sector Management Techniques in the future. It gives an overview of the research undertaken followed by answering a brief question based on 'whether Public Sector Management Techniques will work in public service organizations?'. Finally, Chapter 7 will conclude and make a few recommendations pertaining to the application of Public Sector Management Techniques to improve service delivery.

2

**THE THEORY AND RATIONALE OF PUBLIC SECTOR MANAGEMENT
TECHNIQUES FOR IMPROVEMENT OF SERVICE DELIVERY**

*If you never try anything new, you never learn,
If you never learn anything, you'll never change,
If you never change, you'll never transcend the old self,
If you never take risk or 'stick your neck out' you will stay
right where you are – you won't move.*

- Anon -

2.1 INTRODUCTION

One of the pointers to the way ahead, as highlighted in the Public Services Review Report of 1999/2000, is the improvement of quality services. This stems from criticism regarding inefficient, ineffective and wasteful methods of service delivery by public service organizations. This pointer adds another dimension to the process of public service delivery in the public sector - that is, to get '*things*' done correctly at first attempt.

The criticism relating to the inefficiency, ineffectiveness and wastefulness of public service organizations, escalated to public concern and anti-government attitude. As a result public managers and politicians at local-; provincial- and national spheres of government will have to search and eliminate the causal-effects of inefficiency, ineffectiveness and unproductive services delivery in public service organizations. These concerns need to lead public officials to ask introspective questions such as:

- 'What went wrong in **my** department?'
- 'What can **I** do to improve community service delivery?'
- 'What else can go wrong in **my** department?' and mainly
- '***What mechanism can be used to improve service delivery in public service organizations?***

This Chapter intends to address the issue concerning the theory and rationale of utilizing Public Sector Management Techniques as one of the approaches for improving service delivery in public service organizations. The necessity for importing and adapting private sector oriented management techniques into the

public sector will be discussed. This Chapter will also identify and explain these Public Sector Management Techniques needed to improve service delivery.

2.2 THEORETICAL CONCERN REGARDING PUBLIC SECTOR MANAGEMENT TECHNIQUES FOR SERVICE DELIVERY IMPROVEMENT

Muller (1987:230) states that managers in public service organizations will be compelled - as a result of inefficiency, ineffectiveness and unproductive service delivery - to become effective managers of public resources. According to Ring and Perry (1985:276), Wortman was the first practitioner in 1979 to suggest the importation and adaptation of private sector oriented management techniques into the public sector. The suggestion signified the attempt to manage public service organizations as effective, efficient and productive as the private sector counterparts. Ring and Perry (1985:276) further argue that management techniques such as Strategic Public Management, in the 70s, were virtually non-existent in the public sector.

Moritz **et al.** (1999:317) confirm this statement by stating that management techniques might be regarded as a recent discovery in the public sector, yet they have been around for some time. Therefore, a need to analyse, import and modify private sector oriented management techniques into management techniques appropriate for public service organizations arises. In order for public managers to understand the application of Public Sector Management Techniques in public service organizations, the term 'management' needs to be analysed first. Rohr (1997:309) views the basic definition of management as the process of making decisions with and about people, methods, money, tools, materials and time for the purpose of attaining pre-determined organizational goal.

In Cooter and Hardkitt's (2000:8) view, management is the planning, organizing, leading and controlling of public resources to achieve organizational goals while a manager is a person who is responsible for supervising the use of public resources to achieve the goals of the organizations. Public sector management and private sector management, therefore, do have similarities. These similarities consist of

planning, organizing staffing, directing, co-coordinating, reporting and budgeting (Cameron & Stone 1995:115). Ströh (1999:iii-vi) also adds activating and communication as additional similarities that can be found between public service organizations and private sector organizations. According to Cameron and Stone (1995:115-120), the management functions found in the public sector and private sector are similar, but do not operate in the same way in the different environments. These environments are identified and explained as follows:

- **External forces:** In the public sector, external forces impinge on the public manager in a far greater and more complex way than on the private sector manager. The chief executive officers in the private sector can set policies for their organization limited by the guidance of the board of directors and sometimes the shareholders. Whereas, in the public sector, the manager is regarded as the guardian of public funds and public interests and these allow the public to feel they can rightfully claim their share. Public managers further have to deal *inter alia* with the legislature, the media, courts, and unions regarding issues of service delivery.
- **Openness:** Public managers should be transparent in their activities and held accountable to their political superiors. In the private sector, certain legal obligations exist for managers to reveal certain aspects of their businesses; such as registration of shareholders and publication of balance sheets.
- **Goals:** In the private sector goals are likely to be realistic and more evenly matched with the available resources. Conversely, in the public sector, managers are often forced to apply limited public resources to achieve massive objectives.
- **Equity and efficiency:** Public managers have to place greater emphasis on providing equity among different areas. They have to ensure citizens have access to certain basic minimum services while the private managers

are primarily concerned with selling their products or services to a specific market.

- **Finance:** The private sector gets its funds from clients who purchase goods at the market place. On the other hand the public sector is paid by budget appropriation recommended. If the private sector provides a service inefficiently, or for which there is no market, it will suffer losses. However, in the public sector taxes will be collected even if a specific service that they supply proves unsatisfactory.
- **Monopoly:** Public service organizations are often monopolies. While only a degree of monopolistic practice can be detected in the private sector. Public service organizations, therefore, tend to display the characteristics of most monopolies. That is, high cost, inefficiency, slowness to innovate and relative indifference to their customers.
- **Tenure:** Another argument is that the tenure of senior public managers is much shorter than that of their private sector counterparts. As the tenure of senior public managers is dependent on elected politicians, few can be guaranteed a job for long.
- **Time perspective:** Private sector managers, not burdened with direct political considerations, can generally take a longer-term perspective towards market developments, technological innovation and investment. However, politicians, due to electoral consideration, are always looking for 'quick-fix' programmes, which have, immediate to short-term political benefits.
- **Service conditions for staff:** Private sector managers have a fair degree of autonomy in the management of subordinates, even taking into account collective bargaining with unions. This would include aspects such as hiring, firing, transfers and promotions. In the public sector a complicated set-up is in place whereby the government personnel policy is administered

and controlled by the Public Service Commission (PSC) and the Constitution, and not by line managers.

The term 'technique' in management techniques implies method, approach, methodology, procedure or way in which management activities are undertaken. Hence, management technique is viewed by Shama (1990:86) as those management philosophies requiring management approaches that are geared towards the:

- Reduction of public resource wastage.
- Continuous improvement of service delivery
- Quantification of public resources.
- Rationalization of administrative processes of service delivery. and
- Strategizing service delivery activities.

Deduced from the above arguments, government decisions could also be taken based on the Public Sector Management Techniques (PSMT) adapted from the private sector organizations for undertaking quality service delivery. O'Brien and Patterson (2000:81-86) identify these Public Sector Management Techniques as Information Systems (IS), System Analysis (SA), Service Quality Management (SQM), Management by Results (MBR) and Social Network Programming (SNP)

Von Horn **et al.** (1997:107) also identified some of the Public Sector Management Techniques as Social Benefit Analysis (SBA), Cost Performance Improvement (CPI), and Programme Budgeting Systems (PBS). Whereas Linesberry (1999:43) identified Performance Management Systems (PMS), Workload Analysis (WA), Public Project Management (PPM), and Strategic Public Management (SPM) as components of Public Sector Management Techniques. In order to explore the definition of Public Sector Management Technique, a distinctive definition between management processes and management techniques must first be explored, **viz.:**

- **Management processes:** Fox and Meyer (1995:78) and Smit and Cronjé (1999:9) generally refer to management processes as the basic function of planning, organizing, staffing, leading, and controlling. Whereas in public

administration context, Public Policy Analysis and Determination, Financial Arrangement and Management, Macro and Micro Organizational Analysis, Development and Management, Personnel Provisioning and Maintenance, Work Method and Procedures, and Control and Accountability can be added as a group of management processes.

- **Management techniques:** Marx and Van Aswegen (1983:96) define management technique as a systematic and structured procedure or method according to which a manager must proceed to execute a particular task or to solve a particular problem.

Derived from the identification and definition of management processes and management techniques as stated above, the definition of Public Sector Management Techniques has to be explored. Some of the authors defined Public Sector Management Techniques as follows:

- Public Sector Management Techniques are tools that give direction to work performance in terms of planning; organizing; communication; activation; and co-ordination of government organizational matrixes; policy determination and analysis, toward the objectives of the public sector as a whole (Shaughnessy 1998:91).
- Zingler (1998:11-27) is of the opinion that Public Sector Management Techniques are administrative devices that constitute a philosophy of management, which reflects a pro-active rather than a re-active way of managing. Zingler further maintains that Public Sector Management Techniques form a combination of management systems that complement each other where the shortcoming of another tool becomes prominent. These devices are designed to facilitate planning and organizational control; organizing and assignment of tasks; problem solving; decision-making; motivation and self-control.

- Public Sector Management Techniques are management tools utilized for rationalization of Policy-Determination and Analysis, Macro and Micro Organizational Development and Management. They are also utilized for the Provisioning and Maintenance of Human Resources, the development of Work Methods and Procedures, and Accountability and the exercise of Control integrated with public resource management (Rohr 1997:309).

Impelled by the criticisms researched by Lekoenaha (2000:1) and Sekoto (1998:1) regarding the inefficient; ineffective and wasteful methods of service delivery by public service organizations, the on the Transformation of the Public Service (RSA 1995) states that steps must be taken to improve productivity and eliminate waste by the introduction of improved work processes. Due to the fact that in the public sector, few organizations are creditably managed at present stage, as such, executive-programme-; functional-; supervisory public managers and their public officials are urged to apply the principles of management techniques since they are developed for improvement of service delivery (Ring & Perry 1985:279).

Ring and Perry (1985:285) also caution public officials about the wholesale adoption of these management techniques in the public sector by stating that '...a strong case has been made that a number of research issues related to the management processes might profitably be explored before concluding that private sector oriented management techniques can generally be imported in the public sector'. Failure to heed this warning could easily lead to a victory for skeptics in the public sector who argue that private sector oriented management techniques are just another '...over-sold gimmicky management panacea...' for the public sector (Eadie & Steinbacher 1985:424).

The application of private sector oriented management techniques in public service organizations does assist public managers in the efficient; effective and productive delivery of public services (Muller 1987:237). Furthermore, Ring and Perry (1985:286) confirm Eadie and Steinbacher's warning that the implementation of private sector oriented management techniques in a public sector setting without

proper adaptation will be indicative of a greater possibility of the eventual failure of the application.

Derived from Eadie and Steinbacher's (1985:424) assumption that private sector oriented management techniques hold definite promise for the public sector, Public Sector Management Techniques should be introduced into the public sector solely for improvement of goods and service delivery. To disregard this will contribute to the possible failure of Public Sector Management Techniques in the public sector since these management techniques have been applied by profit-oriented organizations.

Public Management Processes and Public Sector Management Techniques are inseparable. Conversely, the basic problem is to explore the fundamentals of a management in the private sector, then examine the public sector context, and thereby identify areas of potential strains. That is, Public Management Processes and Public Sector Management Techniques are individual elements of service delivery that can promote efficiency; effectiveness and productivity. This can also assist with the transformation and modernization of public service organizations.

Hence, O'Brien and Patterson (1994:81-86) and Von Horn **et al.** (1997:107) state that if public managers and officials commit themselves entirely to the understanding and implementation of management processes and –techniques, public service improvement planning will be slow, but the implementation thereof will be faster and successful. In this regard, the application of Public Sector Management Techniques in public organizations compels:

- the organization's cultural change;
- the training of public personnel;
- encouragement of public official's involvement in government decisions;
- a strict focus on the public as customers; and
- the downsizing of public resource consumption.

Schermerhorn **et al.** (1994:667) attribute Public Sector Management Techniques as product and process innovation tools. Product innovation in the sense that these

tools can create a new or improved public goods and/or services whilst as process innovation tools, they assist in better ways of undertaking service delivery. These innovative management techniques focus on improving the means by which services are delivered. To devise the means through which services are delivered, Public Sector Management Techniques deal with the question for which public officials should frequently ask themselves – the question-behind-the-question (Q-b-Q) - 'What can **I** do to improve service delivery?' in stead of 'Why did **they** not (the operational public officials) follow protocol to improve service delivery?' or 'Why did **they** not implement government decisions?'

Public Sector Management Techniques can provide practical answers to the stipulated Q-b-Q in terms of the public official's contribution towards service delivery and service improvement. These techniques also enforce public officials to have a blueprint for provoking a counter-plan and processing of service delivery. The processes of Public Sector Management Techniques formation in their dynamic and complementary setting do provoke counter-plan and processing of service delivery in the public sector. The theory and rationale discussed above, stress the importance of environmental scanning and organizational assessment for the purpose of enhancing public service delivery processes. These processes consist of formulating, implementing and evaluating service delivery efficiency, effectiveness and productivity. Although the management environment is that of the private sector, it is evident from the theory and rationale that Public Sector Management Techniques are also a contribution from the public sector and thus useful in managing public service organizations.

Furthermore, Public Sector Management Techniques are devised to improve public service efficiency, effectiveness and productivity gradually within the organization culture. At the same time they could serve as turn-around-strategies to those public managers and public officials who lack commitment. These tools can also control those public officials who are impatient with the pace of service improvement changes and those who search for 'quick fixes' as well as those who hastily consider decisions or actions.

2.3 IDENTIFICATION AND EXPLANATION OF PUBLIC SECTOR MANAGEMENT TECHNIQUES FOR IMPROVEMENT OF SERVICE DELIVERY

Public Sector Management Techniques, therefore, are identified and explained by O'Brien and Patterson (1994:81-86), Von Horn **et al.** (1997:107) and Linesberry (1999:43) as follows:

2.3.1 Information Systems (IS) and Electronic data processing

The Internet in the South African public sector is emerging as one of the promising vehicles for electronic service delivery. In this regard, attempts are made by the South African Government Communication and Information System (GCIS) Department to make downloadable public service information available for an increasing number of public service transactions, including procurement of service delivery resources, payment of taxes, vehicle registration and the issuing of permits and licenses. While the Internet is emerging as a dominant form of information technology within the public sector, information technologies in the form of e-Services, e-Governance, e-Meetings, e-Citizen Participation (in the form of protest), e-Mails, e-Commerce, and e-State or cyber State, hoist the emergent of other technological niche. These niches include mobile telephones, portable computers (laptop), and advance desktops, as well as advanced technological governance.

These methods of service delivery are becoming more convenient than over-the-counter service in terms of more locations, better hours, and shorter queues, since they provide instant service delivery. Services that cannot be delivered instantly are being completed through speed posts or couriers (Garson 1999:133). Deduced from the White Paper on the Transformation of the Public Service (RSA 1995), the lack of an effective Information System, as a challenge from the past, needs to be addressed in South African public service organizations. This will have to include the eradication of computer illiteracy in South Africa. The planning of public service information flow, computer networks, information communication networks, and social marketing approaches, therefore, becomes the public managers' and the Information Technologists concern.

Information Systems and Electronic data processing, according to Hodge and Anthony (1984:125) is the art and science of producing and distributing information in a particular manner to suit the needs of the end users. Taggart (1980:5) further refers to information as the most important resource for effective decision-making in progressive corporations. In defining an information system, Fox and Meyer (1995:64) give two suggestions, **viz.:**

- As a structured way of processing data and providing information which is, often, but not always computer-based.
- As a system of gathering, reporting, analysing, accepting, storing, retrieving and using information in the organization.

Sainsbury (1993:3,7) explains that, an information system is the effective analysis, design, construction, delivery, management and use of information technology in organizations and society. It can also refer to an organized collection of people, procedure, data, machines, and services that work together to make information available. According to Garson (1999:156), computer applications in the public sector are classified in two ways, **viz.:**

- **The application area:** The application area, in Information System and Electronic data processing constitutes:
 - ***Procedure systems:*** This relates to the need of the public service organization to design and utilize standard work procedures and method when undertaking the process of service delivery. These procedures involve data preparation, service delivery workflow, filing and specification checking. Without this, public service organizations will rapidly lose track of its information.
 - ***Public service operational processing:*** This involves the attendance of information needed for the daily provisioning of services and goods to the public. This may include processing and supporting transactions such as those of municipality water and

electricity payment, licenses and taxes, enquiries from the public and systems that provide databank information on supplies, plant and budget allowances.

- **Strategic information processing:** In this regard, information is compiled and presented in a format to provide the necessary answer to public problem at a strategic level – that is the policy-making level; for instance the planning of annual budget. This also constitutes physical planning of parks, urban and regional planning as well as infrastructure planning such as road networks, airline navigation, bridges, and government buildings.

The monitoring and control of these service delivery activities require feedback from information systems in a particular format to facilitate political and administrative decisions concerning service delivery.

• **The application type:** Information System application type constitutes:

- **Off-line and on-line systems:** The former is used in cases where transactions are collected in batches and processed sequentially at the most convenient and economically time. Whereas the latter application type caters for registered end-users of desktops and laptops in the mainframe or Central Processing Unit (CPU). This allows an alteration of data by registered end-users as if the CPU was serving them individually.
- A **multiprocessing and multiprogramming information system:** This application type refers to systems that can execute two or more service delivery programmes simultaneously, using the same CPU. It indicates a basic characteristic of multi-programming. Therefore, the system performs several operations in various sequences by means of the application of a 'supervisory programme.'

- **A *sharing information system*:** This application type provides a number of users with simultaneous access to one CPU, sharing the available computer and minimizes waste of time. Therefore, the pressure during peak time is taken off from the operators.
- ***Integrated information systems*:** Integrated information systems are formed on the basis of mutual interest in the same computer software. These programmes are recorded at the sources and utilized by the same processing CPU in the various public service organizational departments. Integrated information systems minimize the need to convert data into a computer programme where one standard programme can be used.
- ***Distributed data processing systems*:** Distributed data processing systems facilitate the sharing of central public resources. These public resources include the design, application and maintenance tasks of information systems. In this regard, the system offers shared benefits to all its users such as larger and more effective hardware and software systems at a lower cost of individual systems. Data processing human resources can be shared in the light of importance of having computer specialists such as system analysts, computer programmers, communication specialists, database administrators, computer operators and maintenance engineers.

2.3.2 System Analysis (SA)

Dror (1968:24) explains that System Analysis is the examination of an activity, procedure, method, technique or organization to determine what must be accomplished to optimise public service objectives. Fox and Meyer (1995:77) assert that System Analysis is the continuous process of reviewing service delivery objectives, designing alternative methods to realize these objectives. This also

involves the consideration of the effects and costs of economic alternative choice of preferences.

Public managers as system analysts need to delve deeper into service improvement and service delivery programmes in order to determine the relevancy and the true difficulties of the current plans and activities. This would require the finding of new solutions and the implementation thereof. Hence Moynihan (1993:57) argues that analysing public sector goods and service delivery systems would lead to the design of new goods, products and services. When System Analysis is integrated with Social Network Programming, the chance of improving the proper design of a government macro service delivery framework is enhanced.

Iman (1989:221) maintains that the amplified macro service delivery framework affects the micro service delivery framework at provincial and local spheres of government institutions. Whereas, Moynihan (1993:6) explains that, with System Analysis, feasibility studies can be undertaken to determine whether it is worth continuing with the development of the current service programmes. The combination of other Public Sector Management Techniques with System Analysis, provoke feasibility studies.

A feasibility study, in this regard, is a separate component of System Analysis. It highlights the study of service delivery and its workability, attainability and probabilistic Social Network Programming as discussed in paragraph 5.3.1. This study, ultimately leads to the design of improved public services delivery processes in order to conceive, execute and evaluate the current public service programmes.

2.3.3 Management by Results (MBR)

Management by Results (MBR) is a process whereby executive and line management of public service organizations jointly identify common goals. This tool further defines each individual manager's major area of responsibility within a specific organization matrix or multi-level public sector personnel structure. In terms

of the results expected, measurements are recorded in order to serve as guidelines for tactical management of the public service organization.

Management by Results as a Public Sector Management Technique makes the assessment of the individual public official's contribution towards service delivery and improvement possible (Odiorne 1979:53). By combining MBR with other Public Sector Management Techniques, public managers will be able to establish individual multi-level objectives and sectionalised organization objectives. These pre-determined objectives are communicated as follows:

- **Vertically:** That is communication undertaken through out hierarchical structure within the public service organization level such as departments, divisions, sections and units.
- **Horizontally:** That is communication directed to all the individual public officials who are at the same managerial level such as executive management, middle management, line management and supervisory management.

These forms of communicating pre-determine service delivery objectives, as the expected public work-performance results are established. Posavack and Carey (1980:151) stress the importance of Management by Results by stating that:

- Public service organizational goals are clearly established and communicated to all public managers within the public service setting. This is one of the requirements of Public Sector Management Techniques that goals must be established for each public sector unit.
- MBR requires public managers to set individual goals that conform to the intents of public service organizational goals and objectives. Hence, the micro service delivery objective designed at provincial and local spheres of governments are planned and managed in conformation with national macro service delivery objectives.

- Recurrent reviews of the degree to which public managers are achieving their service delivery objectives are necessary and Management by Results can easily satisfy this requirement.

Sesele (1998:11) cites Humble's (1970:3) argument that MBR is a dynamic Public Sector Management Technique that seeks to integrate public service organization needs for clarification and the achievement of service goals. MBR maximize the long-term returns on public resources consumed by public service organizations. The results of the maximized returns of public resources consumed provide a format for the maintenance and orderly growth of the public service organizations. These results are derived in a form of statements of what was expected from public programme managers compared with the statement of what has been achieved.

Within the public service organization structures, more vitality and personal involvement is brought about. This enhances the possibility of obtaining co-ordination, effort and teamwork without eliminating personal risk taking. At the same time, the relationship between superior public officials and subordinate public officials is strengthened (Odiorne 1979:54-55). Adler (1991:423) also states that Management by Results expose public managers to questions such as:

- What are **my** service delivery objectives?
- What are **my** major elements of work to be performed?
- How must **I** relate the elements of these Public Sector Management Techniques to one another?
- Who shall **I** charge with the various responsibilities for accomplishing service objectives?

This, again, makes public managers to revisit the Q-b-Q approach in order to contribute to the efficient, effective and productive improvement and delivery of services. MBR as one of the Public Sector Management Techniques is an appropriate tool to be combined with other relevant Public Sector Management Techniques to compel answers to the Q-b-Q. Furthermore, public managers can use Management by Results to determine the reasons of failure and how to overcome these failures by closer supervision, tighter control, promise of benefits

or threats of negative sanctions, pressure coercion or some other form of control and direction.

2.3.4 Strategic Public Management (SPM)

In defining Strategic Public Management, authors such as Flinn (1998:210), Pearce and Robinson (1991:18), Fox **et al.** (1991:222), Thornhill and Hanekom (1995:95), Van Niekerk (1993:38); Levine and Crom (1994:80); Denning (1993:5-6); Thompson (1990:3); Miller and Dess (1996:5), Coutler (1998:5) as well as Smith and Cronjé (1997:140) agree in principle that Strategic Public Management entails the continuous planning process. Executive-, programme-, functional-, and supervisory public managers and their public officials within a dynamic public sector environment undertake the process of Strategic Public Management. This is done solely for continuous development and implementation of an appropriate plan concurrent with the changing needs and demands of the community for quality goods and services.

Strategic Public Management involves processes such as the formulation, implementation, as well as the assessment and evaluation of service activities to enable public service organizations to attain its pre-determined goals and objectives. Strategic Public Management also refers to the set of public managerial decisions, functions and actions that determine the long-term service delivery performance (Wheelen & Hunger 1998:6; Fox **et al.** 1991:222).

Cox and Burns (1992:23) explain that the purpose of Strategic Public Management is to determine the most economic, tactical approaches and a well calculated risk for undertaking service delivery activities. This strategic undertaking should also enhance the public organizations' effective and efficient service delivery activities. In essence, Strategic Public Management Technique is basically divided into strategic planning and operational planning.

- **Strategic planning:** According to Callaway **et al.** (1993:2) strategic planning is a planning process undertaken at an executive management level. At this level of planning, unique organizational vision, mission, aims, goals and objectives are formulated. The formulated organization mission would, therefore, reflect the public service organizational capabilities, image, identity and culture. Therefore, the strategic planning is undertaken at executive public management level and it involves the determination of the macro service delivery goals, objectives; action plans and expected results (Goodstein **et al.** 1993:3).
- While strategic planning focuses on the macro and long-term aspect of planning as a whole, **operational planning**, focuses on the micro and short-term planning. This involves the planning of detailed service improvement and delivery activities, operational budget, costs and productivity processes. The essence of operational planning concerns the participation of both supervisory public managers and public officials. These groups of human resource plan in detail how service delivery programmes, determined by executive public managers will be undertaken.

Therefore, Goodstein **et al.** (1993:3) argue that the two types of planning in Strategic Public Management are different, but in practice, they are incorporated into one plan due to the fact that they form a co-ordinated planning process. Strategic Public Management is a self-motivated tool for public managers in determining particular services needed by the public. Hence Mintzberg (1994:23-29) views this tool as a guide or course of action into the future, a path to get from here to there, a pattern that is consistent in behaviour over time.

2.3.5 Social Benefit Analysis (SBA)

In the new transforming and democratic South Africa, it is essential for public managers to utilize all public resources to the maximum benefit of all the people living in the country. The process of cost benefit analyses, as frequently used in

private sector management, allows comparative analysis of both costs and benefits in a common monetary value. Social Benefit Analysis postulates the study of the costs involved in delivering a specific service and the benefits that might be derived in delivering the specified service. According to Fox **et al.** (1991:288), Cost Benefit Analysis is a technique that compares the various decision-alternatives on the basis of the cost/benefit ratio assessed in monetary value.

In the context of Social Benefit Analysis, public managers would be investigating and comparing the availability of public funds with the benefit the society might derive if such a service is delivered. This comparative analysis is done within the context of priority indicators identified in Henama (1999:40) as:

- **Highest priority:** This means that the cancellation or postponement of these specific service delivery programmes could have catastrophic consequences, such as the loss of life and property.
- **Essential priority:** This applies to existing infrastructure or new service delivery programmes that cannot be cancelled or postponed without seriously affecting the public.
- **Useful priority:** This priority indicator applies to existing infrastructure or new service programme which serve a useful purpose and which should be undertaken in the interests of the public but which could nonetheless be postponed without prejudice to the public.
- **Dispensable priority:** This indicator applies to existing infrastructure or new service delivery programmes that may be cancelled or postponed without prejudice to the public, select the top critical few, write demands as productivity targets and stretch productivity targets to higher percentages.

Gildenhuys (1993:511) confirms this statement by stating that rational decision-making on the allocation of public resources demands the comparison of alternative ways in which service delivery objectives can be realized. Social Benefit Analysis,

therefore, can facilitate such comparative analyses. According to Beechold and Culbert (1993:39) the consideration of estimate of service income and expenditure is not easily assessed as the state is a non-profit organization and its budgetary muscles derived from the taxpayers. Therefore, it is not enough for public managers to express the benefits and costs of public services in monetary terms only. They have an obligation to compare, prioritize and ensure a service outcome that *satisfies* the majority of public needs with the least available public resources.

This Public Sector Management Technique evaluates, during a planning period, the benefit that might be expected from a decision to go ahead with the purchase of public resources. It also evaluates the value of pursuing public projects or service delivery programmes as well as the expected returns from the start of a service delivery programme (Stettler 1993:93). This implies that, before public services can be approved a budget should undergo analysis to ensure that maximum benefit is obtained by the planned expenditure. Social Benefit Analysis looks at options or alternatives that might give other beneficial effects. Decisions to adopt any one option are therefore, based on several reviews of the available prioritised options analysed (Stettler 1993:94). Public Sector Management Techniques variation such as Programme Budgeting Systems, Cost Performance Improvement and Social Network Programming and can be used for different reasons, *viz.*:

- budgeting of services;
- reduction of service delivery costs;
- plotting of service delivery activities; and
- for the allocation of public resources, where output can be quantified (Beechold & Culbert 1993:88).

As such, Social Benefit Analysis alone cannot provide adequate criteria for comparative resource/benefit analysis. It should be used together with considerations of political expediency and the priority indicators identified by (Henama 1999:18). Since Social Benefit Analysis has measured both public resources and involved the benefit in a common monetary value, the decision packages are aggregated under each service delivery programme cost. Later, ranked in value of the priorities, indicators stipulated above benefit to the society.

Public managers can then determine the benefits at a certain level of expenditure to meet existing or new service delivery priorities (Tec & Glenn 1990:17). Social Benefit Analysis is a priority-setting tool with two parameters, **viz.**: public resources and benefits. In this analysis, probability of occurrence is the risk factor and the degree of uncertainty in realizing the benefit. Therefore, public managers can see that the highest potential benefit with the least cost is not necessarily the option to select. The probability of occurrence, in this regard, might not be attractive according to the priority indicators. By means of Social Benefit Analysis improvement in productivity, trade-offs and compromises in service delivery can be made.

2.3.6 Service Quality Management (SQM)

Service Quality Management, as a Public Sector Management Technique is an external and an internal customer focus instrument. It is mainly a process improvement oriented technique that attempts to improve and exceed customer requirements in terms of quality service standards. In the context of public service deliver, Service Quality Management addresses three important aspects, **viz.**:

- customer focus;
- process improvement; and
- citizen involvement.

Thereby, promoting continuous improvement of quality goods and services in public service organizations. As such Waller **et al.** (1995:212) state that Service Quality Management is an affinity tool of Public Sector Management Techniques used for planning and managing the quality of service delivery work-performance. This tool is known by various names suggested by Hannegan (1995:168) such as Total Quality Control, Quality Measurement and Total Quality Improvement. Whereas Schmidt and Finnigen (1992:172) state that Service Quality Management is the same as Continuous Quality Improvement or Quality Control.

According to Jablonski (1992:21) Service Quality Management is defined as '... a co-operative form of doing administrative functions that relies on the talent and

capabilities of both labour and management continuously to improve quality service and productivity using teams and facts in decision-making.' Whereas Hakes (1991:3) describes Service Quality Management as a philosophy of management that strive to make the best use of all available public resources and opportunities by constant improvement.

The term 'Service Quality Management' would be more appropriate as a Public Sector Management Technique. This is due to the fact that the term, 'total', derived from Total Quality Management, may relate to confusing terms such as absolute; authoritarianism and certainty. Since public sector performs its functions in an unstable general and specific management environment, terms such as absolute, authoritarianism and certainty would denote obsolescence in public service delivery. The combination of Service Quality Management with other Public Sector Management Techniques gives public managers a basic knowledge of facilitating cross-functional co-operation, co-ordination, and team building.

It also assist in the scheduling of public resources, departmental referrals, communication, productivity, trust building within the multi-level and sectionalized service delivery programmes (Bounds **et al.** 1995:92-70). Therefore, the essence of Service Quality Management, according to Cohen and Brand (1993:5) pivots around the continuous improvement of quality services by means of:

- **Customer focus:** Quality service is based on the concept that the public service organization has a customer and that the requirements, needs and expectations of that customer must be met every time if the public service organization as a whole is going to meet the needs of the external customer. This concept requires a thorough collection and analysis of customer requirements and when these requirements are understood and accepted, they must be met by public organizations.
- **Process improvement:** The concept of continuous improvement is built on the fact that work is the result of a series of interrelated steps and activities that result in an output. Continuous attention to each of these

steps in the work process is necessary to reduce the variability of the output and improve the reliability of the process. Reliable in the sense that they produce the desired output each time tried with no variation.

- **Public Participation:** This approach begins with the active leadership of senior public managers and includes efforts that utilize the talents of all employees in the public service organizations as required by the concept of Management by Results. Even so, the public is empowered to improve their services by coming together in new work structures to solve problems, improve and identify their needs and put forward suggestions on service processes and customer satisfaction. These activities are undertaken in terms of improving the effective, efficient, and productive outcome of public services.

2.3.7 Public Project Management (PPM)

In order to comprehend the meaning of Public Project Management within public management context, terms such as 'public' and 'project' will first be defined. After the definition, the concept of 'Public Project Management' will be explained. The term 'public' according to Renoux (1992:53) denotes a group of individual members of a community living together as a result of common values, needs and protection forming an organized society. The term is further associated with the term 'society' which refers to a body of people living in the same locality and bound together by common interest (Cloete 1993:29).

The term 'project' refers to a short-term, usually technical undertaking made up of two or more interrelated tasks. A project has a well-defined set of objectives, a schedule and a budget (Segers & Tubiana 1996:101). Therefore, 'Public Project Management' can be assumed as referring to those interrelated tasks provided at public expense and managed by public authority or representative(s) of the public authority. In Burk's (2001:3) view, Public Project Management is defined as the application of knowledge; skills; tools and techniques to project activities in order to

meet public needs and expectations from a project. Segers and Tubiana (1996:101-117) assert that a project is an organizational process whose mission is completion of a set of objectives. Achievement of these objectives represents completion of the project and milestone achievement in the service delivery programme. Targeted objectives may often involve research, development, design, construction and installations. A project, therefore, has a finite and fairly well defined life span, usually short.

It is not an activity that will continue as part of the existence of the organization. Each project has a public project manager or engineer with a team of specifically selected public officials. These specifically selected public officials ultimately form a project team committed to the completion of service programmes (Segers & Tubiana 1996:101-117). In this regard, Smith and Venice (1999:31) further contribute to this argument by stating that authority for making project decisions is defined by executive public managers in the remaining organization. Most organizations that practice public project management have a network matrix of an organization that can be denoted in Figure 2.1 below.

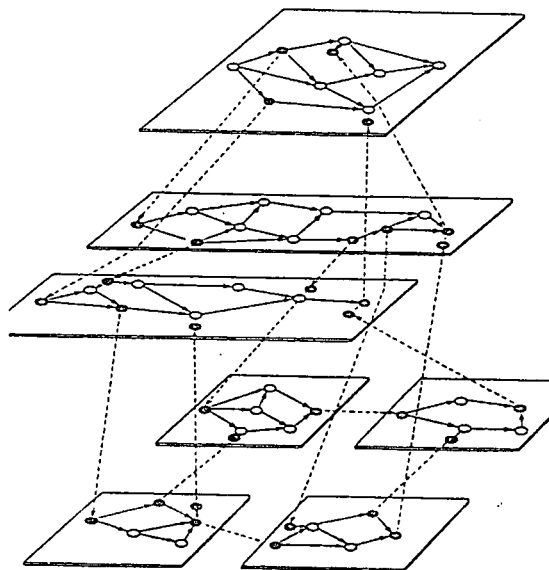


Figure 2.1 denotes a multi level sphere of government or public service organizational matrix (Van Straaten 1984:196)

According to Voghel and Mitch (1990:453) a good public project manager must have a view of public project completion within a certain budgetary constraint and time,

in accordance with the public service delivery objectives. They further argue that in the organization and management of a public project, it is useful to think in terms of project phases. These project phases may include the project proposal phase, project direction phase, project execution phase and project evaluation phase. The benefits of utilizing Public Project Management in the public sector is listed by Burke (2001:8-9) as follows:

- **Estimating:** Project estimate forms the basis of the project plan that can assist public managers with the estimations and measurement of the progress of a public project. The performance of current public projects will form the estimating database for future public projects.
- **Critical Path Method (CPM):** The CPM calculates the activities start and finish dates, together with the critical activities that determine the duration of the public project. Public managers, therefore, will be in a position to identify any delaying elements of a critical activity that might lead in a delay to the completion of the public project.
- **Project integration:** Assist public managers with the co-ordination and integration of contributions made by all project participants.
- **Reporting interfaces:** The planning and control of data can be structured around the work breakdown structure (WBS) for project reporting. This can also be structured around the organization's breakdown structure (OBS) for public service organizational reporting. Without an integrated system the two reporting requirements would have to be processed separately.
- **Response time:** Timely response on public project performance is essential for effective project control. The project planning and control system can adjust the content and frequency of feedback to address the needs of the public project. Consider the account department for

example; they generally use a monthly reporting cycle where feedback on invoices may be 4 to 6 weeks behind schedule.

- **Trends:** monitoring the progress in time, cost and performance is the best control public projects provide. This information may not be available to public project managers if the parameters are derived from a number of different functional sources.
- **Procedures:** The planning and control system enable public project managers to develop procedures and work instructions that are tailored to the specific needs of public projects.
- **Community (Client):** The public project manager is the single point of responsibility and the representative to the community. During meetings with the community the planning and controlling system will provide information about every aspect of the public project.

2.3.8 Programme Budgeting Systems (PBS)

In financing service improvement and delivery programmes, various financial Programme Budgeting Systems are identified by Gildenhuis (1993:512). The most frequently used financial management systems are the Performance Budgeting System (PBS), Zero-Base Budgeting System (ZBBS) and Programme Planning Budgeting Systems (PPBS). Additional Programme Budgeting Systems constitute Multi-Year Budgeting System; Single-Year Budgeting System; Item Budgeting System; Social Benefit Analysis, Rationalization des Choix Budgetaire (RCB), and Cost Performance Improvement (CPI). The absence of these financial management tools would amount to poor and unwise utilization of public resources. Hence Gildenhuis (1993:512) writes, 'Unless the total benefit of a service is compared to its cost at some point in the budget process, poor budget decisions are likely'.

Programme Budget Systems are capable of identifying and describing public service objectives. The process of evaluating programmes led to the comparison of the service objectives with the programme target. These budgeting systems determine the total cost of each national macro and provincial and local micro service delivery framework. The tools can also evaluate other economic alternative choice of preferences in terms of service delivery programmes that are effective and efficient. They can also integrate service delivery activities with programme decisions during the budgetary process (Gildenhuys 1993:512-527).

Similar to MBR, Programme Budgeting Systems also involve all public managers at all public service organization structures in the budget process. It emphasizes the justification of discrete service programme or activity evaluation for each public service unit through the use of some Programme Budgeting Systems. Furthermore, Programme Budgeting Systems assess alternative methods of accomplishing service delivery objectives. They analyse the probabilistic effects of different budget amounts or work-performance level of each public service organization.

To some extent, these Public Sector Management Techniques also provide a credible rationale for re-allocation of public resources, especially from old activities to new activities. This is done due to the fact that service delivery programmes frequently require public resource re-allocation or levelling. Which in turn, Public Sector Management Techniques such as Workload Analysis and Social Network Programming are the appropriate tools for determine and undertaking of public resources re-allocation and levelling.

Deduced from these Programme Budgeting Systems identified by Gildenhuys (1993: 512-527), the primary function of Performance Budgeting System, therefore, is activity classification, establishment of performance measurements and feedback. The Multi-year Budgeting System requires careful and correct definition of service delivery programmes. The Zero-Base Budgeting System requires each micro service delivery structure of the public sector to review systematically all activities and services, existing as well as new.

This review is done on the bases of performance, results and cost to give budgetary preferences to decision-makers on financial figures. This manner of budgeting supports and enhances the scientific analysis of budget processes (Gildenhuys 1993:517-526).

2.3.9 Cost Performance Improvement (CPI)

Cost Performance Improvement is a deliberate, systematic, and planned effort with year-in and year-out consistency investigation of cost cutting and slashing for better-cost performance (Calano 1996:214). In the context of public sector management, the term would thus imply the exploration and inquisition of different advancement methods towards the improvement of service delivery. To give a comprehensive explanation of Cost Performance Improvement, cost, performance and improvement will be defined within the ambit of Public Sector Management Techniques and then towards the end of this definition, an integrated definition will be provided. The concept of cost, in terms of monetary value, is defined in the Oxford Advanced Learner's Dictionary (1998:262) as the required payment of a particular amount of money in order to purchase goods or services. This also refers to the performance of (a) specific function(s) or renders a particular service in exchange for a legal tender.

The Cambridge International Dictionary of English (1997:309) adds to this definition '...the calculation of something's future cost...' In the context of Public Sector Management Techniques, this means the careful calculation of public resource cost required for service delivery programmes. Improvement, in Blitz's (1990:197) view, is associated with terms such as advancement, betterment, development, amelioration, recuperation and upliftment. The term is used in conjunction with many accompanying terms to give definite meaning for the discussion of the accompanying terms referred to. Analysis, on the other hand, implies the investigation, research or study of something by examination of its unit or component parts of a whole system and their relationship with each other. In this regard, Cost Performance Improvement refers to the examination of the various

components involved in the calculation of public resource costs required for service delivery programmes. The relationship between the resources inputs consumed and the results of public goods and services are thus calculated and compared. Though, Cost Performance Improvement is also known as Cost Improvement Analysis, this constitutes the examination of managerial cost attitude, cost planning and budgeting, cost avoidance, cost reduction process, cost control and cost effectiveness. All of these will be discussed in chapter 5.

2.3.10 Workload Analysis (WA)

Workload Analysis is a time and costs conscious tool and thus emphasizes the research and gathering information of each public service organizational unit for service, quality and management improvement purposes. According to Currie and Maxwell (1999:18), Workload Analysis is the systematic examination of service improvement methods and procedures to improve the effective use of public resources. The tool is also used to set standards of services to be delivery as the activities are being carried out. For example, the issuing of passports, providing houses, speedy responsiveness to queries, processing of customer forms and grants payments. These are just a few services standards can be set as stipulated the Batho Pele principles (The White Paper on the Transformation of Public Service 1995).

It consists, particularly of method and procedure study, and work measurements that are used in the examination of public officials' work-performance in all its contexts. This also refers to the systematic investigation of all public resources and factors affecting the economic, effective and efficient service delivery processes being reviewed, in order to improve public services. This tool, as one of the Public Sector Management Technique, investigates and identifies service delivery defects and problems not only in public service organizational structures but also in the specialization of service delivery methods and procedures to propose better ways of utilizing and managing service programmes.

Workload Analysis ensures that no factors affecting the efficiency of an operation is overlooked whether in analysing the original practice or in developing the new work-performance methods, procedures and measurements of service delivery activities. The tool assists in gaining all the facts about public operations so that informed decisions to improve services can be initiated (Kanawaty 1981:35-36).

Workload Analysis can be used everywhere, even in the public sector, with success wherever manual service delivery activities are done or public service organizations are managed. This includes public works workshops; laboratories and public service industries since it sets standards of performance for the effective control of public sector programmes (Beechold & Culbert 1993:75). Since public managers have to take into consideration the planning of service programmes and the implementation of delivering such services, Workload Analysis makes an excellent weapon for starting an argument on inefficient planning of services. It also investigates one set of problem thereby exposing the weaknesses of all the functions affecting service delivery activities.

In this regard, Workload Analysis is a method- and procedure analysis mostly concerned with the reduction of the work content of servicing activities. While work measurement, which is also part of Workload Analysis, investigates and reduces any ineffective time associated with service delivery. Subsequently establishing time standards for the duration of services to be delivered. Hence Beechold and Culbert (1993:75) argue that Workload Analysis intends to measure how long should the process of service delivery take to be completed and what is the best way to deliver these services? Van Niekerk (1979:33) contends that Workload Analysis can serve as a means of developing and applying easier and more effective methods and reducing public service costs.

Combining Workload Analysis with specific Public Sector Management Techniques, **viz.:** Management by Results, Programme Budgeting Systems, Social Network Programming and System Analysis processes will improve public services delivery. Here, the plans for public service delivery layout and the design of organizational resources are undertaken by means of the application of Public Sector Management

Techniques. Even work conditions are also planned in conjunction with the Work-study directorate that is responsible for creation of micro service delivery frameworks and the standard time of implementing these micro services delivery frameworks are laid down. The method of selecting suitable candidates for managing and delivering these services as well as programmes for training public officials are henceforth designed (Raymond 1991:393).

Quinet **et al.** (1999:328) support this argument by stating '... all of these activities are made possible through the use of Workload Analysis and a combination of a few Public Sector Management Techniques.' Workload Analysis further deals with aspects of how public managers must analyse and implement work measurement and possible motion study. Implementing work measurement and motion study as part of Workload Analysis assist public managers in avoiding unnecessary overload of public officials. Overloading public officials with such huge service delivery activities ultimately lead to some of these public officials becoming idle or doing work that could have been finished by a limited number of public officials (Raymond 1991:393).

2.3.11 Social Network Programming (SNP)

Social Network Programming, pivots around quantification of public resources, especially natural resource such as land, water, woods, gas, minerals, as well as time in achieving deadline or due dates. It involves the determination of a number of public officials required to do the function and the amount of material resources needed to do a specific function. Hence the term 'scheduling' implies quantity planning and the term 'network' implies a matrix level labyrinth of the public service organization or public service organization plan stating who does what, where and when.

The study of Social Network Programming is based on the effectiveness of the public sector in using limited public resources for achieving pre-determined service delivery goals and objective. In Kirkpatrick's (1994:896-7) Cassell Concise English

Dictionary, Social Network Programming is explained as a system of intersecting lines or a system of interconnected components or circuits denoting multi-level service delivery or service activity charts. That is, Social Network Programming as an interconnected group of service delivery or system. Burman (1972:19) affirmed the definition of Social Network Programming or programming as a method of planning and controlling service delivery projects by recording their interdependency in a diagrammatic form that enables each fundamental problem involved in the service delivery process to be managed separately.

Di Caprio and Hugh (1997:313) assert that the term Social Network Programming implies a diagrammatic representation of a quantified plan consisting of activities that must be completed to achieve service delivery objectives. This Social Network Programming makes up a variation of networks such as arrow network, precedence network, Gantt/Bar chart, interfacing network, multi-level network and probabilistic network. The commonly used variations consist of histogram, Critical Path Method (CPM) and Programme Evaluation and Review Technique (PERT).

These network variations, according to Van der Walddt and Du Toit (1998:356) enable public managers to determine how long it will take to complete each service delivery activity. Decisions pertaining the next path to be taken in service delivery are made possible. When public service delivery programmes are complete earlier than planned, this means a preceding service delivery activity is started earlier than planned and the latest completion time finished as soon as possible. The remaining surplus time is known as 'slack time' that is used if unforeseen circumstances have caused another service delivery activity not to be completed on time. In this regard, adjustment in the schedule of the service delivery activity is made. Meaning, service delivery objectives can still be achieved within the specific time. If such slack time is non-existent, and the completion of service delivery activity is still far from completion as the completion time draws nearer, such a condition is known as critical path (denoted as red arrow network in Figure 2.2). An arrow in the network model indicates a service delivery activity, in a Social Network Programming. The period for completing the services delivery activity is indicated at each arrow, this is usually preceded and followed by a circular node. A circular node is a fixed period in a service delivery programme and is indicated by a circle or rectangle. See Figure 2.2 on the next page.

In Masukela's (1999:3) point of view, the South African public service organizations historically saw Performance Management System as an integrated process of defining, assessing and reinforcing public officials work behaviour and outcome. The intention of a Performance Management System is to investigate the types of methods for appraising individual public officials and the public sector as they interact with each other. It is where a thorough process of inquisition or examination of service delivery undertaken by public officials is investigated.

As a Public Sector Management Technique, the overriding objective of the Performance Management System, according to Holzer (1992:162-163), is to promote public service organizational efficiency. Thereby improving service delivery by means of positive management of performance on an individual and institutional basis. Holzer further argues that Performance Management System can help to improve the decision-making process. This Public Sector Management Technique can also improve accountability of government to electorates and public officials to politicians.

It can be used to improve public resource allocation, planning and scheduling of service delivery operations as well as evaluating the productive outcome of the public sector. Derived from the various explanations and definitions of the Performance Management System, public managers may, therefore, assume that this particular Public Sector Management Technique denotes a formal, structured system of appraisal. This formal, structured system of appraisal is designed to measure the actual service delivery performance of public managers and public officials compared to designated performance standards (Varney 1990:57).

Public managers, in this regard, should use this management technique to accomplish certain definite service delivery objectives, **viz.:**

- Provide feedback on the success of previous training and disclose the need for additional training.
- Develop individual plans for improvement based on agreed-on goals, strengths, and weaknesses.
- Identify growth opportunities.

- Document present performance to provide superiors with information to make decisions on salary, promotion, demotion, transfer and termination.
- Provide opportunity for formal feedback.

Furthermore, Varney (1990:59) maintains that public managers, like any manager, are normally required to conduct formal performance appraisal sessions annually or biannually. If the manager has given continuous feedback to public officials, this should merely provide opportunity for formal documentation, open discussions and the development of growth plans for personnel. Unfortunately, in many public service organizations this is not the case. Performance Management Systems can be used as a Public Sector Management Technique to obtain quality public human resources, expected service delivery results and planning.

Verma and Rosenau (1998:73) stipulate that the Public Sector Management Techniques discussed above, are practiced successfully in the United States, Brazil, Britain, Canada, Japan, Germany, France, Italy, Mexico, India, and other countries. Since management techniques vary from organization to organization, the South African public sector, to some extent, has to incorporate these management tools into:

- their day-to-day management functions;
- decision-making activities;
- planning of public service delivery;
- co-ordination of public services;
- exercising of accountability and control;
- motivating public officials; and
- promoting the improvement of services.

2.4 CONCLUSION

In this chapter various Public Sector Management Techniques have been identified and explained to indicate what these Public Sector Management Techniques are all about. The necessity for studying private sector oriented management techniques to

be adapted into public service organizations is to indicate that these tools are just one of the mechanisms for improving service delivery in the public sector. Conceptualising these Public Sector Management Techniques is usually a specialized and relatively complex attempt, requiring a degree of proficiency and skills.

However, public managers are not expected to be experts in the pragmatic application of all these Public Sector Management Techniques. What they are expected to do is to decide which Public Sector Management Technique will be suitable for what particular circumstances. They must also make provision for experts who can implement the various Public Sector Management Techniques.

As Public Sector Management Techniques support service improvement and delivery functions of public managers, public managers should understand the application possibilities of specific Public Sector Management Techniques. In this regard, a variety of Public Sector Management Techniques were identified and discussed across the broad spectrum of management and administration. The importance of Public Sector Management Techniques, which needs to be modified and adapted accordance to public service business-like oriented management processes should not be underestimated. These techniques provide improvement of efficiency, effectiveness and productivity during the process of service delivery in public service organizations.

Derived from the criticisms of government's inefficient, ineffective and unproductive services delivery, particular management techniques borrowed from the private sector organizations, can serve as turning strategies. These management techniques can be useful in the public sector while other tools may not be useful unless they have been adapted into public sector oriented management techniques. If these Public Sector Management Techniques are not investigated with earnest and understanding, as far as service improvement is concerned, the application of such management techniques will fail.

Failure of such development and growth in the process of improving public services as denoted in the Public Services Review Report of 1999/2000 is inadmissible in

public service organizations. The application of selected Public Sector Management Techniques to improve public service in public service organizations should not only take place on paper. Therefore, distinct efforts should be made to adapt and combine the necessary management techniques to improve quality services in public service organizations.

Thus, the challenge is clear and public service organizations and their executive public managers, programme public managers, supervisory public managers, operational public managers and public officials will have to take up the challenge. They will also have to proceed in a pro-active and planned fashion in order to conquer the obstacles in service delivery processes of public service organizations.

Now that at least twelve Public Sector Management Techniques have been identified and discussed at this chapter, the next chapter discusses the appropriate Public Sector Management Techniques that be by applied to improve the efficiency of service delivery.

MANAGEMENT PRACTICE FOR IMPROVING SERVICE EFFICIENCY; EFFECTIVENESS AND PRODUCTIVITY IN PUBLIC SERVICE ORGANIZATIONS

*For better or worse – or better and worse-
much of our government is now in the hands of
professionals.*

- Mosher, F.C. -

3.1 INTRODUCTION

It may be an understatement to say that service improvement is going through a process of equating public service demand with the supply. To improve services pivots around improving, **firstly**, the efficiency, effectiveness and productivity of the public service organization's management practices. **Secondly**, improving service delivery processes by means of the application of appropriate Public Sector Management Techniques discussed in chapter 4, 5 and 6. **Thirdly**, improving the quality of public goods and services as discussed in paragraph 6.3 of this thesis.

Deduced from the definition of efficiency, effectiveness, and productivity in paragraph 1.6.1 of this thesis, the *elements of efficiency*, according to Bartel (1991:221), would constitute the following:

- social *benefit* maximisation and *cost* minimisation or recovery;
- *well-spent* public resources;
- *capabilities* of service delivery processes and plans for achievements;
- *cost-awareness* of public officials and the community; and
- the question of '*how well* has the service delivery processes been undertaken'?

Bartel (1991:223) further maintains that in summarising the above-mentioned elements of efficiency, this would mean, *value for money*, as stipulated in the White Paper on the Transformation of Public Service (RSA 1995) or *quality* and *affordability*.

Whereas the *elements of effectiveness*, according to Bartel (1991:219) would constitute the following:

- the *extend* to which service delivery objectives of public service organizations are accomplished (progress);
- positive or negative *impact* of service delivery outcomes (success or failure);
- *adaptation* of service delivery activities in changing circumstances;
- *appropriateness* of the goals to be achieved; and
- *degree* to which public service organizations achieve pre-determined goals.

When summarising these elements of effectiveness, this would mean *timely* and *appropriate* delivery of public goods and services. Conversely speaking the summary of efficient and effective delivery of services, imply the *timely* and *appropriate* delivery of *quality* public goods and services at *affordable charges*.

Some examples of these affordable quality public services are the following:

- Delivery of basic services such as: water, sanitation, electricity, telecommunication, and infrastructure.
- Provisioning of houses, health care and social security.
- Commercialisation and maintenance of public properties.
- Development of citizens as public human resources through education and training.

In the context of productivity, Reddin *et al.* (1993:66-67) maintain that terms such as '*performance*', '*results*' and '*outcomes*' can be viewed as the *elements of productivity*. As such, these elements of productivity can, therefore, be summarised as getting *more* positive results or outcomes for *less* public resources input through planned work performance. That is, *productivity is to get more for less*. Basically, if public managers and officials intends to undertake management practice in order to improve service delivery efficiency, effectiveness and productivity in public service organizations, this processes requires them to develop their *technical* skills, *conceptual* skills, *implementation* skills, *economic/business* skills, *managerial* skills, *communication* skills, and *negotiation* skills first (Reddin *et al.* 1993:67).

As such Public Sector Management Techniques exist not necessarily as the only mechanisms for administration, management and development of improved goods and services in public service organizations. They are there to assist public managers with the efficient, effective and productive management of public service organizations. Thus, chapter three focuses on management practices for improving public service organizations' efficiency, effectiveness and productivity set-up. This discussion paves the discussion of the efficient delivery of public services in chapter 4, the effective delivery of public service in chapter 5 and productive delivery of public services in chapter 6.

3.2 MANAGING PUBLIC SERVICE ORGANIZATIONS TO IMPROVE EFFICIENCY

Efficiency and effectiveness are correlated with the economical utilization of scarce resources. Venturing toward the magnification of prosperity of a society as a whole, within an anticipated deadline. The competency of the public manager is challenged in terms of economical public resource utilization. Riggs (2000:408) maintains that efficiency, in management context, indicates the relationship between public resource inputs and product (goods and services) outputs. Thus, efficiency is expressed as a percentage ratio. In this regard, it compares performance ratio (output/input) with a pre-determined standard efficiency ratio.

Claude (1998:81) argues that efficiency is an application of the right techniques or methods for doing a job or achieving a goal. Whereas effectiveness, is correlated more with the attainment of the public sector's desired goals or objectives. Sometimes these goals or objectives are to be achieved within or before a suggested due date. The management practice for improving public service efficiency in public service organizations, according to Claude (1998:81-93) involves a structured approach to measure, assess and improve the efficient delivery of public services and processes, viz.:

3.2.1 Public service planning and setting of quality control measures ✓

Strategic Public Management and Management by Results have a common approach towards achievement of public service objectives, for example, both require public managers to be familiar in terms of what must be achieved, where, when, and how. Both these public sector management techniques require public managers to determine their long- and short-term goals, objectives, aims, expected, results and due dates. Public service planning usually starts with the planning of key areas such as macro strategic planning, at executive management level and operational planning, at supervisory and management level.

Here, an annual document containing long- and short-term public service objectives goals, aims, and expected results are formulated. Executive public managers and their immediate subordinate public officials are the key people involved in the planning of macro public services plans and the setting of quality control measures. These subordinate public managers would communicate these macro service delivery plans to their heads of department (Follet 1993:291). From the disseminated macro strategic and operational public services plan, departmental lower echelons will formulate annual departmental micro strategic and operational public service plan. This can include strategic and operational documented plans such as the following:

- **Annual budget:** The annual budget is a document that contains detailed information of service programmes and the total funds linked to these service programmes. Some budgets are included in the annual document, such as long-term planning documents, may actually be submitted for review purposes. This ensures quality control, conformance, and adaptation to change.
- **Integrated Development Plans (IDP):** IDP plans are usually annual or tenure plans that contains programme activities of municipalities under provincial government supervision. Some of these plans are systems for

linking and integrating plans by departments and at organizational levels. The process for planning, drafting, adopting and reviewing of Integrated Development Planning are clearly stipulated as a requirement in the **Local Government Systems Act, 2000** (Act 32 of 2000).

- **Service Delivery Planning Process:** These documents constitute planning as well as training manuals to be undertaken. When planning service delivery, these activities follow a series of processes that assure and measure results, time, costs, and a responsibility matrix. Even so, the Reconstruction and Development Programme document insist that delivery systems depend upon community participation. While the central government has financing responsibilities, provincial and local governments should be the primary organizations facilitating the delivery of (housing) services. Organizations of civil society should play a supportive role in relation to local government to enhance the delivery process. The roles of various entities in the private sector, local business concerns, local co-operatives...in the delivery...must be examined in the light of effectiveness and local benefit (ANC 1994:27).
- **Accountability/control plan:** In the context of accountability or control plans, key decision-makers explain variances from previous public service plans and previous periods. That is, managing public officials formulating an accountability or control plan in which public officials are required to give weekly-, monthly-, quarterly-, or annual progress reports. These reports should be written for referral and decision-making purposes.
- **Change Management plans:** Change management plans are usually plans for addressing important changes in a general and specific management environment. These change management plans assist public officials in facilitating changes within service delivery plans without abandoning public service delivery plans.

The setting of quality control measures, according to Hindler (2001:561), is necessary in order to ensure that public service programmes satisfy the needs for which they were designed. This is done by addressing both goods and service delivery and management. Quality control measures constitute quality service plans and quality control plans (Burke 2001:220).

- **Quality service plan:** A quality service plan constitutes the identification and planning of quality standards that are relevant to public goods and services to be improved and delivered. It also relates to the determination of how such quality standards can be met and satisfy the recipients of public services (Hindler 2001:563). The quality policy of the public service applies to the whole department and may be formalized through accreditation to the South African Bureau of Standards' quality management system. Thus, public services must be tailored to meet the needs of the customer and the products – this is achieved by means of the formulation and implementation of the quality service plan.
- **Quality control plan:** The Quality control plan integrates service programmes with quality service plans by listing the sequence of work, performance requirements and inspection requirements. A quality control plan offers facilities to impose predetermined work sequences that are required, rather than what is determined as a source of efficiency by service departments (Burke 2001:220).

3.2.2 Organization formation of public service organizations

The establishment of service delivery programme plans, automatically leads to the formation of an organizational responsibility matrix or the identification and/or restructuring of existing public service organizations. According to Heilbronner (1990:24), the formation of service delivery organizations or the identification or restructuring of existing public service organizations commences with the establishment of the following:

- **Vision:** Developing a vision entails determining a new direction and possibilities and creating a long-term philosophy for management of public service organizations. It is important that every public official should be involved in developing a vision so that they can feel part of the organization. In the establishment of organizational vision, career and support information are to be made available to public managers so that they can manage their careers (Cheminais **et al.** 1998:208-209).
- **Mission:** In Farrel and Kastens' (1998:13) view, a mission is the reason for the existence of an organization. It is the broad identification of an organization with products or services in a market. Due to this mission statement, an organization carries out some definite national government intents. In this regard to involve in the process of service improvement and delivery.
- **Objectives:** Plunkett and Attner (1992:168) define an objective as a goal or target that an individual or an organization tends to achieve by planning responsibility. While Gibbson and Alexius (1994:183) disagree by stating that a goal is *not* an objective. Objectives are rather events, performance attainments or accomplishments that are planned and expected to happen within the directions set by goals. The goal is more general, more directional than the objective. When results to be accomplished are specified in specific measurable terms within a goal area, an objective emerges.
- **Goals:** Gibbson and Alexius (1994:179) view guidelines towards which planning, effort and energy for service improvement and delivery processes or activities are directed. mission is the role of the firm in the market, but goals are the movement it takes through community complexities to reach the end results of pre-determined service improvement activities. Identification of mission and establishment of goals initiates the application of Public Sector Management Techniques in public service organizations.

- **Activity plan and results:** An activity plan entails a practical implementation plan for service delivery. In this regard, a pilot test is usually launched and evaluated first to ensure public resources will not be wasted by embarking on an unsuitable activity plan. The constant monitoring of available public resources is essential. An advisory committee can be established to monitor and evaluate the process, make recommendations, gather information on results and finally assist in formulating service improvement and delivery programmes.

3.2.3 Social marketing towards efficiency improvement in public service organizations

According to Kotler (1989:24) the term 'Social Marketing' was first introduced in 1971 to describe the use of marketing principles and techniques to advance a social cause, idea or behaviour. This approach mainly constituted the marketing of social products, such as, ideas; goods and services; management practice and the general feelings of the public about these products provided by public service organizations.

Kotler and Armstrong (1993:490) define social marketing as the design, implementation and control of programmes seeking to increase the acceptability of a social idea or cause in (a) target group(s). While Jobber (1996:5) postulates that '... the modern marketing concept can be expressed as the achievement of public service organization goals through meeting and exceeding customer needs'.

Even a narrow definition, according to Bekker (1996:80), does not exclude public service organizations from utilizing a marketing approaches for activities in which services such as water and electricity are sources of income. However, a broad approach allows the application of social marketing principles to social activities in an effort to:

- Mobilize support from the community.
- Whereas the short-term task or effort could be to find customer needs and adjust these needs and demands existing services.

- The task in the long-term would be to adjust the application of Public Sector Management Techniques to the needs and desires of the consumers (Bekker 1996:80).
- Persuade the public to buy into public service programmes or consume the public services by changing their attitude towards the public sector's goods or services.
- Determine contributing factors identified, developed, alternate, and maintain public service organization and service image.
- Create customer profile by researching public needs and activities to be translated into current and forecasted goods and services requirements.
- Determine customer reaction, complaints or satisfaction on goods and services provided or to be provided.
- Assess, analyse and report on government service delivery progress for improvement and development of public services (Vasu & Fletcher 1999:63).

Perkin-Elmer (1999:17) also adds that social marketing required in the public service organizations as a result of the following reasons:

- Customers need to know whether or not a direct has been charge.
- Promotion and improvement of services are becoming necessities.
- To create customer profile and departmental image.
- To document frequency of customer repeats and satisfaction.
- Customers require information about existing and upcoming public services.
- Customers want to know what is available, where and when it is available.

Hence, it becomes clear that not only do public marketers try to sell goods; services or ideas, but they also analyse the need of the customers in order to apply the basic principle of economics, **vide.** demand and supply. This could ensure that public service organizations do not become obsolete by supplying services where demands for these services do not exist (Bekker 1996:80). Ezekiël and Grafton (1992:17) argue that public service organizations provide services, or in some instances, products for people who may be described as consumers, customer, clients, patients, passengers or 'the public.'

Therefore, a need exists in which the public wants to consume goods and services whose costs can be afforded and needs could be satisfied. Even though, public managers may feel that they are not in direct competition with other service providers, they are, in fact, in some form of competition for obtaining a share of overall public revenue. As such, the limited amounts of public resources to be allocated to public service organizations will determine the success of the organization, image and integrity. Furthermore, the survival of public service organizations is the most important goal in most organizations even if this is not spelt out in their mission statements. Therefore, these public service organizations have to market the goods or services they produce or else, they do not have a right to exist at all.

3.2.4 Improving service costs and control processes for efficient service delivery in public service organizations

A budget as a financial plan for a specified year, is a multi-purpose document that contains management information on:

- Budget formation.
- Budget growth and size.
- Budget componets;.
- Budget priorities.
- Budget accountability.

According to Cooter and Hardkitt (2000:107) improving the public service budgeting process begins with the management serving as an exemplary icon to the subordinate officials. A document containing a macro service plan based on how to improve costs should include managerial cost attitude, cost planning and budgeting, cost avoidance, cost reduction processes, cost control, and cost effectiveness (detailed discussion in chapter 5). In the context of budget control, Augusto (1996:54) postulates that public managers will have to be accountable for how public funds were used, what were these public funds used for and what progress had been made. In order to be in an accounting position, understanding of quantitative techniques for improvement of service costs involves budgetary audits. In this regard, auditing is a process whereby information is collected, verified,

validated, and confirmed in order to determine what is claimed is indeed correct. Similar to private sector organizations, budgetary auditing in public service organizations can assist in controlling public financial Mismanagement. Budgetary auditing consist of the following:

- **Productivity audit:** This audit evaluates public funds, personnel, equipment, work and office space, time, and work methods and procedures.
- **Financial audit:** This audit evaluates public financial income and expenditure.
- **Service project and programme:** This audit focuses on evaluating the effectiveness of public projects and programmes in achieving results.
- **Operations audit:** This audit basically evaluates the level and amounts of performance effectiveness.
- **Compliance audit:** This type of audit focuses on evaluating the adherence of public officials and work performance to legal requirements.
- **Social audit:** Social audit is a comparative analysis on past performance with the current service delivery activities. It focuses on evaluating social contributions of service programmes to individual and community members.
- **Management audit:** Management audit focuses on evaluating the quality and effectiveness of public officials and management.

3.2.5 Electronic data processing

Service improvement data collected for planning government projects, are usually researched and stored in the computer where it is processed and edited arithmetically or logically. After such data has been processed and edited, a

decision is made whether the data should be sorted into alphabetic, numeric or alphanumeric order.

A further decision is made whether the data will be stored for later retrieval, in accordance to public service organizations' functional-, geographical-, product line-, and customer information (Morrissons 1995:21-24). A detailed discussion of this section is in chapter 4.

3.2.6 Provision and utilization of public human resources

Public human resource provisioning and utilization is a public sector enabling activity to improve the delivery of goods and services. Du Toit **et al.** (1998:75-76) state that no institution, irrespective of its objective and policy, can function if it has no staff. Organizations organized and structured to achieve pre-determined service objectives, are indeed enabled to function by means of the staff they employ.

That is, to improve and deliver specific services to communities, public service organizations need public officials with specific qualifications, skills, management processes, management techniques, and knowledge. Thus, if public service organizations are not enabled by the right personnel, they will fail to achieve public service improvement and delivery. Therefore, provisioning of human resource constitute the following:

- **Public human resource planning:** This is a process by which the human resource requirements of public organizations are systematically reviewed. The revision is to ensure that the required number of public officials with the necessary skills and knowledge for the tasks are available. To plan public human resources, the future service activities of the public service organization must first be known by determination of public policies. This is followed by determining the quality, quantity and type of employees who will be required to achieve the pre-determined public service organization.

Furthermore, public managers must ascertain what public human resources are currently available within public service organizations. The formulation and evaluation of various alternative plans for public service delivery actions are should than be undertaken. The public human resources plans are implemented to ensure that the public officials meet future needs to achieve service delivery objectives of the government-of-the-day.

- **Job Analysis:** According to Mondy and Noe (1996:92) this is the systematic process of determining the skills, duties and knowledge required for performing jobs in organizations. It is an essential and pervasive human resources technique. Job Analysis is a twofold process in collecting all job relevant information, viz.:
 - **Job description:** Job description is a written statement of what a public official does in her/his position, and why it is done. It portrays job titles, job grade or level, department, effective date, summary of job, nature of work, tasks and duties, working conditions, equipment and material, authority, and responsibilities.
 - **Job specification:** Job specification, in the context of public service organization refers to the minimum qualifications required from potential public official candidates. It focuses on education, work experience, knowledge, emotions, initiatives, judgement, computer skills, language skills, personality traits, and physical abilities.

The summary process of job analysis, according to O'Neil (1999:111), constitutes the identification of what jobs must be analysed and determining what information is required regarding the activities and tasks involved in the job. Furthermore, it constitutes the collection of required job information using a variety of available methods designed to suit public service organization needs. Finally, public managers must then analyse,

collate and compile a report on what the job entails, in the form of a job description and job specification.

- **Recruitment:** Recruitment is the process of identifying and attracting a pool of candidates for changes in employment status, from which some will later be selected to receive offers (Jaggernat 1990:58). Recruitment of public human resource can be undertaken within or outside the organization. Before a public service organization can undertake the process of recruitment, it must have created a positive image of itself as an employer.

It then has to canvas for potential public officials to apply for the vacant positions. This, according to Alponso and Jedi (1999:49), is done in two ways, viz.:

- **Publicity.** Potential public officials require public managers to create a positive image of an organization and of pursuing a career in it, without specifically advertising vacancies. The aim is to generate interest in the organization with a view to utilizing such interest when vacancies have to be filled.
- **Advertising.** Advertising is the second and more specific part of the recruitment process. It involves efforts to attract capable and suitable candidates to fill a particular vacancy or vacancies. Advertisement for public employment should contain a clear indication of the job title, organization logo, geographical location, job description, type of person required, benefits, salary level, application process, reference numbers and closing date. Not forgetting to include the name; address; and telephone number of the organization and the person to be contacted.
- **Selection:** This involves choosing from among a pool of applicants the most suitable candidate who best meets the relevant job requirements. Delvores (1998:274) explains this as a process of job matching and must

begin with a description of the job to be done and the identification of personal qualities necessary for the position to be filled by the candidate. Those who do not meet these requirements are progressively eliminated. The selection process basically constitute the perusal of the application forms, preliminary sifting, preliminary interviewing, selection test, physical selection, testing by assessment centres and personal interviews. Finally, it is important for public managers to be aware that not all these steps are always used by all prospective employers.

3.2.7 Motivating public human resource to improve efficiency

Motivation, in the South African context, ranges between difficulties and effortlessness to many public officials. Because motives have become more diffused and complex as a result of ongoing public sector transformation and restructuring. Motives are defined as needs; wants; drives or impulses within individuals. These motives may be conscious or subconscious and affect not only the 'ability to do' but also the 'will to do.' The sequence for developing the 'will to do' is – a want emerge, the want becomes a need, the need becomes a motive, the motive becomes a purpose of goal, the purpose of goal becomes the 'will to do' (Rodda **et al.** 1994:18).

Although MacCall (1997:173) regards the activity of motivating personnel as being complex, Rodda **et al.** (1994:18), state that to motivate public personnel to work towards the improvement of efficiency, public management must stimulate their 'will to do'. Rodda, therefore identified three approaches to motivate public personnel to improve efficiency, **viz.:**

- **Economic Incentive Approach:** The economic incentive approach to motivating public officials is based on the view that workers are eager to maximize their monetary status, power and prestige. Public Managers intending to follow this approach usually 'dangle the carrot' to get workers to perform efficiently (Matlack & Franch 1991:43). Adam Smith (1776) cited in Farrauw (2000:588), insists that people are oriented toward self-interest.

Free people in free markets create the greatest well-being for the greatest number of people. They can be motivated by the carrot-stick process. Consequently, public managers must make economic resource incentives competitive to that of the private sector so that public officials work and experience monetary gain.

- **Behavioural Approach:** According to Maslow (1943:388-389) humans are wanting beings. A need always exist that they want to satisfy. Maslow indicates that humans are motivated by needs as they perceive them. These needs urge individuals towards personal fulfilment and satisfaction. They drive individuals to certain states of behaviour. The higher order of needs become potent only after basic needs have been satisfied. Maslow (1948:388-384) emphasizes that once a need is satisfied, it is no longer a motivator of behaviour. As needs at one level are reasonably well met, people strive to satisfy higher needs. The lower level needs are more demanding, but those higher on the scale are more lasting and effective as motivators. Public managers must take cognizance that Maslow's motivational needs theory was not the only theory that elaborates on motivating public officials.

Motivation theory such as Herzberg's motivation-hygiene considers both job satisfaction and job dissatisfaction. It postulates that motivation and lack of motivation are opposite ends of a continuum (Boone & Kurtz 2001:340-341). Hence, Van Fleet (1991:357-358) also states that to motivate public officials, public managers should eliminate dissatisfaction not only by improving salaries and wages, working conditions, and benefits, but also by providing opportunities for growth, achievement, and responsibility. In motivating public officials, Hume (1995:17-18) suggests McGregor's **theory X** and **theory Y**. **Theory X** is based on aspects of public management such as strict discipline; control, coercion, and threats. This management attitude derives from the fact that public managers hold erroneous assumptions about the nature of their subordinate public officials, while **theory Y** emphasizes decentralization; delegation, participation, and consultation.

Thus, to motivate public officials, public managers must assume and develop a new view and attitude about people and their environment. This assists in advancing the goals of the people and the organizations.

- **The Public Management Approach:** This approach to motivating public officials is based on the view that there is no single best way to motivate. Different public service organizations with different service delivery tasks, different competitive environment and different public officials' needs require different approaches to motivation. These public management approaches consist of contingency-, system- and expectancy alignment approaches. Hence, Marx and Van Aswegen (1983:96) state that Public Sector Management Techniques and Public Management Processes, both defined in Paragraph 2.2, can serve as different motivators in the different public service organization.

3.2.8 Exercising quality service control

The identified and planned quality standards and the integrated quality control plan formulated in the public service planning process (in paragraph 3.2.1) is implemented. According to Lasser (1993:72) implementation of service quality control precedes the implementation of strategic and operational public service planning. Exercising service quality control, in Robbins (1995:234) view involves public managers acquiring information and data about the actual performance progress, in terms of quality and quantity by making use of a wide array of methods. This enables public management to assess to what extent services improvement and delivery conform to the original quality standards, and strategic and operational plans that were formulated and implemented. If it appears that the current course of action and quality standards deviate from the desired course and standards in reaching service delivery objectives, corrective action to rectify the matter is taken. Thornhill and Hanekom (1995:234-235) identify a number of measures that may be taken to ensure efficient control of service quality as follows:

- Oral and written report.
- Rectification and validation.

- Personal inspection.
- Auditing.
- Statistical reports.
- Internal procedures, prescriptions and records.
- Budgeting.

The process of assessing, measuring, and improving efficiency in public service organizations is critical to the success of service improvement in the public sector. If agreed to and performed correctly, the process can increase the likelihood that all public managers will be working co-operatively even in the annual financial requisition cycle.

3.3 MANAGING PUBLIC SERVICE ORGANIZATIONS TO IMPROVE EFFECTIVENESS

The introduction of effectiveness and efficiency in the present public service organizations compels the delivery of quality service to customers. Public managers are challenged to create and sustain internal systems and control measures to ensure quality-focused strategies are being implemented. Theorists, management researchers, developers, practitioners, and management literature is abundant with studies pertaining to public service organizational structures and processes that advance organizational effectiveness. What is missing is a pragmatic effectiveness measurement that cuts across multiple industries from both the private and public sector. Measurements and effectiveness provide public managers with a basis for gauging the quality of internal systems of public service organization.

The process enables them to gain insight about their effectiveness and areas most in need of improvement (Gilbert & Parhizgari 2000:46-47). This organizational phenomenon has been known and labelled as a difficult concept to measure yet it is often talked about in grapevine situations. Public managers should keep in mind that subordinate public officials have invaluable knowledge and expertise. The very same public officials, therefore, can assist public managers in identifying measures concerning effectiveness of public service organizations. The effectiveness criteria that

are of concern in this thesis are centred on the question of '*Can public management measure the effectiveness of their public service organizations in a period of sustained and rapid organizational change?*' To answer this question, Kendra (2001:37) states that it is possible provided that internal and external measurement criteria should first be agreed upon. It might as well argue that the parameters identified by Analoui (1999:362-389) become a resourceful mechanism for managing effectiveness in public service organizations. Thus, these parameters are discussed below.

3.3.1 The eight parameters of managerial effectiveness

In the research analysis of Analoui (1999:362-389) eight parameters of managerial effectiveness that, can be applied both in the private as well as the public service organizations, are suggested. These parameters can assist public managers to measure and apply Public Sector Management Techniques to support service quality improvement in public service organizations, **viz.:**

- **Public management perception of effectiveness:** In order to understand what characteristics effective managers possess, the relevant question directed to public managers would be: 'How do you describe an effective manager?' This question aims at exploring the perception of public managers regarding their own effectiveness and to discover what characteristics and quality they thought an effective manager should possess. The descriptive answers provide knowledge about the type of public service organization to which the managers belong. Such perceptions also represent the characteristics of 'ideal' public managers. Hence Analoui (1999:367) states that such responses to the question provides a range of answers such as 'ability to supervise', 'being a good leader', to be concerned with 'deadlines', 'honest', 'experienced', and 'able to delivery goods and services on time'. Table 3.1 below indicates an example of managerial public service organization effectiveness perception

PRIORITY	DESCRIPTION
1	Set and achieve results/output/objectives/being output-oriented
2	To organize and achieve objectives/results, task within time limit
3	Get work done by teamwork/participation/relating well to people
4	Ability to delegate; plan; motivate; and control subordinate/be a good listener
5	A good motivator of people/inspiring
6	Plan work, schedule, organize, execute to perfection, hard working and discipline
7	Ability to supervise/leadership, allocate public resources efficient, knowledgeable
8	Responsible; conscientious and focused; initiator; pro-change; innovative
9	Performer; prompt; problem-solver; achieve policy framework; developing
10	Decisive; without fear or favour; demand the job

Table 3.1 indicates an example of managerial public service organization effectiveness perception.

- **The need for public management skills:** In this regard, public managers are required to identify and suggest in order of priority, managerial skills, which in their view are essential for ensuring increased effectiveness in public service organizations. In many cases, numerous skills, knowledge, and abilities in advertised posts are deemed to be essential for increased managerial effectiveness. Skills such as delegation, being a good planner, organizing ability, good human relations and leadership skills are indicative of senior managers' 'interpersonal' and 'analytical' skills rather than 'informational' and 'decisional' skills. Table 3.2 below gives an indication of the ten most important managerial skills referring to people-related and analytical categories.

PRIORITY	DESCRIPTION
1	Good planning skills
2	Effective communication
3	Good human relations skills
4	Organizing ability
5	Supervisory skills
6	Delegation
7	Time management
8	Leadership skills
9	Analytical skills
10	Ability to motivate other

Table 3.2 indicates an example of managerial skills required for increased effectiveness in public service organizations.

- **Public service organizational effectiveness criteria:** Similar to the question of 'how do you describe an effective manager?' the criteria for effectiveness in public service organizations need to be brainstormed. Public managers must thus take note that each public service organization, because of its cultural specification deriving from the nature of work, its history, size

and the likes, tend to support the basis for a particular way of working and standard with which effectiveness is measured.

Effectiveness criteria such as meeting targets can be used to determine public service organizational effectiveness. Other criteria such as achievement, self-motivation, managing time, punctuality, and quality in terms of report writing can be seen as important criteria. Regardless of the difficulties, demands, and constraints with which managers are faced, organizational expectations requires these public managers to have the ability to 'get on with work performance' and 'get the job done!' These expectations are similar to the characteristics used by public managers to describe an effective manager. It could be argued that all public managers are aware of what is expected from them and that their views and opinions concerning managerial effectiveness has been, or even to a large extent, formed by the dominant value system of public service organizations.

- **Motivation of public officials:** The issue of motivation is discussed in Paragraph 3.2.7 of this thesis. In order to understand effectiveness, attention must be paid to all parameters of motivation phenomenon, in particular the motive behind the actions undertaken by public managers. The main sources of frustration and discontent from public officials (sometimes public managers) are that they do not receive recognition for work well done, lack of support, motivation, poor salary, and hygiene factors. Limitation to self-development, on the part of the senior managers can lead to serious problems, absenteeism, de-motivation and substitution for better job (resignation) from the side of subordinate public officials.
- **The degree of demand and constraints:** It is difficult, if not impossible, to address the issue of effectiveness at work without considering the constraints and demands with which public managers are faced. Some of the demands and constraints that affect effectiveness in public service organizations are identified and prioritised by Ramirez (2002:297) in Table 3.3.

PRIORITY	DESCRIPTION
1	Inappropriate public resources
2	Poor remuneration
3	Lack of funding
4	Inadequate data/information flow
5	Lack of transport
6	Unrealistic targets
7	Lack of teamwork
8	Inappropriate training
9	Lack of motivation
10	Shortage of appropriate public human resources

Table 3.3 indicates an example of demands and constraints that affect public service organization effectiveness.

The constraints and demands, whether those already identified and prioritize or those that are not mentioned, such as attending African and Indian cultural rituals or funerals on Wednesdays or Fridays, cannot all be mentioned here, many other interrelated demands exist. Such clusters of demands at individual public service organizations leave public managers with very little chance to determine their own level of effectiveness.

- **Presence of choices and opportunities for effectiveness:** Stewarts (1991:100) suggests that choices open to managers in order to be effective at work are primarily determined by the degree of demand placed on them and the constraints in their job. For example, most senior public managers sought training abroad instead of locally as one of the possibilities rather than opportunities open to them to become effective.

This seems to be a common grapevine discussion, as many would discuss the 'nice buffet meal' in luxurious hotels during training, conference, or workshop periods. The absence of an appropriate Performance Management System meant that opportunities were generally shared and often, instead of training, senior staff would be sent away on Masters' and even Ph.D. programmes abroad. These choices and opportunities that can impede public service organization effectiveness are identified and prioritized by Ramirez (2002:293) as follows:

PRIORITY	DESCRIPTION
1	Personal training and development
2	On-the-job training, part-time study
3	Necessary resource/equipment
4	Teamwork/co-operation
5	Better remuneration
6	Funding
7	More appropriate
8	Visit other service delivery units/establishment
9	Effectiveness/regular communication
10	Relevant literature or library

Table 3.4 indicates an example of choices and opportunities that can impede public service organization effectiveness.

- Nature of inter-organizational relationships:** The current governing political party is relatively new. Some of the service delivery policies, procedures, and regulations of public service organizations are either borrowed from the previous government prior to 1994 or are absent or are in the process of being formulated. Several public and private organizations have already been established with a history and accumulated organizational knowledge of segregation. This includes the attitude of racial behaviour denoted by 'us' and 'them' work environment. Improvement of inter-organizational relationships between research institutions, government departments, non-profit organizations, universities, technikons, and other scientific organizations can significantly contribute to the effectiveness of public officials and the effectiveness of public service organizations through continuous training. Whereas factors such as the concentration of funds and opportunities into one or two public service organizations may result in low morale for other public service organization. These feelings promote envy, hostility, and jealousy among deprived public officials. As such, this may negatively affect the effectiveness of inter-public service organizations.
- Dominant managerial philosophy:** According to Duke and Menzel (2001:13) the dominant managerial philosophy in an organization does influence the manner in which service improvement and delivery are carried out in public service organization. Generally this philosophy influences the flow of information and the informal and structured relationship among the personnel members in the organizations. Duke and Menzel (2001:13) further

mention that the leadership of the organization provides standards for the patterns of behaviour and therefore has proven to be a decisive factor in determining the effectiveness of the managers in the organization. In such cases, the traditional preference for 'politically correct administration' as opposed to 'management' can result to ineffectiveness of individual managers and public service organizations. This final, parameter is mainly the predominant element to manage the effectiveness of public service organization, which is discussed next.

3.3.2 Managing for effectiveness in public service organizations

Now that the discussion on the parameters of effectiveness has paved the foundation according to which public managers can attempt to improve effectiveness in their public service organizations, a discussion on managing organizational effectiveness is necessary. In this regard, Butler **et al.** (1996:37-38) identify the following as a management practice for improving effectiveness in public service organizations, **viz.:**

3.3.2.1 Investigating and measuring organization performance

Measuring performance is increasingly becoming important in non-profit and public organizations. This constitutes *function measures*, which include employee efficiency and effectiveness in terms of turnover; sick leave; insurance; and recruitment costs. While *operational measures* would include specifics like revenue per employee as well as *broad measures* of effectiveness that link public management to performance and returns on investment (McPherson 2001:13-17). As such, managing to improve effectiveness starts with investigating the question of '**Where are we now?**' that assists in developing and setting public service organization effectiveness indicators. These indicators can serve as a guideline to pave the path, denoted by the question of '**Where do we want to be?**'

McPherson further argues that when measuring public service organization performance, barriers to effective measurement such as fear of retribution, variation

and loss of control to subordinate public officials, should be minimized as much as possible. The service improvement and delivery concepts fundamentally change the nature of public service organizations. This has consequences for the measurement of performance in public service organizations. Van Hoek (1998:187) suggests that traditional performance measurement approaches may have to be abolished and a service supply measurement system that suits the particular serving organization developed.

Van Hoek further supports this statement by stating that traditional performance measures may limit the possibility to optimise public services as public management do not 'see' public service organization improvement. Performance of the management directorate, according to the author, can be measured in three ways, **viz.:**

- The formal assessment of risk of public service organizations and operational practice.
- The performance against cost, volume of activity and quality of service.
- The degree of compliance with agreed public policies and contracts.

A detailed discussion of Performance Management Systems in public service organizations continues in chapter 5 of this thesis.

3.3.2.2 Developing and setting effectiveness indicators

Before any effectiveness measures, -management, -training or -parameters can be applied in the public service organizations, Gilbert and Parhizgari (2000:46-51) suggest that organizational effectiveness indicators to support service quality must first be formulated. This will assist public managers to derive a checklist for internal organizational effectiveness monitoring and assessment systems. These organizational effectiveness indicators are derived by means of the use of an empirical application of a feasibility analysis focussing on the following, **viz.:**

- **Importance of mission:** This indicator is a pre-requisite required by Public Sector Management Techniques for any organization that intends to achieve a specific objective by strategic planning. It measures the perceived

clarity of public service organizational purpose and the degree to which public officials view organizational purpose to be important.

- **Supportive policies towards the work forces:** Analysis and determination of productivity policies discussed in paragraph 3.4.2 also have an impact on the public service organization work forces in terms of what is expected from them. Therefore, support policies towards the work forces, as an effectiveness indicator measure the extent to which the work forces believe the organization treats its employee. That is, treating its employees fairly and genuinely care about the employees' welfare. It demonstrates the degree to which the public officials think the organization is committed to them as valued public human resources.
- **Appropriateness of the organizational design:** This effectiveness measurement indicator identifies the degree to which public service organization is bound by red tape and other bureaucratic mechanisms. These mechanisms are perceived to impede timely decision-making to serve the customer.
- **Work condition:** This effectiveness criterion identifies the quality of the environment regard the public service organization. Public service organizations need to design and facilitate quality performance as required by the White Paper on the Transformation of Public Service (RSA 1995). This can be done by assuring public officials adequate facilities and supplies as well as providing a safe and healthy place in which to work.
- **Pay and benefit:** This indicator measures the degree to which public officials compare their pay and benefits with those of other employees elsewhere. In this regard, comparative salary packages information can be valuable in order to make a counter offer in case of valuable employees planning to leave the organization.

- **Positive supervisory practices:** This measurement indicator identifies the extent to which public officials view their supervisors to be providing positive training, guidance, involvement, team work, and direction. This is required to serve as a motivational tool to enable public officials to perform effectively.
- **Work force loyalty and pride:** At one time or another, a highly qualified public official would like to be associated with a specific department or ministry whose image commands recognition and the benefits are attractive. This specific effectiveness indicator identifies the degree to which public officials would pledge and/or demonstrate their loyalty and pride in their work and organizations.
- **Operational efficacy:** This is a measure of both efficient and effective operational practices. It parallels the characteristics of Just-In-Time (JIT) practices of quality focused public service organizations.
- **Customer oriented behaviour:** This criterion identifies the extent to which customer focused behaviour, such as the Batho Pele principles, is practised both internally, within the public service organization and externally, with the customers.

These measures, discussed above, hold promise for public managers who seek to improve the capacity of their organizations to provide sustained quality service to their external customers (Gilbert & Parhizgari 2000:46-51).

3.3.2.3 Managing public service resources

Public resource is defined and classified in chapter 1 of this thesis. Financial resource is regarded as the cardinal resource to guarantee the existence of an institution. Thus, the management of budgetary resources within the setting of a public organizations directorate is made up of two parts. **Firstly**, the decision to allocate monies and

public resources on the basis of service priority. **Secondly**, the question of accountability that includes the capacity to trace directly the expenditure of public funds back to specific customer-related outcomes through audit trails.

The management of dissimilar public service inventions within the public service organization is an attempt to understand the variety of financial systems and agendas that may be at work. This requires a three-part fiscal (resource) relations strategy such as consultation, communication, and public resources control. Whereby the understanding of public service agendas becomes a prerequisite to handling the process of public resource management.

This provides an opportunity for parliamentary members to voice their opinion in this regard. However, if the organization (directorate) is to be judged by its performance, then the issue of public resources management and control is one that has to be dealt with; at the specific organization. Put bluntly, can public managers demonstrate service improvement and delivery activities where public resources had been consumed?

3.3.2.4 Management of change and diversity

At present, the term 'change' in South African context, relates to transformation and reconstruction. Mostly the term is associated with transformation than any other word. Such changes constitute the activity of alteration and reconstruction of public service organization in order to survive better in the current demands for quality service. According to Basil and Cook (1994:2) change can be categorized into the following:

- **Structural-functional change:** which refers to public service organizational changes that affects the model (organizational structure) and the mode (functional aspects of an organization) of action by which public service organizations fulfil their purpose. Meaning the change of the structure of an organization or institution would change its functions.

- **Technological change:** Technological change refers to changing the means or tools by which services can be rendered effectively and faster, taking note that a surplus thereof may exist. Major technological advances such as television, computers, mobile telephone, and others, have changed and influenced the social values of communities.
- **Social change:** Social change refers to whatever may happen in the course of time to the roles, the institutions, or the orders comprising of social structure, their emergence, growth and decline. These changes may have an influence on the different societal components such as group activities, structure, and functioning of the society.

To management such changes and diversity, Lewin (1992), cited in Kaplan (2000:118) identified three basic models for the change process, **viz.:**

- **The Action Research model:** This model of research was designed as a collective approach to solve social and organizational problems. It begins by securing information, hypothesis and action from all parties involved as well as by evaluating the action taken towards the solution of the problem. This model further emphasizes change that requires action and is directed at achieving just that. It also recognizes that successful action is based on analysing the situation correctly, identifying all possible alternative solutions, and choosing the appropriate solution.
- **The Three-Step model:** This change model emphasizes that change of any kind certainly requires some attitudinal change by the participants and their involvement in the process. This usually occurs over a period of time. This three Step model of change, according to Plunkett and Attner (1992:430), constitutes the phases of unfreezing, changing, and re-freezing.
- **Phases of Planned Changes:** This is another model of change management that opts for the creation of a logical step-by-step approach to change. Such change management is usually practiced differently yet the

core method thereof is the same. The phases of planned changes consist of exploring the need for change, development of goals, selection of a change agent diagnosis, selection of intervention method, development of a plan, planning for implementation, follow-up, and evaluation.

The management of internal change, relates both to the individual (personal) development of each member of the public service organization and the overall ability to learn and to change as an organization. This is one way to summarize the idea that much of change management and diversity in a public service organization is uncertain and potentially turbulent. Thus, public management, according to Kaplan (2000:201) should take note that they will be met with strong resistance to change.

Public management can overcome resistance to change by involving the participants in all changes taking place. They must also provide open communication as well as preparing their staff members for change. Furthermore, public managers must not forget to be sensitive to people's need every time the issue of change management is addressed.

3.3.2.5 Implementation of approved effectiveness strategies

Administrative public policies that have been approved within the public service organizations need to be 'owned' by the larger organismic structure of the organization such as political office bearers, managing officials, supervisory officials, and operational officials as well as suppliers of raw material for service. Hence Cloete (1994:95-95), categorizes the implementation of approved public service policies into political implementation policy and administrative implementation policy. The basis of this process is to demonstrate that the item agreed to in organizational planning process is real and realistic, not rhetorical and self-congratulatory.

The key to this process is to ensure that these policies are deliverable. On this basis it is possible to have a mature discussion about the allocation of the parsimonious use of scarce public resources. This eliminates a series of requests, which cannot be

judged against any objective criteria or measures of performance. The implementation of approved public service policies is discussed in paragraph 3.4.2.

3.3.6 Supporting respective organization management

External support systems consist of trained development and professional supervision that allow for independent monitoring of staff performance. Public management does not have the professional history shared by private sector management specialists, but needs to develop some of the Public Sector Management Techniques and processes. The work of internal organizations led to a discussion on the three key issues:

- The style of organization that is likely to be most effective is important. In this regard, public managers must reach common agreement that such an organization is likely to have three characteristics: **Firstly**, to be a flexible organization that is capable of learning from its own experience. **Secondly**, to be open in such a way as to allow key groups of professionals to identify the means to achieve agreed ends. **Thirdly**, to evaluate personal and subordinate officials' experience of managing public service organizations.
- The practice of recording and monitoring decisions for the organization is paramount. The key element to this area is clear communication for all parties. One of the complexities of the arrangement is who should monitor the performance of directorates and to what degree subordinate public officials should be involved in operational detail.
- What action follows the setting of standards, the measuring of performance and the monitoring of activity? Managers in public service organizations need to make judgements whether or not they have to be annoyed or pat people on the back at each occasion where they look at the evidence of service delivered by their operational public officials.

3.4 MANAGING PUBLIC SERVICE ORGANIZATIONS TO IMPROVE PRODUCTIVITY

Productivity is not production as in the private sector organization, nor is productivity performance, or results. Production, performance and results are only components of a productivity effort. Productivity is affected by many factors related to the public management environment of which some are controllable, some unpredictable, some critical, some trivial, and some short ranged.

If public managers need to manage productivity, they have to manage these factors. Productivity and quality service management are inseparable. Managing productivity means managing both productivity and quality service improvement. The concept and definition of productivity, according to Chandler and Lynch (1994:53), must be broad enough to include all its components.

Therefore, productivity is the measure of how well public resources are brought together in the public service organizations and used to the accomplishment of the improvement and delivery of public services. Chandler and Lynch (1994:53) further argue that productivity means 'getting more for less'. In contrast, unproductive public service delivery activities may mean 'getting less for more.' Thus resulting in a deteriorating productivity.

3.4.1 Reasons for decline in public service organization productivity

The major reasons for decline in productive service delivery in public service organizations, according to Hammond and Musgrave (1996:42), are as follows:

- The public management's inability to measure subsequent performance. Del Guidice (2000:23) agrees with this statement and further adds that what gets measured, gets done. Del Guidice further stipulates that what is measured shapes and influences the behaviour of the public service organization and public officials. On asking citizens how the South African government was

handling a range of services, the following ratings were established (Public Service Review Report 1999/2000:46):

- 79% was rated to the promotion of equality between men and women.
- 72% rated in terms of uniting all South Africans into one nation.
- 72% rated in terms of delivering basic services such as water and electricity.
- 61% in building houses.
- 66% in improving basic health care services.
- 64% was rated to the education needs of all South Africans.
- 49% in the appointment of the right people to lead government.
- 44% in fighting corruption in government.
- 26% in reducing the crime rate.
- 24% in reducing unemployment Public.

If public service organizations do not measure productivity, they will not be able to tell success from failure. This is confirmed by Del Guidice (2000:23) when stating that '... when the majority legislative and executive managers have no idea which service delivery programmes are successful and which are failing and when they have to cut budget, they will not have any idea whether they are cutting muscles or fats.'

- Processes and skills that bring about large service delivery projects with complexities have brought with them lagging reaction time, authority dilution, and poor accountability. This is described as interlaced webs of tension in which control is loose and power is diffused. These delays and time lags are caused by a shortage of public resources (Hammond & Musgrave 1996:42). As a result, late service deliveries are mainly caused by scarcity of key material resources which, in turn, take considerable time for services to be improve and delivered. As examples, it can be cited that the delivery of approximately one million houses can be delayed

significantly if feasibility analyses on the availability of public resources are not done in time. These delays and time lags affect productivity.

- Inhibiting antiquated laws and increased litigation also cause a decline in productivity where management options and prerogatives for productivity are constrained. Townsend (1995:117), therefore, states that social legislation, environmental control, safety regularions, price and wage control, and labour management bargaining constraints have brought about 'legalized' participative management.

This can also be noticed in the present legal system of South Africa whereby litigation based on legitimate spectations are taking place. Many of the goals attempted to be achieved by legislation are worthwhile, but when laws and legal constraints enforcing these goals are at best of marginal value, or are obsolete, damage is done. Many of the laws were enacted originally to solve social problems in a different economic era, i.e. prior 1994 election and under differrent conditions, many are now obsolete.

- Dissatisfied workers doing boring work led to a demand for leisure time that reduces productivity hours is another factor that causes productivity decline in public service organizations (Williams 1989:201). Williams further argues that dissatisfying and boring work results from specialized and restrictive work processes. Specialization and division of work processes into small steps to gain efficiency also result in boredom. As such, dissastified public officials find all kinds of reasons to avoid work and productivity is affected. Time commitments are also disrupted by the increasing demand of workers for leisure time. Automation is one such cause and it is critical that public managers and public officials must locate, explore, and utilize time innovation such as the five work days in order to bolster the productivity of service delivery that has been basic in improving the quality of services.

- Last but not least, Buchanan (1993:91) correlates the decline of productivity to public managers and public officials' failure to keep up with knowledge. Therefore, knowledge of working officials becomes obsolete because of their inability to keep pace with accelerating information that relates to improvement of service delivery. Workshops and conferences seem to be a waste of time in which public officials could have devoted this time to public service administration and management.

Public Sector Management Techniques such as Social-Benefit Analysis and Cost Performance Improvement can indicate the costs of attending such workshops and conference and the benefit thereof. Public managers and public officials must insist on ploughing back into their work environment what they have learnt in these conferences and workshops.

3.4.2 Managing for productivity in public service organizations

Currently, no public manager can afford to ignore the constant need to improve service productivity in their public service organizations nor can any public official evade the responsibility for playing a part in the work of productivity. Therefore, the management practice for improving service productivity in public service organizations starts with the following:

3.4.2.1 Identification and setting productivity programmes

Public managers and supervisors who give equal time, energy and public resources to each demand may find that they are wearing out, become burnt-out and ultimately this can lead to possible reasons for absenteeism. This usually results to outsourcing as the one way to get public services delivered. According to Friedman (1993:183), qualities such as intelligence, energy, perseverance, ability, calmness, collaboration, agreeableness, to some extent complexity, constant change, and enjoyment at work are needed for pursuing productivity improvement or the public sector productivity programmes will not survive. Therefore, to start setting and

identifying productivity programmes, public managers and their public officials need to be enthusiastic and have a vision.

The very same public managers and public officials need to commit their productive service delivery activities against well-defined, properly stated and precisely measurable productivity objectives and goals. Deakin and Halsey (1997:291) also state that these well-defined, properly stated and precisely measurable productivity objectives and goals must be written down and be open for review.

Deakin and Halsey (1997:291) further state that productivity programmes are consistent with service delivery missions, goals, objectives and results of the public service organization where missions specify reasons for existence of an organization. Setting and identifying productivity programmes, public managers and public officials need to have a persuasive far-sightedness about the kind of public service organization that is intended to deliver the desired public services. The mission; goals; objectives and results can be determined by brainstorming of all public officials involved in the delivery of public services. This will lead to gradual analysis and formulation of productivity policies.

3.4.2.2 Analysis and determination of productivity policies

In most advertised vacancies, public managers at strategic positions are required to sign a performance agreement. This is a key indicator for public managers to be pro-active while employed by the public service organization. Thus, public managers, to some extent, must commence their productive work with the analysis and/or determination of productivity policies. If any productivity policies exist, public managers have to focus on productivity policy based analysis (Fox *et al.* 1991:214). These productivity policy analyses focus on monitoring and evaluation of the existing productivity policy. Any defects or deviation from the purpose for which the policy was formulated, corrective actions and/or improvement must be made in the absence of productivity policy. Public managers are then required to undertake the full-scale process of policy making. These policy processes, according

to Meiring and Parson (1994:63) commence with three consecutive and interrelated phases, **viz.:**

- **Productivity policy initiation:** This is where the commencement of the activities to make a productivity policy is activated. The policy research officials must first identify specific productivity areas. Problems may exist in this area and executive public officials should consider these problems responsible for the administrative implementation of policies. However, before they can act, it is necessary that they should be aware of productivity needs, problems or potential problems and expectations of the inhabitants, regarding service delivery areas. Productivity policy initiation thus requires making known a problem, emphasizing the necessity for a new productivity policy or amendment of an existing policy to satisfy an existing problem or to prevent a potential problem. To obtain the desired results it is necessary to undertake extensive investigation into the means and ways productivity problems can be solved/prevented. Thus, to initiate a productivity policy means to be aware of productivity problems, give a full or detailed description of productivity problems, and collect information for solving/preventing productivity problems.
- **Productivity policy formulation:** Productivity policy formulation, like any other policy, succeeds productivity policy initiation and is divided into two main categories. Firstly, it must be decided what action is needed to solve or prevent productivity problems and how. Secondly, a suitable proposal or recommendation must be formulated. By formulation is meant the clear, precise and accurate wording, in writing, concerning information on how to achieve specific productive service delivery. This process is classified into various consecutive steps, **vide**, liaising with interested parties in matters relating to productivity, processing information (discussed in chapter 4), setting productivity indicators and objectives, determining productivity priorities, considering alternative methods of solving or preventing the problem of unproductive delivery of services and finally surveying the availability of public resources to execute the approved productivity policy.

- **Productivity policy approval:** Policy is to be found in various forms, as well as various formats because policy making takes place at various levels and various participants play co-operative roles. For example, a political policy such as a manifesto, executive administrative policy such as an Act or Regulation, departmental policy such as a circular minute and operational policy such as an action plan or work programme. This productivity policy may easily have to undergo all of this policy approval levels before it can fully be implemented.

3.4.2.3 Training and developing quality public officials

Public officials come to occupy government posts moulded by their origins and environment. They arrive with a pattern of behaviour, attitude, views and prejudices that might not fit into their work environment at all. Current situation require all public officials to learn how to behave, handle equipment, comply with government regulation, and follow prescribed procedures. Training and development of quality public officials in the public service organization was first mentioned in The Green Paper on Public Service Training and Education (GPPSTE), where the following is stated: 'The development of a dedicated, productive and people-centred public service staffed by public servants whose performance is maximized and whose potential is fully developed via the comprehensive provisioning of appropriate and adequate training and education.' (GPPSTE March 1997).

The Public Service Staff Code of April 1995 (chapter C, Section 3.1(g)) defines training as all those planned and purposeful activities that improve the knowledge, skills, insight, attitude, behaviour, values, working and thinking habit of public servants or prospective public servants in such a way that they are able to perform designated or intended tasks more efficiently. While development, according to Andrews (1998:140), is a continuation of education and training for the purpose of acquiring sufficient experience, skills, and the right attitude to be appointed to the highest managerial positions. Therefore, public officials must be trained and developed in accordance to the needs of the following:

- **Public Service Organization Analysis:** The public service organization analysis emphasizes the study of the whole institution. That is, the impersonal aspect of an organization or operational units. This analysis entails an analysis of the strategic planning process, organization objectives, organizational structure, human resource and the indexes that could affect the organizational climate.
- **Job Analysis:** (Discussed in Paragraph 3.2.6).
- **Person Analysis:** The purpose is to compare the job performance of the individual employee with the required standards. Discrepancies can thus be identified, objective recorded, situational measures and observations made while analyzing the incumbent. Person analysis focuses on the individual's current or future position in the public service organization (Cheminais **et al.** 1998:200-201).

3.4.2.4 Setting public officials' performance standards

According to Townsend (1995:183), one of the fundamental principles of productivity improvement is that the productivity of the existing process should be measured in as much detail as possible before any attempt to improve it is made. Productivity improvement norms usually used is a productivity standard that can be determined in several ways, **viz.:**

- Use the results of a previous period.
- Use outstanding results from a previous period.
- Use public sector standards developed as norms for planning purposes.
- Establish a required result by work sampling or time study.

As such, public managers and their subordinate public officials should note that a performance standard gives something to aim for and something to measure against but it is not static. In fact, it must be changed whenever public managers and public officials change the inputs or the process. Otherwise its power to motivate

will be lost and the results will be meaningless (Ralph 1993:303). For example, assum the Department of Local Government and Housing has to deliver housing services to a specific low income family using five (5) builders each working eight (8) hours a day. A Single Resources Productivity (SRP) ratio of the housing service delivery (building) process must first be determined. This can be calculated as follows:

Public resources that will be needed are 5 X personpower, 8 X hours, 1 X cement mixer, 120 X bags of cement and an output of 24 cubic metres (m³).

<i>Public Resources Input</i>			<i>SRP</i>
5 Person power X 8 work hrs	= 40 Person Hrs	= 24 m ³ /40 Person Hrs	0.6
1 Mixer X 8 work hrs	= 8 Machine Hrs	= 24 m ³ /8 Machine Hrs	3
120 Bags of cements	= 120 Machine Hrs	= 24 m ³ /120 Material Unit	0.2

At this stage public managers do not know whether these results are good or bad until they can compare them with some standard. The results being measured is multiplied by 100 so that the Productivity Index (PI) will be expressed as a percentage of the Standard (Urry and Webb 1996:109). Assuming the previous period Standard for public resource input were determined as personpower, 0.75; Machinery, 3.0; and material 0.25. The Productivity Indices (PI) for each public resource input are calculated as follows:

<i>Public resources input</i>	<i>SRP</i>	<i>STD</i>	<i>PI</i>
Person	0.83	0.75	$(0.83 \times 100)/0.75 = 80\%$
Machinerv	2.5	3.0	$(2.5 \times 100)/0.3 = 100\%$
Material	0.25	0.25	$(0.25 \times 100)/0.25 = 80\%$

From these calculations, public managers can see that housing delivery is 20% below performance standard in personpower and material. There is less output from public resources than required. In this case the finished house service cost more than it should (Urry and Webb 1996:112). Assuming that the personpower is decreases by 2 people, machinery remain as is and building material decreases by 40 bags with an output of 20 cubic metres (m³). The following calculation will apply:

Public Resources Input				SRP	
3 Person power X 8 work hrs	=	24 Person Hrs	=	20m ³ /24 Person Hrs	0.83
1 Mixer X 8 work hrs	=	8 Machine Hrs	=	20m ³ /8 Machine Hrs	2.5
80 Bags of cements	=	80 Machine Hrs	=	20m ³ /80 Material Unit	0.25

From this calculations, the smaller personpower were able to keep up the same rate of housing service delivery as the larger group but productivity of personpower and building material seems to have improved. This is calculated as follows:

<i>Public Resources Input</i>	<i>SRP</i>	<i>STD</i>	<i>PI</i>
Person	.83	0.75	$(0.83 \times 100)/0.75 = 111\%$
Machinery	2.5	3.0	$(2.5 \times 100)/3.0 = 83\%$
Material	0.2	0.25	$(0.25 \times 100)/0.25 = 100\%$

From these calculations, according to Urry and Webb (1996:124), the productivity in personpower has improved by 11% (111%-100%) while the productivity of machinery has decreased by -17% (83% – 100%) and building material remained static. Comparing the previous period productivity results with the current productivity results, the following applies:

	Previous period productivity results	Current productivity results
Personpower	80% - 100% = -20%	111% - 100% = 11%
Machinery	100% - 100% = 0%	83% - 100% = -17%
Material	80% - 100% = -20%	100% - 100% = 0%

The previous productivity results of personpower and material were below the 100% Productivity Index, while the machinery productivity results remained unchanged. In the current productivity results, the personpower improved by 11% while the material productivity result remained unchanged and the machinery productivity results were below the Productivity Index (100%) (Urry and Webb 1996:128). Therefore, the productivity standard for public resources can be changed accordingly until the Productivity Index is equal to, or above, 100%.

As such, Urry and Webb (1996:135-143) state that individual public officials become aware of the amount of public resources they are to utilize in completing performance standards as well as their performance expectations before they start service delivery work. Even so, performance standards are clearly defined, attainable, accurate and measurable. Finally, in terms of productive service delivery, each public official has control over the amount of public resources to be utilized in completing performance standards. Performance measures are made and aggregated within each public service organization.

3.4.2.5 Establishment of organization support systems

Public service organizational support systems are usually independent institutions or a network of professional and expert human resource with whom public service organizations can interact in times of organizational crisis. Usually, these institutions make up staff functions who support and advise the line functions by developing problem solving ideas by their speech outlining. The speech outlines, in turn, include development of facts about an existing crisis, statement of observation and opinion, narratives, examples, quotations, restatement and repetition, comparison and contrast.

On this argument, Nigro and Nigro (1984:152) distinguishes staff functions from line functions by stating that the line functions command and the staff functions support and advise. The authority of support system is recognizable and close to that of the formal public service organizations. Therefore, decision-making delegated to the most critical point of productivity service is accomplished and the influence is greatest.

Hence, organizations or associations such as South African Local Government Associations (SALGA) established in term of the **Organized Local Government Act, 1997** (Act 52 of 1997) are examples of support systems established to serve as as support system for local government in South Africa. A typical public service organizational support system or function to be established are identified by Gildenhuys (1993:28-30) as follows:

- Financial services.
- Personnel services.
- Office and secretarial services.
- Legal advisory services.
- Organizational Public Sector Management Techniques services.
- Public resources supply services.
- Accounting and auditing services.

Public officials in these established support systems are to be allowed to participate in decisions affecting their own and related service delivery activities. When the national and provincial government make decisions concerning service delivery in a specific municipal district, Local Government officials are to be consulted to render support to the commanding formal line functions. Hence, Nigro and Nigro (1984:154) argue that in reality, no dogmatic separation of the two functions is possible because the support system must also command, control and exert authority in order to secure service delivery. Public service organization is defined in chapter 1 as a collective term referring to any State department, local authority, provincial authority, board, institution or any other organization established by any law.

The portion of the public sector that falls under the control of the Public Service Commission and National Revenue Fund is the public service organization. Formal public service organizations are those government activities substantially and directly contributing to the attainment of government service delivery objectives in the process of realizing the government's broad goal of securing a high quality of life for all citizen of South Africa. Public service organizations are set for quality public service delivery, directly to the public. While support systems or public service organizations must be set to complement the formal public service organizations, in the sense that they contribute indirectly and via the formal public service organizations, towards the attainment of primary goals and objectives of government (Nigro & Nigro 1984:154).

3.2.4.6 Exercising productivity control measures

The application of the control measures is often perceived as negative. Although this perception is incorrect. Public officials must rather see control as part of a process that does not find fault but which rectifies deviation from a set course. According to Van der Walddt and Du Toit (1997:201) control is the process that ensures that actual activities correspond to planned activities. This is a continuous process that follows the planning and organizing phases. It is where the actual results obtained are compared with the planned results and corrective action is taken where necessary.

Productivity control is essential to ensure that public service organizations deliver services for which they are responsible, and that set objectives are achieved. Control basically revolves around two issues; the public sectors' ultimate responsibility to the public and public officials' responsibility to account for service delivery action they have carried out or have not cared out (Du Toit **et al.** 1997:78; 189-192).

According to Powell and Reisman (1997:546) it is essential to take corrective action while still in time. This is emphasized due to the fact that it is much cheaper to take

control actions early because most public managers and public officials become powerless to take any effective corrective service delivery action after sufficient time has lapsed. Again, Powell and Reisman (1997:546) also warn public managers against consistent and over reporting of service delivery progress at an early stage. The lack of progress will become obvious during the final stages of service delivery programmes and the over optimistic reporting catches up with itself. A variety of control measures, identified by Meiring and Parson (1995:189) and Thornhill and Hanekom (1995:234-245) have been designed to facilitate the control of public activities. A few of this variety constitute the following:

- **A written report and reporting:** This type of report requires subordinate public officials to give, in a written form or in the presence of their respective decision-authority centre, an account on the progress or failure concerning service delivery that were approved.
- **Validation and rectification:** In this regard, public managers and public officials are to confirm frequently that the service delivery programme formulated actually accomplishes the objectives for which they were designed. If these service delivery programmes do not conform to the plans corrective action must be taken.
- **Inspections:** This is where public managers concerned with service delivery programmes are required personally to evaluate the quality and the extent to which government service delivery work performance are observed.
- **Budgeting:** Budgeting constitute a written document containing sources and the amount of public funds to be obtained or spent. The objectives or purpose for which they were agreed upon are perused at intervals to conform to the budgetary plan of service delivery approval.
- **Procedural prescriptions:** These are prescriptions whereby public officials are conforming in accordance with organizational rules and

regulations; - a document usually consisting of loose leaves – that provides step-by-step explanation, rules or instructions for service delivery performance. For example, a code or manual to prescribe the procedure to tax fixed properties and render services.

3.4.2.7 Accounting for productivity by responsible public officials

As much as it is not easy to measure and assure productivity in public organizations, the explanation of productivity accountability is as difficult due to the various connotation linked to the term 'accountability'. Schwela **et al.** (1996:164-165) define accountability as an obligation and responsibility. That is, the responsibility to account to society for what has or has not been done. Whereas Normanton in Gildenhuys (1993:58) assigns the meaning of accountability to the obligation of public officials to expose service delivery activities and the results of such activities and to explain and justify these activities.

In the context of productivity accountability, it calls for the clarification of progress or failure concerning service delivery programmes. This also means sub-ordinate public officials have to give justification for requisition of public resources to their superiors in order to undertake service delivery activities. Therefore, required and expected productivity is delegated and traceable to a specific person in the public service organization responsible for service delivery.

Productivity accountability leads to the submission of a formal quarterly or annual report to executive public managers on the productivity progress of service delivery. In public organization set-up, to accounting for productivity starts with the actions of individual public officials at the lower and different public service organizations right through to those of the executive and administrative public officials, political executive institutions and legislative institutions.

This explanation of productivity accountability means that an official's actions makes them accountable to another official who is higher up in the hierarchy by giving

accountability sourcing information on total variances from an established plan of productivity improvement. This system of accountability in a way enforces a self-correcting and improvement consciousness through feedback to workers and back to governing officials. This is then known as the responsibility or accountability cycle. Hence, Piller and Baumhart (1998:82) put forward that productivity accountability cycle is a situation in which every political and public official, from top to the bottom of public organizations, is responsible for each specific task allocated to them. Therefore, they are to account for the way in which productivity work performance is conducted in their respective units.

3.5 CONCLUSION

This chapter has dealt with the concept of managing efficiency, effectiveness and productivity in the public service organization as well as the holistic attempts to measure and practice these concepts. This means reaching service delivery goals and objectives with the least public resource expenditure possible. Accordingly, measures and public management practices for efficient, effective and productive service delivery, are suggested for all the public management functions of public organizations. These functions may include public management processes such as policy analysis and determination, macro and micro organizational analysis and development, financial arrangement, public human resource provisioning and utilization, planning, co-ordination, directing, delegation, and control and accountability.

In this regard, the quantitative approaches covered in this chapter should provide public managers with a respectable repertoire for moving the process of efficiency, effectiveness and productivity to a high degree of quality service delivery in South African public service organizations. This chapter has also probed some of the issues and concerns relating to managing efficiency, effectiveness and productivity, though it is an emerging area of management in the South African public service.

At this point, public managers may have a basic idea or understanding of the concepts of efficiency, effectiveness and productivity in public service organization. As such, the application of selected Public Sector Management Techniques for efficient service delivery is discussed in chapter 4. Whereas, chapter 5 focusses on the application of selected Public Sector Management Techniques for effective service delivery and chapter 6 focusses on the application of selected Public Sector Management Techniques for productive service delivery in public service organizations.

APPLICATION OF SELECTED PUBLIC SECTOR MANAGEMENT TECHNIQUES FOR EFFICIENT SERVICE DELIVERY IN PUBLIC SERVICE ORGANIZATIONS

*If it takes four hours to chop down a tree, I will
use three of those hours sharpening my axe.
- Lincoln, A. -*

4.1 INTRODUCTION

The basic organizational mission of many South African public service organizations is to become an institution of excellence in their field of specialization and service delivery. It is for this reason that public service organizations strive to be efficient by adjusting improvement processes that constitute service delivery activities. This pivots around determining:

- How well public resources are converted to output (efficiency).
- How well public service outputs are received by the customers (effectiveness).
- How satisfied are the recipients of public services with the services delivered to them (quality).

The concepts 'efficiency' and 'effectiveness' are not mutually exclusive as it is indicated in chapter 3, paragraph 3.1. They rather compliment each other and their distinction indicates 'efficiency' focuses more on **quality** and **affordability** while 'effectiveness' focuses more on **timely** and **appropriateness** of public services delivered. In this regard, public managers often confuse these two concepts. In this confusion, they tend to mix internal information concerning efficiency as a substitute for measuring effectiveness. Hence chapter 1 of this thesis stipulates that public managers could be efficient, but ineffective because they happen to be doing the wrong thing, yet going about the right way. They could be inefficient, but effective because they happen to be doing the right thing but undertaking the projects or programmes in the wrong manner.

All this is a result of inadequate Information Systems, poor work procedures and methods, and the lack of Service Quality Management in public services. Hence chapter 2 of this thesis identifies Information Systems, Workload Analysis and Service Quality Management as three of the many Public Sector Management Techniques that can be utilized to improve the efficiency of service delivery in public service organization.

Therefore, chapter 4 focuses on the application of selected Public Sector Management Techniques that can be utilized to improve the efficiency of service delivery. Although, there are several management techniques for efficient service delivery, three of the Public Sector Management Techniques are identified as appropriate tools to improve the efficiency of service delivery, *viz.*:

- Information Systems and Electronic data processing (IS) for supporting quality service delivery.
- Workload Analysis (WA) for improving efficiency in public service organizations.
- Cost Performance Improvement (CPI) for efficient public resources control in public service organization.

4.2. INFORMATION SYSTEMS AND ELECTRONIC DATA PROCESSING FOR SUPPORTING QUALITY SERVICE DELIVERY

Information Systems is an integration of a user and machine systems for providing information to support service delivery operations, public management and decision-making functions in public service organizations. Therefore, every aspect of public management within public service organizations relies heavily on information to thrive. Although Information System and Technology (electronic data processing) is defined in chapter 2, the distinction of Information Systems and Management Information System by Duff and Asad (1998:562) assist public managers and public officials to be aware that there is a differentiation between Information Systems and Management Information Systems. This distinction is explained as follows:

- **Information Systems:** An Information System is a collection of people, procedures, a base of data, hardware and software that collects, processes, stores and communicates data for transaction processing and management decision-making. Information System Strategies can be random, inspirational, or unarticulated thoughts, or can be the results of careful analysis and detailed planning. This is due to the fact that information is created directly from the expert's own experience and initiatives (Duff and Asad 1998:562). In paragraph 4.2.5 example of the various Information systems are provided and briefly explained.
- **Management Information Systems:** According to Argyris (1991:291), is a system using formalized procedures to provide appropriate and quality information to the strategic-, tactical- and operational levels of public management. This enables public officials at these levels of management to make timely and efficient decisions concerning planning; directing and controlling of service delivery activities.

Therefore, public officials should keep note that Information Systems constitute various components of computer peripherals; information network and information technology (IT) human resources. To manage these peripherals, information network and public human resources, constitute Information Systems defined in chapter 2. Derived from the distinctive argument between Information Systems and Information Technology, certain deductions can be made, **viz.:**

- Similar to strategic planning, Information Systems covers questions such as ***what** kind of information is needed?, **how** is this information going to be obtained?; and **why** is this information needed.*
- An Information System can be manual or computer-based.
- Information Systems existed in organization for a very long time and always will be present in some way.
- An Information Systems are supposed to support both the basic operations of service delivery of public service organizations and its management.
- A distinction seems to be made between data for transaction processing purposes and data for decision-making purposes.

- The distinction has provided what can be considered as basic concepts underlying the Information System, **vide:** people, management, information, computer systems and organizations.

The attributes indicated above can be considered as major essential elements for developing an Information System concept in a public service organizations. In order to understand the concept of Information System further, Salton (1999:321) highlighted the most important computer-based Information System as follows:

- Information Retrieval System (IRS);
- Question-Answering System;
- Database System (DBS);
- Management Information System (MIS); and
- Decision Support System (DSS).

The White Paper on the Transformation of Public Service (RSA 1995), identifies lack of an effective Management Information Systems (MIS), as a challenge from the past. Paragraph 4.2.1 will first address the importance of Information Systems and Electronic data processing as envisage in the WPTPS. This will give an understanding to public officials on why Information System as a challenge from the past has to be addressed.

4.2.1 The importance of Information Systems (IS) and Electronic data processing in public service organizations

In all but the smallest organizations management rarely observe operations directly. They attempt to make decisions, prepare plans and control activities by using information that they obtain from formal sources – for example, the Information Systems and also by informal means such as face-to-face conversations, telephone calls, **ad hoc** researches and social contacts. As a matter of fact, Conca (1999:29) believes that in this century an Information Systems is a special-purpose system useful for management in public service organizations. Information Systems is an accessible and rapid conveyor belt for appropriate high quality information from its generation to its users.

The essence of an effective Information Systems, therefore, is a carefully conceived; designed and executed database. Thus, the Information Systems of public service organizations must correspond to the adaptive decisions-making levels of public management, such as the strategic public management level, the tactical public management level and the operational public management level. This will facilitate co-ordination necessary to achieve service delivery objectives.

However with the pressure of maintaining competitive advantage in an expanding world market, it is becoming necessary to draw heavily on more formal and controlled systems that rely on computers and database software particulars. Service delivery operations and public financial management have traditionally relied on formalized information techniques even before the advent of computing in order to develop more efficient and effective processes of management in public service organizations (Conca 1999:29).

In the context of public service delivery, Information Systems development and their user managers are readily adapting to the current surplus of new technology systems in South African public service organizations. Thus, the practice of information systems and Information Systems, according to Wyatt (2000:95) generated specific characteristics, **viz.:**

- An information focus, designed for managers in the various management levels of an organization.
- Structured information flow.
- Integration of data processing jobs by administrative functionaries, such as production of Information Systems or IT personnel.
- Inquiry and report generation, usually with a database.

The Information System era has eventually contributed to a new level of needed management information. The increasing interest in Information Systems has led to much activity in developing techniques and software for data management. However, it should be noted that the new thrust in Information Systems is on the users to which the information is put and not how it is processed. Due to the fact that managers are faced with an accelerating rate of change and an ever more

complex environment, the emphasis is on managing the information as a public resource, which is important, and not on the intermediate processing stage (Keston 1997:102).

Public managers need relevant information that would increase their knowledge and reduce their uncertainty. A worthwhile extension to the well-known motto that *'managers get things done through people'* would be that *'managers get things done through people, by using relevant information retrieved from Information Systems'*. It is not an exaggeration to state that Information Systems is the lifeblood of management. The efficient performance of an organization is very much dependent on the internal performance of the resources. Frissen (1995:47-48) suggests an example from human resources aspect of an Information System for monitoring the performance of public resources. That is, the output performance is directly related to the motivation and performance of its human resources.

Frissen (1995:47-48) further maintains that a high staff turnover rate, that is monitored by the management Information System and identified as occurring in a particular department or in a particular category of staff, can indicate poor performance on the part of the employer. Also, a high turnover rate of clerical staff may indicate that management practices do not assist in providing for career progression, personal development or training opportunities. Through the identification of poor human resource management, corrective measures may be taken that will in turn improve the output performance of an organization.

In the context of the Government Communication and Information Systems (GCIS), Information Systems bind together the various elements of the public sector and public service organizations with one another and with the primary objectives to serve customers. It provides data necessary for the daily operations, validation and implementation of public policies in public service organizations. Ideally, it provides information concerning the effectiveness of public service organizations and operations as well as the population of users and non-users of public service.

Thus, the role of Information Systems in the public service organizations is not too different from what it is in any other organization particularly private sector organizations. It specifically helps in the provision of information that will enable the various levels of public management to have an overview of their service delivery performance and to set in motion, when necessary, machinery for improved and efficient service delivery to customers.

As stated above, by (Conca 1999:29) public service organizations' Information Systems have to be carefully conceived, designed and executed in such a manner that it correspond to the decisions-making levels of public management. Such management levels consist of strategic public management level, the tactical public management level and the operational public management discussed in chapter 2 of this thesis. Each of this public management levels require different information and information systems to make service delivery decisions. The kind of information levels needed at these various levels of management makes it necessary to elaborate on the types of information within the public service organizations.

4.2.2 Levels of information and decision-making in public service organizations

The complexity of an Information System also depends on the levels of management who required information. Similar to the levels of public management identified by Goodstein **et al.** (1993:3), Conca (1999:29-39) identify three levels of information Systems, **viz.:**

- **Strategic level of information:** The strategic level of information is required by senior management to direct and lead the organization as a whole. Planning and decision-making at this level is for survival and prosperity of the public service organizations. Such information tends to be derived mostly from external sources and thus information systems for this level are sophisticated and expensive and typically oriented around markets, customers, competitions and demographic analysis. According to

Goodstein **et al.** (1993:3) this may refer to executive public management levels.

- **Tactical level of information:** This level of information is required by middle-tier management to implement strategies by selecting appropriate tactics. This level of information is concerned with current performance, utilization of public resources and short-term forecasts. The data of this level of information systems can be varied and used from both external and internal sources depending on the culture and stage of technological development in the organization. In Goodstein **et al.** (1993:3) view's, this may refer to programme and functional public management levels
- **Operational level of information:** Junior managers responsible for the day-to-day management of public service organizations require operational level of Information Systems. This level of information is usually detailed and derived from operational data within the government system. This may refer to supervisory public management levels (Goodstein **et al.** 1999:3-4).

Information System specialists in the employ of public service organizations should not forget the administrative cultures that may also modify and complicate the ideal Information Systems required by the levels of public management. Thus, culture, life cycle and management levels will interact with each other to form complex attitudes to information systems. This leads Information System specialists to the planning and selection of Information Systems and management of such Information Systems as discussed in paragraph 4.2.3 below.

4.2.3 Planning and selection of Information Systems and management in the public service organizations

The process of planning and selection of Information Systems and management in the public service organizations begins with the structural and the public resources organizational analysis. The process also requires the involvement of public managers and public officials to decide on strategies pertaining the development of

Information Systems suitable to their specific management levels and departments. They also have to decide how such an Information System will best support the management and staff requirements, at all relevant levels. In this context Avison and Fitzgerald (1999:133) identified four main aspects to planning and selecting suitable Information Systems and the management thereof, viz.:

4.2.3.1 Strategic objectives and Information Systems support

A whole range of techniques and methods exist to help identify and match strategic objectives with Information System strategies, but these approaches will also depend on varying factors within the public service organization concerned, including those discussed in paragraph 4.2.2. Avison and Fitzgerald (1998:134) also suggest that a particular strategy will depend on the political and financial circumstances of the public service organization.

If public managers look at recent approaches to planning of Information Systems, they could notice that most medium to large private sector organizations follow a more pragmatic path that alters according to the financial growth and management culture of the organization. Such Information Systems and management in public service organizations must be planned and developed carefully with relevant information at the disposal of the management levels and Information System specialists. As the organization grows these functional systems are integrated and later, with the growth of data in the organization, re-developed for a 'data-analysis' and 'database' strategies (Deal 1992:214).

Deal (1992:214) further asserts that the problem no specific control is available to ensure that the systems support the administrative strategy. However, the greater the integration and database development, the more the systems begin to consider strategic implications. This is because data have a natural integrative element, particularly when defining it. Even so, the allocation of public service budgets for database development is usually funded at a senior management level and this has

the effect of integrating government projects, service improvement and thus Information Systems.

4.2.3.2 Planning methodology for public service organization Information Systems and management

Planning methodologies are often used to support and strengthen the decision-making process. One of the Public Sector Management Technique that can be utilized to initiate the process of Information Systems and Information Technology (IT) development is the System Analysis technique. In this regard, Knight and Silk (1990:29) argue that this Public Sector Management Technique base its analysis process around two questions, 'what exactly is the problem with the current Information System?' and 'How can Information Systems help support the organization?'

This Public Sector Management Technique facilitates discussions between strategic analysts and Information Systems developers. This enable both these categories of role players to develop a common view of what the public service organization is, where the organization is going by looking at market trends; external pressures of public management environment and match the answers against a series of questions about Information Systems (Knight and Silk 1990:31). Questions derived from the analysis that can be used are the following:

- 'Where are we?
- Where do we want to be?
- What are the new rules?
- How can Information Systems help?
- What are the Information Systems needs?
- What is the current and future Information Systems market?'

The ideas derived from these questions are then used to develop detailed recommendations as to the Information Systems needed. Knight and Silk (1990:31) further argue that by having an open-ended and unstructured discussion that is the case for sector analysis, the use of frameworks can provide a more structured and

focused approach. Different frameworks can be selected based on their relevance to the public service organization and its future direction. Earl (2001:199) proposed five strategic themes for consideration:

- **Awareness framework:** This strategy identifies the public service organization and the public sector management environment. From the outcome of this analysis, Information Systems planners can identify what levels of support they should develop. Thus, if the focus is to be based on quality service operational strategies, such as increasing economic return, then the proposed Information System should concentrate on efficiency measures as discussed in paragraph 3.2. Examples of this are service consumption analyses, material flow control or customer service reports. If the focus is to improve service delivery, the Information System should concentrate on market research, demographic reports or new service development opportunities.
- **Opportunity framework:** This strategy seeks to identify opportunity areas within the public service organization that could be developed. Such as the use of a public service organization information database as a product in its own right that could be delivered or rendered to public research institutions such as the National Research Foundation (NRF). Standard management strategy methods are used to identify such opportunities by using:
 - value chains;
 - application searching; and
 - information analysis.
- **Administrative strategy framework:** This strategy identifies and assesses the strategic impact on the administrative service operations. This is to determine the possibility of public service organizations to achieve strategic solutions and operational efficiency during the process of service delivery.

- **Positioning framework:** This strategy is used to assess the strategic importance of the public service organization with regard to internal support systems. This entails assessment of service delivery operations, temporal factors and spatial planning of Information Systems necessary for service delivery planning; and implementation.
- **Technology-fitting framework:** This strategy identifies specific areas of technology that could help the organization meet its objectives. They might identify an upgraded data processing department or a new integrating network facility to support operational efficiency or they might select new directions concerning the type of Information System discussed in paragraph 4.2.5, to enhance service improvement and delivery.

4.2.3.3 Analysis of Information Systems requirements

The next step, in accordance to the suggestion of Keston and Keston (1999:97), is to break down the general requirements of the Information System into four stages. These four stages constitute the following:

- **Planning the Information Systems:** This can be seen as concentrating on prioritizing the various possible systems, breaking them down into 'sets' for detailed analysis with specific users and identify goals for each 'set'.
- **Analysing information requirements:** This stage involves the analysis of the information needs, relevant to public service organization activities to assess current data and future needs. This assists in identifying boundaries and possible solutions to common data concerning service delivery issues. In so doing a further outcome is the re-appraisal of current information systems and electronic data processing.
- **Project planning and implementation:** Standard project planning is undertaken when the stage of analyzing information requirements has been completed. Public Sector Management Techniques such as Gantt charts;

Milestone and Critical Path Analysis, can be utilized to plan the process of designing and establishing Information Systems and IT.

- **Public resource allocation:** Public resources is classified and explained in chapter 2 of this thesis. Each of the classified public resources is allocated accordingly through the use of other Public Sector Management Techniques that are relevant for overall allocation and control of public resources. Such Public Sector Management Techniques may include Social Network Programming for quantification of public resources; MBR to create and achieve Information Systems objectives, Programme Budgeting Systems, Value Analysis and Cost Performance Improvement for efficient public resources management.

After the stage of making public resources available to operational public officials through approval and the Information Systems have been built in the public service organization, electronic data processing becomes the next stage. This requires the data capturers to have, a detailed understanding of the process of electronic data processing as argued by Sanders (1985:51).

4.2.4 Electronic data processing

Information is the lifeblood of public service organizations and is used in the political and administrative decision-making processes, planning service delivery performance; calculation and evaluation of service results. To process information, constitute electronic data processing, which has the following steps:

- **Data collection:** Sanders (1985:51) comments that raw data, at its early stage, is meaningless to any other public officials. It is meaningful only to the data capturer and researchers who, at a later stage will process the data collected. To some extent, these raw data can confuse the data capturer and researchers who scribbled their thoughts on a paper or computer for later processing. Thus, the first stage of electronic data processing is the collection

of raw data and this is hardly understood and in most cases unstructured. Such data is usually written; noted and reported on papers; books or tape recorders. The data capturers and researchers concern should note that raw data could be qualitative or quantitative by nature. In this regard, Sanders (1985:52) further postulates that a database is a ***collection of logically*** related data elements that may be structured in various ways to meet the many processing and retrieval needs of public managers and public official. Having collected and thoroughly assessed the collected raw data, the data capturing officials and researchers are thus, faced with the next stage of data processing known as data input.

- **Data input:** In its simplest form, data input, refers to the transfer of written, noted, reported or taped raw data items, directly to a computer by means of a keyboards, mouse, input pens, touch screen and voice input devices. These data input devices physically serve as an interpretation and communication medium between the data capturing officials and the computer systems during the electronic data processing stage.
- **Data processing:** Data processing is a basic requirement for all public officials and public service organizations regarding qualitative and quantitative raw data is collected and assigned meanings. In other words, transforming complicated and meaningless raw data into useful information or knowledge. In the electronic data processing stage, Liebenberg (1989:63) identified two methods of electronic data processing, **viz.:**
 - ***Arithmetic data processing.*** This involves collection of numerical data that has been transferred into computerized information and usually the cost is greater if done manually. Such examples of raw data items would be salaries; wages or statistical information.
 - ***Logical data processing.*** In this regard, the data is not limited to numeric raw data processing, but often involves complicated raw

data being manipulated into comprehensive and orderly meaningful information such as reports, documents, journals and books.

- **Data editing:** Data editing is the process of proof-reading, revising, rewriting, censoring and 'polishing' the computerized data. Thus, Van Straaten (1984:44) asserts that data editing assists public officials to determine whether the data that has been entered into the computer is processed and corrected scientifically. This can ensure that the information presented to the managing officials will not frustrate and delay the process of decision-making. Otherwise the managing officials will have to spend time filtering or adding data, make attempts to understand the unstructured and misspelled data.
- **Data sorting:** Data sorting is undertaken in the category known as the database information. This involves arranging information into their respective order; such as qualitative information being separated from quantitative information or a combination of both. This also amount to arranging information in order of alphabetic ascending or descending.
- **Data storage:** Data storage, according to Van Straaten (1984:45) is where all the relevant data added, constitute files and information that have been saved until such time that they are needed. The most common forms of saving information is by means of disk drive; floppy disk drives; stiffy disk drive; compact disk drives; magnetic tape drives and non-mechanical devices such as books; journals; papers; documents; chronicles and even archives.
- **Data retrieval:** Data retrieval is the recovery of processed information from a storage media such as a paper; microfilm or magnetic devices. Rappaport (1995:201) suggests that the retrieval methods range from searches made by public officials through the use of quick responding inquiry terminals that are connected directly to a computer. In most cases the data are not always necessarily stored and retrieved from the mainframe computers but from personal computers.

- **Data reproducing:** After retrieving the particular data needed for programming a public service organization's work performance, depending on the reason for reproducing it, data are then duplicated either for presentation in meetings, conferences, debates, planning, publication or information dissemination even for back-up.
- **Data communication:** Data reproduction and data communication most frequently complement each other, in the sense that in most cases, reproducing data leads to communicating the well processed meaningful data, that are now information. This is to facilitate efficient service delivery and exchange of information through the process of intergovernmental relations (IGR) at all spheres of government bodies.

When operational data capturers have completed the process of electronic data processing, as a final step, they are to ensure that the data that have been transformed into information should be:

- **Accurate:** According to Fox *et al.* (1991:261), accuracy postulates the extent to which information is unequivocal in nature. The accuracy of information gathered and processed can influence the output of a decision. Hence Oxenfeldt (1997:7) substantiates this argument by suggesting relevancy of processed information should describe the existing situation precisely and truthfully. This assists managing public officials in eliminating dilemma that impedes and frustrates the process of finding a solution to existing problems.
- **Timely.** In this context, Van Straaten (1984:48) asserts that the information being processed should be available promptly and should henceforth be reliable. Attention should be paid to the effective storage of information and its ability to be made available as quickly as possible at a touch of a keyboard button.

- **Comprehensive:** Comprehensive information, in Mackinnan's (1992:7) view, should be complete, exhaustive, inclusive and thoroughly researched information before submitted to the managing public officials. Hence, Van Straaten (1984:48) states that lack of complete information frustrates the decision-making process due to information that is not authenticated. Van Straaten (1984:48) further argues that in processing information, care must be taken that information must be gathered as much as possible, integrated, streamlined to facts and necessity before presented to the decision-makers.
- **Valid:** Researched data done thoroughly by one researcher must yield the same outcome or results if a different researcher undertakes the research process provided that the research methods undertaken are the same. Thus, validation of the information that has been researched implies testing the authenticity of the processed data.
- **Reliable:** In term of reliability, researched data that has to be undertaken by researchers must be of good calibre or distinction. The outcome of the research data must be trustworthy and originating from a good source of information.
- **Confidential:** Keeping information confidential does not necessarily violate the public administration principle of transparency. Rather it can be regarded as protecting the individual privacy in the context of citizen database or regarded as not yet ready to be made available. Therefore, making information available randomly and prematurely would have detrimental consequences not only to the public, but also to the public management processes.

- **Conciseness.** Decision-makers in the public service organizations are overwhelmed with complex and enormous amounts of information. Longwinded information may easily prolong and cause lethargic decision-making processes. Hence, Rappaport (1995:222) asserts that information must be presented to the decision-maker, in a short and snappy form and in a suitable and useful tabulation. When necessary, the information should be accompanied with explanatory memorandum and diagrams.
- **Relevant.** Due to the fact that relevant information can guarantee efficiency in the execution of public service delivery activities, it becomes a constant necessity to subject information to a filtration process. Reports that were once valuable, but no longer lead to action are not relevant and should be discontinued. Thus, information is relevant and worth producing only if it will identify and support necessary actions by responsible individuals within the public service organization (Rappaport 1995:224).
- **Authentic.** One of the most important qualities of information needed by public managers is that information should be genuine and realistic. Information that is long, boring, awkward, clumsy, unrefined, inept and unsophisticated reduces inquisitiveness of public manager's determination to address delicate administrative matters.

Therefore, contemporary public officials need artistic, exquisite, cultivated and tasteful well processed information that could trigger and revitalize their interest as well as their confidence to delivery much awaited services to the public. The next paragraph will focus on the types of Information Systems identified mainly by Hatchard (1999:60-67) and supported by various authors, **viz.:**

4.2.5 Types of Information Systems

The types of Information Systems utilized are differentiated in accordance to levels of information needed and management in public service organizations. The most types of Information Systems are as follows:

- **Information Management Systems (IMS):** Information Management Systems are operational systems that perform a variety of functions to produce outputs (Davis 1990:189). It generates timely and accurate information for all levels of management discussed as information management levels. It focuses on the information needed by public managers and their assisting public officials to undertake their service delivery activities.

Hatchard (1999:63) associates Information Management Systems with public management duties that involve public policy-making, planning, organizing, personnel provisioning and maintenance, and controlling public resources. Thus, this particular Information System is designed to inform public service organization managers. Examples of such Information Systems are Social Marketing Information Systems, Financial Information Systems, Service Delivery Information Systems, Procurement Information System or Human Resource Information System.

- **Decision Support Systems (DSS):** The Decision Support Systems are designed to assist public managers and officials who must make decisions when only some of the pertinent details of the situation are known, normally under structured or partially structured conditions. The Decision Support System allows end-user to create a model of the factors affecting a decision and can ask '*what-if*' questions by changing one or more of the factors and seeking what the projected results would be (Shelly et al. 1995:10).

- **Cybernetic Information Systems (CIS):** According to Obberssons (2000:455) this information system continuously evaluates results achieved against objectives and provides feedback to decision-makers and simultaneously the relevant factors in the computer programmes are update. Data banks items are compared with targets to generate signals indicating variance; errors and mismatches.
- **Educational Information Systems:** These Information Systems can be characterized as general background information that concerns the structure; functioning of the organization and external factors, that may influence public service organizations. Hence public management can gain an overview of the public service departments and also identify potential problems or opportunities depending on how skilful; knowledgeable and dynamic the operational public officials are (Barwell & Spurgeon 1993:7).
- **Transaction Processing Systems (TPS):** These are systems supporting the normal day-to-day activities of an organization. They provide public managers with a framework in which routine data processing operations are performed (Bayat & Meyer 1994:341). A good example of such an Information System is the municipal water and electricity payments through Automate Transaction Machine (ATM).
- **Expert Information Systems (EIS):** Expert information systems combine knowledge on a given subject of one or more human experts into a computerized system. These types of systems are designed to simulate these human experts reasoning and decision-making process. Unfortunately these systems cannot make decisions based on common sense or on information outside their knowledge database (Shelly **et al.** 1995:10).
- **Office Information Systems (OIS):** Office information systems are automated systems aimed at making information for workers such as secretaries and clerical staff members more efficient by changing the structure and the nature of information systems in their environment (Bayat

& Meyer 1994:342). In addition, public managers may view Office Information Systems as an IS that promotes the communication of ideas by collecting; processing; storing and later transferring them to various departments in public service organization. Examples of Office Information Systems are word-processing; micrographic; electronic mail; electronic diaries; networks; telephone systems; duplication systems; facsimiles and video systems. These Information Systems are replacing manual systems to an increasing degree.

- **Predictive Information Systems:** Van Straaten (1984:52) states that Predictive Information Systems are computer-based systems responding to information fed to them in order to predict the possible consequences that might occur. Such example could be investment in decision-making processes or assessing the statistical probabilities of the future pertaining to population growth; health hazards; long term benefits or demographic changes that would take place in the future.

The discussion above dealt with Information Systems in which quality information can be processed and communicated in order to arrive at formal political and administrative decisions. Such quality information lead to efficient decision-making processes. The efficient implementation of political and administrative decisions will require first, the analysis of work methods and work measurement, which is part of Workload Analysis. This will assist in reducing public resources input and delays. The analysis focuses on the process of improving efficiency of service delivery in public service organization and is discussed in paragraph 4.3 as follows:

4.3 APPLICATION OF WORKLOAD ANALYSIS TO IMPROVE EFFICIENCY IN PUBLIC SERVICE ORGANIZATIONS

Sometimes management need information from Workload Analysts to be able to manage service delivery tasks. The service delivery tasks, in turn, need better methods and procedure to ensure efficient service delivery systems. This is achieved through the process of Workload Analysis, which consist of method study and work

measurement (Adendorff & De Wit 1997:251). The application of Workload Analysis in public service organizations means reduction in public resource input.

Public officials, who are service improvement conscious, possess leadership attitude that indicates a mindset of '*there must be a better way of doing things right*'. It is also a common-sense step-by-step Public Sector Management Technique for studying and analysing work to find easier and better ways of service delivery. It applies to systematic analysis of work method; work measurement; and public resources to determine the necessity of public resource consumption; the adequacy; as well as the availability of lower cost substitutes or the possibility of avoiding the costs of utilizing public resources completely. This Public Sector Management Technique has one vital principle. That is, every detail of service improvement and delivery should be examined for wasted; excessive energy; public resources; time or motion (Adendorff & De Wit 1997:251).

Muhlemann **et al.** (1992:228) postulate that **Workload Analysis** can be viewed as Work Study tool that constitutes the investigation of **work method** and **work measurement** in order to improve the efficiency of service delivery. Note that Workload Analysis is defined in paragraph 2.3.10 of this thesis. Thus, the factors that necessitate Workload Analysis to be undertaken as well as the importance thereof will be addressed.

4.3.1 Factors that necessitate the application of Workload Analysis in public service organizations

In order to prevent the obsolescence of service delivery procedures; methodologies; and processes, several factors that necessitate the application of Workload Analysis in public service organizations are identified and discussed as follows:

- **Technological progress:** Rapid progress in the technological field has also necessitated changes in service delivery methods and procedures. Improved machinery has far-reaching effects on the work methods and procedures in public service organizations (Cloete 1991:179). The world

today is at the grip of rapid progress in the fields of technology and science. As such, public service organizations cannot be left behind regarding improved technological and scientific methods of management and service delivery (Adendorff & De Wit 1997:249).

The introduction of improved technology necessitates evaluation of South African public service organization's management techniques; models and technologies through the use of Workload Analysis. This enables public managers to check if the existing technology will produce the desired effects and reduce the costs of service delivery. Roux **et al.** (1997:199) is of the opinion that new techniques; equipment and public resources necessitate change in the *way things are done*.

Due to the fiscal and monetary policy of the government, the economy may experience a decline that will have an effect on foreign exchange rates. Heavy machinery; apparatus and electronic instruments from abroad are becoming expensive and unaffordable, with the result that existing procedures and methods must be re-examined in order to increase efficiency without using expensive foreign equipment (Botes **et al.** 1992(b):334).

- **Development of administrative and management sciences:**
Nowadays, progress in all administrative and management sciences is observed. This manifestation arises from increasing appointments of technical and professional personnel in public service organizations. This resulted in the introduction of Public Sector Management Techniques and New Public Management approaches peculiar to particular fields of work. Employment of these officials has necessitated an amendment of the various organizational systems and procedures to effect change that has been brought about in these disciplines.

Even in recent years, attention is being given to the development of the administrative and management sciences in the public and private sectors.

training and development of supervisors performing administrative and management functions have received increasing priority. Public administration has also drawn increasing numbers of researchers to the discipline (Cloete 1991:180).

This academic awakening has led to improvement in procedures and methods of service delivery in public service organizations. People realized that administrative functions require skills that cannot be acquired by experience alone. This gave rise to the employment of educated and trained officials who are used to keep an eye on organizational systems and work procedures and revise them when the need arises (Cloete 1991:180).

- **Increased pressure; economic and industrial development:** Due to increased pressure on costs; worker stay-away; and the declining export market, organizations must often re-organize and rationalize with the result that specific management and service delivery processes and activities must change. It is necessary that existing procedures and methods must be reviewed on a continuous basis (Botes **et al.** 1992[b]:334).

Even so, a community that is economically and industrially developed requires many more public services than a developing community, for example compare South Africa with Lesotho (Cloete 1995:99). These, requirements for many more public services need to be of high quality. Workload Analysis is the appropriate Public Sector Management Technique that can be used to improve the efficient processes of service delivery in public service organizations.

- **International relations and the global political attitude towards South Africa:** International relations which are very important as a results of improved communication media, apart from having diplomats stationed in many countries, South Africa has to take part in numerous international activities these days, such as the United Nations (UN); the International Civil Aviation Organization; World Health Organization (WHO) and

International Monetary Fund (IMF) are a few of the international organizations in which South Africa is physically engaged. The activities of these organizations influence South African public service organizations to improve the quality of goods and services delivered. This is due to the fact that these organizations are dependent on each other.

Thus, a positive change to global political attitude towards South Africa means disinvestments are becoming a thing of the past and a greater measure of capital investment will take place. Better alternatives need to be sought to make use of improved service delivery opportunities and to exploit the production of quality goods and services (Adendorff & De Wit 1997:250).

- **Internal and external customer needs:** Human society is dynamic and this results in constant change within the society. According to Cloete (1991:179) public authorities are involved with the social aspect of the community and because of this they have to adapt their policies; organizational arrangements and work procedures to keep pace with the changes that take place. Other factors that bring about change are the constant changes and expansion in the activities of public service organizations.

Changes in public attitudes, changing views of the government-of-the-day and population increase necessitate continued updating of procedures and organizational arrangements to meet these changes. According to Botes **et al.** (1992[b]:334) the daily lifestyle of accelerating and modern demands are for both speed and efficiency. It is essential therefore, to find the quickest route on a continuous basis, to eliminate wastage of time and public resources and bring about the desired results.

- **Deviations and re-arrangements of organizational functions:** Deviations from the standard procedures or methods often creep in gradually and may lead to inefficiency. These must be identified by means

of the process of method study, which is one of the workload analysis programmes. This is done by constant review of the procedures and methods to eliminate waste (Longerentch **et al.** 1997:201).

If during the continuous work method review process, it is determined that the real service delivery performance does not correspond to the planned service improvement performance, corrective action has to be taken or the work should be re-arranged. Application of disciplinary measures is one method that can be used to attempt to bring service improvement in line with the prescribed standards as suggested by Longerentch **et al.** (1997:201).

4.3.2 The process of Workload Analysis

According to Van Niekerk (1982:37), several steps are evident in performing a complete Workload Analysis. Workload Analysis has one vital principle - every detail of service improvement should be examined for wasted or excessive energy; public resources; time or motion. In this regard, Adendorff and De Wit (1997:251) agree that the process of **Workload Analysis** begins with the first three steps and splitting into the process of **method study** and **work measurement** and join in the process of defining new methods and related time. The process of Workload Analysis is denoted diagrammatically as in Figure4.1 and discussed as follows:

- **Selection and definition of the objectives and scope of service delivery to be studied:** The process of Workload Analysis begins with the selection of the job; operation; process of goods and services to be improved. Workload Analysts, in the employ of public service organizations, must first look for problems such as high re-work; missed schedules; excessive paperwork; excessive backlog; high accident rates; high waste; excessive repairs; too much corrective work; high turnover and high absenteeism. They must further look for areas of improvement such as willingness or refusal of service payments by customers; increased rivalries;

excessive resistance; unbalanced inventory; dilution of effort; high overhead; loose quality service control increasing costs; excessive transfer requests and high public resources handling time.

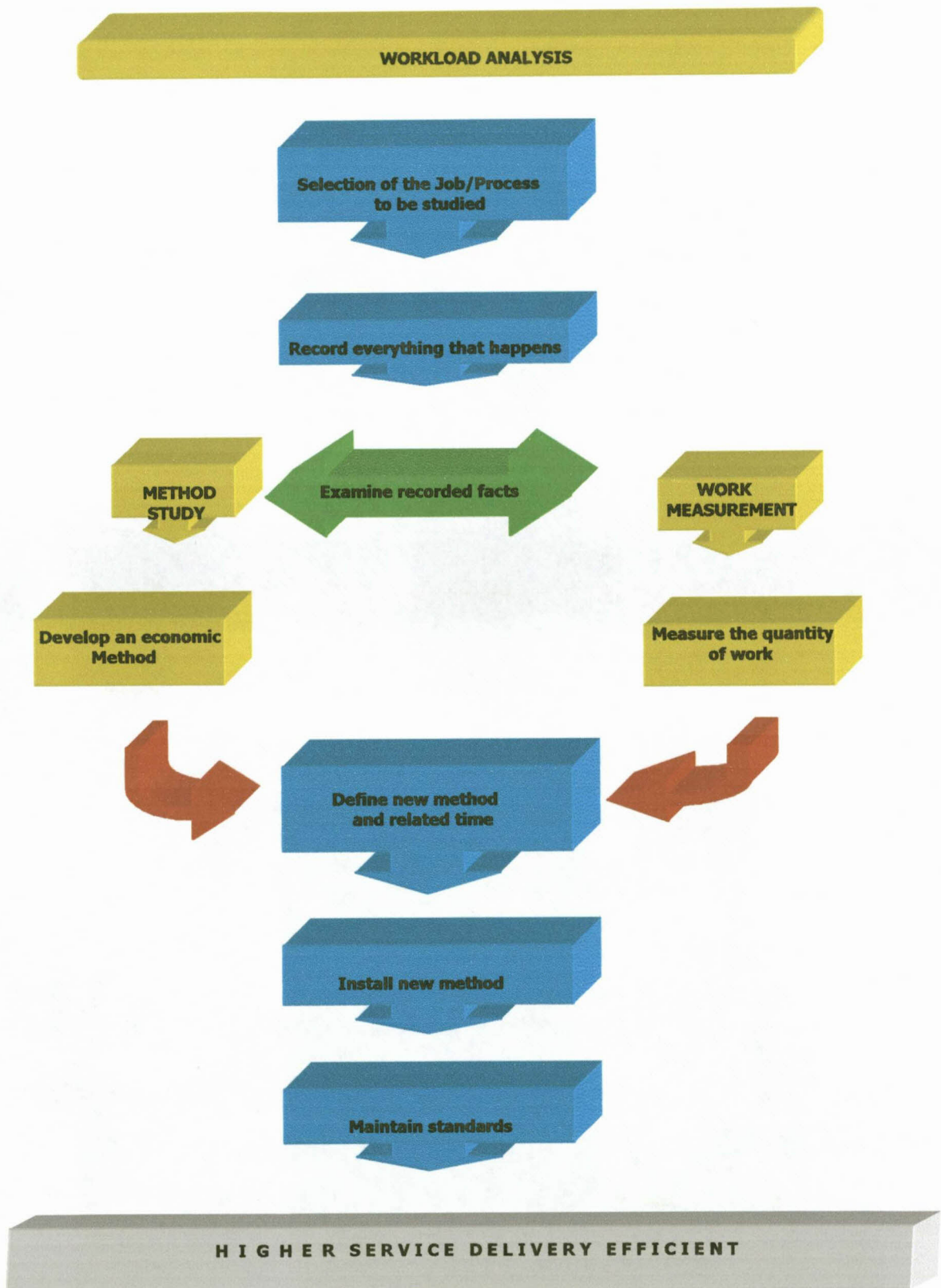


Fig 4.1 represents a diagrammatic process of Workload Analysis.

When selecting and defining the objectives and scope of service delivery to be investigated, Kanawaty (1998:83) advises that it will be helpful to have a standardized list of points to be covered. This prevents factors from being overlooked and enables the suitability of different service delivery to be compared. Adendorff and De Wit (1997:255) also maintain that a systematic investigation starts with a preliminary investigation and analysis of information to evaluate problem areas in the process of public service delivery, in order to determine:

- Whether the actual problem has been identified.
- The extent of the problem so that it can be circumscribed together with all its related problems. It has often been discovered that related problems may require urgent attention.
- Whether the problem is a Workload Analysis problem. Sometimes the problem falls within the field of internal auditors or financial experts.
- The extent of the cost of service delivery investigation.

Muhlemann **et al.** (1992:228) further add to the list the following possible needs for investigating hindrance to improve service delivery:

- Bottlenecks generating long queues of service delivery in progress.
- Idle equipment or human resources giving rise to under-utilized public resources.
- Inconsistent earning, where earnings are tied to work completed.
- Poor or inconsistent quality or high error rates that may arise from poor methods, procedures or conditions.

In any investigation, it is always worthwhile to define clearly the objectives of the problem to be investigated. This is written down to avoid any misinterpretation and ambiguity (Anderson & Settle 1977:34). Approval from management must be obtained. The area and boundaries of an investigation must also be defined. The objectives and limits of the investigation should not be laid down rigidly, since circumstances may

necessitate amendments to the investigation (Adendorff & De Wit 1997:255).

- **Recording of all service delivery activities:** Once the task has been agreed upon, the workload analyst will start recording the facts by direct observation. What takes place at the job determines the success of the whole procedure, because the records provide the subsequent basis of both the critical examination and the development of the improved method (Currie 1990:58). The present method of doing the job is recorded first because it will give analysts insight into the job itself and this can lead to new ways of doing the job as well as a good point of departure from which to evaluate critically and improve the method. According to Slack **et al.** (1998:324) '... it is easier to improve the method by starting from the current method and then criticising it than to start with a blank sheet of paper'. Many different recording techniques are used in method study as these differ according to the nature of the activity that is being studied. Some of the recording techniques used are charts; diagrams and photographic aids. These are used to record:

 - The sequence of activities in the job.
 - Time interrelationship of the activities in the job.
 - The path of movement of some part of the job (Slack **et al.** 1998:324).

- **Analyse recorded work performance actions:** In analysing recorded work performance actions such as time; sequence and method, four fundamental questions are: eliminate? combine? simplify? re-arrange? The complacent individual with a closed mind is a major obstacle to simplification of work. Self-imposed limitations on thinking prevent the emergence of alternatives or options for simplifying work. In methods improvement or work simplification, Slack **et al.** (1998:336), state that nothing should be taken for granted and this may involve the following steps:

- **Analyse recorded public service work methods.** Facts must be examined critically, impartially and in the correct sequence. Asking the following questions must challenge every activity: **'WHAT?'; 'WHERE?'; 'WHEN?'; 'WHO?'; ' WHY?'; HOW?' and 'HOW MUCH?'** (Thompson 1990:8). The purpose of critical analysis is to discover deficiencies, shortcomings, duplications and wastage. It is important that facts must be examined as they really are and not as they should be, or workers would like them to be. In this respect, Adendorff and De Wit (1997:269) agree with Thompson (1990:8) that the workload analyst must be as objective as possible. They caution them that hasty decisions should be avoided and that all new ideas must be weighed against the practical reality before a decision is taken.

- **Develop an efficient work method.** The following approaches are proposed by Barnes (1980:51-58) to be considered when developing possible solutions, **viz.:**
 - Unnecessary work should be eliminated, which accompanies cost elimination with the result that efficiency increases.
 - Combining activities or elements of work or breaking down of a process into too many operations, causes excessive handling of material and equipment. This leads to improper planning and delays.
 - Change the sequence of operations to eliminate backtracking, reduce transportation and handling and this leads to an efficient flow of work through the organization.
 - Simplify the necessary operations.
 - After the process has been studied and improvements that seem worthwhile have been made, it is necessary to analyse them again to simplify and improve them.

Apart from Barnes' (1980:51-58) proposition above, Gaebler (1993:67) also substantiates the development of an efficient work method by suggesting a series of checklists to be undertaken. This process also assists in avoiding or reducing costs in terms of public resources, *viz.*:

- ***Design action checklist.*** Deduced from the four analytic questions public managers must ask themselves whether the design or parts of the design can be eliminated; combined; simplified or re-arranged by loosening tolerances; reducing weight; reducing size; reducing lengths; and a number of service delivery activity parts; reducing visual requirements; eliminating extras; redesigning standardization; achieving greater interchange ability; redesigning dangling parts; specifying minimum material; designing for smaller grasping area; reducing finishing requirements or redesigning to permit symmetrical parts?
- ***Public resources action checklist.*** This checklist involves the question of whether the materials or purchased stock can be eliminated; combined; simplified; or re-arranged; by substituting another material; using new material available; using scrap or rejects; changing size and weight; using stronger materials; changing size received; reducing packaging spaces; changing quantities shipped; changing packaging material; making rather than buying; buying rather than making; buying supplier's standard sizes; asking supplier to do work on material; standardizing forms or patterns, or changing finish specifications or reducing incoming requirements?
- ***Service delivery method action checklist.*** Can the method of doing work be eliminated; combined; simplified or re-arranged by re-assigning work to lower paid workers; labelling parts for training; using lowest body member possible; performing in a rhythmic sequence; removing re-grasp; locating tools in a proper work location; reducing bending; turning; walking; and kneeling; changing

procedure from difficult to easy; employing part-time help during peaks; using a weight count; using symmetrical hand motions; eliminating going to the same place more than once; keeping stock close to work; using better light; reducing number of parts moved or setting up procedures for random work?

- ***Equipment action checklist.*** This checklist assesses equipment; tools and machinery of public service organization workplace to be eliminated; combined; simplified; or re-arranged by using multi-purpose jigs; reducing clamps; using automatic feeds on machines; colour-coding tools and equipment as in health care organizations; changing physical process arrangement; using simple operated machines; using foot pedals; changing from semi-automatic; using power tools; locating pins or stops; using combination tools; having enough space for handling; using hoists for lifting; picking up more than one at a time; using extension or controls, or using positioning devices?
- ***Sequence action checklist.*** This final checklist re-assesses the sequence of procedure or services to be delivered that can be eliminated; combined; simplified; or re-arranged by changing the order of performance; changing people in the process; performing two operations simultaneously; performing operations in another department; omitting operations; using multi-spindle set-ups; reversing order; dividing one operation into two; combining two operations into one; dispatching material from one place; reducing number of steps; introducing labour-handling equipment; combining machinery or tools; doing work while parts are in transit; minimizing number or controls, or arranging steps in best order?
- **Analyse recorded work measurements:** Workload analysts must evaluate and compare the differences before and after. The proposed improvement in cost performance must be measured in detail to justify its

implementation. It must be valid; useful; timely and practical. The cost savings must clearly be visible when the proposed plan is compared with the present situation.

- **Measure and develop a standard time for work to be done:** Time standards reflect the amount of time it should take an average worker to do a given job working under specified conditions. A standard time is the amount of time it should take a qualified worker to complete a specified task, working at a sustainable rate, using given methods, tools and equipment (Stevenson 1996:317).

This standard time must be developed for service delivery activities under investigation to determine the work content of the job and the time it takes to complete a job. The most commonly used techniques of work measurement are:

- Stopwatch time study.
 - Activity sampling.
 - Analytical estimation.
 - Predetermined motion time studies (PMTS).
 - Synthesis from standard data (Stevenson 1996:317).
- **Define and apply new method and related time for service delivery:** After thorough consultation with management and operational public officials to define and apply the new method if it really does avoid or reduce costs. This step needs a selling (marketing) and persuasive approach to those who resist the change. In it the savings from the new proposal are combined with an action plan to persuade executive management and the affected departments to adopt the new method. This step should not be minimized. Resistance to change is always present within those who wish to protect their innovations (Stewart & Clarke 1990:79). Stewart and Clarke further argue that to ask people to abandon long-time commitments that they have personally instituted is a challenge of the greatest proportions. They suggest a written standard practice to be

drawn up and presented to management. The written standard practice outlines the method; tools and equipment to be used. This standard practice or operative instruction sheet serves several purposes such as:

- Recording the improved method for future reference.
 - Explaining the new method to management and operators.
 - Providing information of any new equipment required and changes needed in the method; machine or work place.
 - Assist in training and retraining of operators and can be used as reference until they are fully conversant with the new method.
 - Forming the basis on which time studies may be taken for setting standards.
- **Install and implement the standardized service delivery activities:**
Once the new method has been approved and the expenditures authorized by management, it must be implemented. The new method must be introduced to the supervisors and operational public officials' scrutiny. Without goodwill the new method may fail (Muhlemann **et al.** 1992:233). Many good ideas have failed because the employee concerned has not accepted them.

Once an idea has been accepted the employees must be trained and a habit of good work relationship should be developed. Once a process; procedure or work layout has improved to the most practical results in the shortest period of time with the least amount of effort at the lowest cost, work analysts can then re-chart the work layout with its changes. The changes proposed must clearly be seen on the overall process.

After the new method has been introduced, Roux **et al.** (1997:206) and Muhlemann **et al.** (1992:233-234) seems to agree that the workload analysts have to ensure that the new method is maintained. It should also be determined whether the new method renders the expected advantages. Deviations from the expected results can occur because of the incorrect manner in which the method is applied. Sometimes the new method may

have appeared efficient during the development phase, but problems may be experienced in its practical application.

Follow-up investigations are necessary even if the new method is efficient and is fulfilling expectations to ensure that public officials do not return to the old method of service delivery.

To ensure that participants are active in the process of service delivery improvement through the use of Workload Analysis, the importance of this Public Sector Management Technique in terms of human capital needs to be discussed. This can assist in increasing public officials' motivation to contribute towards service delivery improvement.

4.3.3 The importance of Workload Analysis in terms of human capital

Workload Analysis is a specialist function, which is regarded as an essential Public Sector Management Technique in public service organization. Its main objective is to improve the existing *way of doing things* by effecting change. Attention therefore must be paid to the reaction of all public service employees of different status who experience these effects (Currie 1990:247). Thus, the Workload Analysis is important due to the following reasons:

- **Public service organizational management:** Workload Analysis is regarded as a systematic and penetrating Public Sector Management Technique. If used correctly, the aspects of work, where effort and time are being wasted are laid bare one by one. In order to eliminate waste, the cause of waste must be identified. In most instances it is found that poor planning and organization, insufficient control and lack of training are the sources of the problem (Kanawaty 1981:37).

Managers may feel that they have failed in their duties. Sometimes managers are inexperienced in the use of Workload Analysis and may be sceptical of its effectiveness right from the beginning (Dale 1992:4). The

results of Workload Analysis may seem unfair to honest, hard-working people who believe that they do their jobs well.

Often they have years of experience and great practical knowledge. According to Adendorff and De Wit (1997:273) managers' support must be obtained throughout the investigation. Managers must articulate a Workload Analysis policy within which Workload Analysts must operate.

Public managers are also to inspire the public service organization's employees to lend their support and co-operation to Workload Analysts throughout the investigation. Furthermore, Dales (1992:4) insists that it is essential for the initial application to take place in an area where impressive results can be obtained in a short space of time in order to win the confidence of public managers. Public managers will usually accept the principle of Workload Analysis when it has produced positive results.

- **Supervisory officials:** As viewed by Dales (1992:5), supervisors are the most difficult level of management to handle because they may have been doing the same job over a number of years. They may feel that the introduction of Workload Analysis results is criticism to their past performance. It is important to explain that the intention of Workload Analysis is not to criticize their work, but to bring security and productivity to public service organizations.

Even so, Kanawaty (1981:39) proposes that management should be persuaded to give Workload Analysts all the possible support to allow the results of the Workload Analysis to be fruitful. Before the Workload Analysis investigation starts, the purpose of its implementation and the procedures involved must be explained to supervisors so that they understand exactly what is being done and why it is being done.

Supervisors are likely to be difficult because they feel the work for which they may have been responsible for years is being challenged and that a possibility exists that their prestige will be lowered in the eyes of

management and workers. Sometimes it may be that they have practised their occupation and skills for many years and they find it difficult to believe that they have to learn from someone who has not spent a long time in the organization (Kanawaty 1992:26).

Finally, Dale (1992:6) maintains that supervisors become angry if they are overlooked in the general improvements that emanate from Workload Analysis. They may feel that the application of Workload Analysis may bring increased earnings to operators and management who will also benefit from the lowering of operating costs. Hence Dales (1992:5) suggests that a share of savings should be set-aside for supervisors in return for their co-operation.

- **Public officials as government employees:** Keston and Feldtmann (1999:20) postulate that Workload Analysis is a systematic way of finding change or innovation. The introduction of change in *how things are done* represents the unknown as opposed to the known. The unknown creates a generalized fear, which is natural for human being (Mundel 1985:462). It is in this view that Van Niekerk (1982:46) adds to this argument by stating that externally imposed change also implies criticism of past experience and people may resist the change. Members of a group will not co-operate willingly in an activity they do not understand.

The introduction of Workload Analysis should be preceded by an open discussion with participants including trade union representatives. Unless this is done correctly and at the correct time, it can lead to strained relationships and suspicion. It is important that a clear description of what is going to be done and the reasons for it be given. Operational public officials must be told that the work is to be investigated, not the workers (Adendorff & De Wit 1997:273).

Nothing breeds suspicion like attempts to hide what is being done. It is important that it be extended to all public resources in the organization and

not confined to studying employees alone as a means of increasing productivity. Sometimes employees resent efforts being made to improve their efficiency while they can see glaring inefficiency on the part of the management (Kanawaty 1981:42).

Supervisors must be involved during the development of an improved method. Their suggestions give them satisfaction that management and Workload Analysts meet their need for recognition. If it is the intention of management to introduce bonus incentives, this should be mentioned, but the extent of the reward offered should not be disclosed until the Workload Analysis is complete and an agreement has been compiled (Dales 1992:6).

- **Workload Analysts:** Kanawaty (1992:44-45) postulates that the Workload Analyst should possess certain qualities in order to undertake Workload Analysis. Such as:

- **Practical experience of the area in which they are working:**

This experience includes a period of actual work at one or more processes of the organization. This will enable them to understand the work and the conditions in which an employee works every day.

- **Personal qualities:** Any person who is going to undertake improvements in methods of service delivery, should have an inventive 'turn-around' mind set, be capable of devising simple mechanisms that save a great deal of time and effort. The person who is able to gain the co-operation of all people and possess further essential qualities such as:

- ***Sincerity and honesty.*** This is important in order to gain confidence and respect from those with whom they will be dealing.

- ***Enthusiasm:*** Workload Analysts must be keen believers in the importance of what they are doing and be able to transmit this to the people around them.
- ***Tact:*** Workload Analysts must have tact in dealing with people. This comes from understanding people.
- ***Interest and sympathy with people:*** In this regard, Workload Analysts must be able to get along with people at all levels. They must be able to see their point of view and understand the motives behind their behaviour.
- ***Self-confidence:*** Experience in applying Workload Analysis successfully as well as good training will make Workload Analysts to have confidence in what they are doing. They must be able to stand up to management; the labour union and supervisor in defence of their opinion and findings.

4.4 APPLICATION OF COST PERFORMANCE IMPROVEMENT FOR EFFICIENT PUBLIC RESOURCE CONTROL IN PUBLIC SERVICE ORGANIZATIONS

Cost Performance Improvement is defined by Calano (1996:214) as a deliberate; systematic and planned effort with year-in and year-out investigation of cost cutting and slashing for improved cost performance. It constitutes a list of approaches with techniques identified and explained by Pirelli and Aucoin (1999:103) as:

- Cost attitude improvement.
- Cost planning and budgeting.
- Cost avoidance.
- Cost reduction.
- Cost control.
- Cost effectiveness.

Cost Performance Improvement should be a way of life for all public service officials. Its core value is the acceptance of the idea that whatever public service organizations do to deliver services; goods; and government operations, it has to do that with minimal costs input.

Public officials need to understand that costs is not only in terms of figures; budgets and accountants but also in terms of all public resources. It is for this reason that Rubin (2001:209) suggests that Cost Performance Improvement is the first step towards efficient public resource management. These approaches and techniques are diagrammatically presented as Figure 4.2 and discussed in the next page.

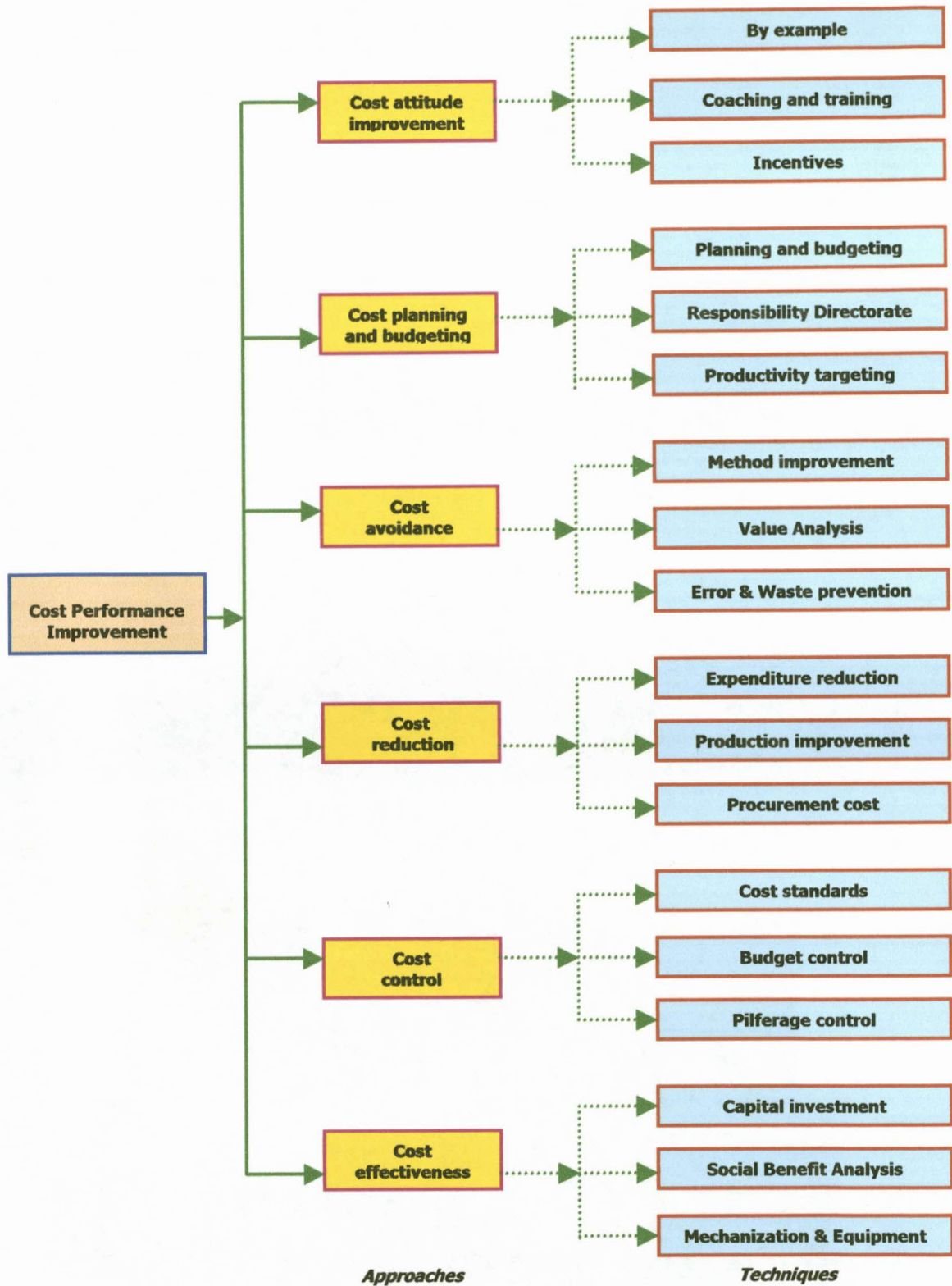


Fig 4.2 is a diagrammatic representation of Cost Performance Improvement approaches and techniques. Adapted from (Calano 1996:214; Pirelli and Aucoin 1999:103).

4.4.1 Cost attitude improvement

Pirelli and Aucoin (1999:103) maintain that Cost attitude improvement begins with cost consciousness. To be cost conscious is to have predispositions and natural inclinations for the identification; control and reduction of costs. These predispositions can be developed and learned by public officials. There are basically three techniques for developing public officials' cost attitude improvement, *viz.*:

- **Learning by example:** The greatest influence of public officials work life is their supervisor. Public officials as employees of the public service organizations will have to learn and align their attitudes from their immediate managers. Therefore, public managers themselves must be exemplary to their subordinate colleagues. Hence Robbins (1995:211) cautions public managers that the most earthshaking pronouncement in support of cost performance will fade into nothingness for employees when they see their immediate managers are behaving in a manner that increases costs. Managers can set the tone and do much to encourage cost-performance-mindedness by displaying attitude; behaviour; and actions on sound cost performance, public officials will take their signal from their immediate managers. Thus, they will learn by example.
- **Learning through coaching and training:** In Robbins' (1995:211) view, many operational public officials may not have the skills and techniques most effective for cost improvement. They can learn these skills through a day-to-day coaching relationship with their superiors. Coaching should urge; prompt; lead; instruct; correct; discipline and train public officials in general. Training programmes are also useful in developing cost consciousness. In-house seminars and courses can be designed to give an understanding of the *why* and *how* of better-cost performance. Newsletters and brochures sent periodically to employees serve as reminders of cost performance efforts. Intensive and more sophisticated cost accounting or cost management courses in academic organizations and

training directorates can also assist in providing the skills and techniques necessary for cost attitude improvement.

- **Learning through incentives:** According to Robbins (1995:212) cost attitude improvement, improves rapidly when its benefits are shared with those who produce it. Suggestion systems provide an opportunity for employees to participate in improving cost performance. This alone makes the system worthwhile. More important than the monetary incentive, however, is the fact that a suggestion offers the development of cost consciousness and attitudes that are wanted. Incentives, both monetary and congratulatory, can create a state of mind in an employee that can be a powerful determinant of cost attitude development and change.

4.4.2 Cost planning and budgeting

Mikesell (1986) as in Gildenhuys (1993:417) maintains that budgets are public programmes expressed in monetary terms, developed as instruments for the compilation of executable programmes. They serve as meaningful documents by which programmes may be approved by legislative authority. They further serve as instruments for controlling the execution of approved programmes by administrative authority as well as the revision of programmes, should their results require it. Cost planning identifies the costs allowable for achieving, for example, public service organization objectives. Budgeting identifies the control structure required for holding costs to the plan. Three techniques for effective cost planning and budgeting are briefly described, **viz.:**

- **Programme planning and budgeting:** Programme planning and budgeting as a process sharpens accountability. It puts managers in the position of accounting for how public resources will be consumed and for the social benefits that will be derived in advance of decisions and actual implementation. This is good planning. It puts the funder, taxpayer,

customer, or client in the 'shopper's seat' to buy desired results from a large array of possibilities (Robbins 1995:212; Pirelli & Aucoin 1999:103).

- **Responsible directorates:** Public service organizations that are structured through Social Network Programming usually denote responsibility matrix or directorates mandated for specific service delivery or functions. Traditionally, responsibility directorates are budget centres that follow functional organization charts. This allows service delivery assignments of cost responsibility to be easily identified by means of responsibility heads of departments as denoted in the Social Network Programme responsibility matrix.
- **Productivity targeting:** Productivity targeting, according to Mauro (1989:73), is the direction of thinking, planning, efforts, activities, public resources and equipment to recognized and pre-determined productivity objectives. Here public officials will have to plan and behave in a particular way to enable them to acquire the skills and abilities to organize for productivity achievements as discussed in Paragraph 3.4, page 86.

Cost planning and budgeting means that boards of directors; in many of the public service organization, particularly public enterprises; city and town councils can make reasonable and responsible decisions regarding how to set up and allocate a limited budget towards a wide range of priorities. Programme planning and budgeting may not necessarily be the total answer for addressing problems of an accounting and budgeting systems, but it comes close. The decision package concept allows for both planning and productivity and the inclusion of these plans in public resource allocations of a budget (Adams 1991:50).

4.4.3 Cost avoidance

The removal or elimination of an anticipated and budgeted cost item should be a prime effort in improvement of cost performance. Avoidance of the expenditure

completely before it commences is most attractive. Avoidance does not mean elimination of the work; the function or the expectation. It means a new process; a new way; a new product or a new approach has to be brainstormed for avoiding expenditure.

The cost avoidance effort centres on planned expenditures. It is cost reduction before service deliver activities begins. The essential difference between cost avoidance and cost reduction is that the former avoids costs before service delivery activity begins and the latter reduces costs while service delivery activity is being completed. Three techniques of implementing cost avoidance are briefly described here.

- **Method improvement:** In this regard, Stapenhurst (1990:39) states that the proposed improvement in cost performance must be measured in detail in order to justify the implementation of a service delivery method. Method improvement must, therefore, be valid; useful; timely and practical. The cost savings must clearly be visible when the proposed plan is compared with the present situation. Apply the new method if it really does avoid or reduce costs.
- **Value analysis:** Value analysis, according to Mauro (1989:73), is an organized effort directed at analysing the functions of systems; equipment and supplies for the purpose of achieving these functions at the lowest overall cost, but at a level consistent with requirements for performance; reliability and maintainability. Value analysis helps identify unnecessary costs throughout the service delivery process, as is also used to analyse activities. The scope of value analysis falls into three areas:
 - **Design value engineering.** This involves functional designs; design guides; standards and design reviews are examined for cost improvements.

- **Procurement value analysis.** This involves obtaining and purchasing of supplies. Programmes and proposals are examined for cost improvement purpose.
- **Administrative value analysis.** This involves procedures, policies, processes and activities examination for the purpose of cost improvement.

Whereas wasteful or unneeded practices are easily detected and eliminated, functional ineffectiveness and inefficiencies are not so easily detected and eliminated. Value Analysis goes deep into the purpose of the product, its function; the features that support its functions and its design. Value Analysis determines whether each feature of the designed product or process is worth the value and is paying for itself. It starts with a job plan analysis. The essential phases in the analysis are:

- **Information collection phase:** In this phase a product; service; process or procedure is selected that is high in cost, is loaded with problems that are obstacles for efficiency, and has never been evaluated for Value Analysis. Definitions of function; sub function; features; parts and characteristics are made in this phase. The total costs are established, including life-cycle costs and quantity production. Information is collected relative to trouble spots; grievances and difficulties people are experiencing with the product, service, process, or procedure.
- **Analysis phase:** In this phase attempts are made to aggregate the information into a format that would yield the greatest return for Value Analysis effort. As an example, problems are classified from large to small savings benefits and from large to small difficulties. Products are organized from the most difficult to produce to the easiest to produce. Processes are organized from

the complex flow to the simple flow. Assumptions underlying present practices are clarified with intensive questions.

- ***Creativity phase:*** This phase allows for the creative process to begin, a process that will yield ideas for changes and improvements. The questioning process of phase 2 is continued in this phase, since questioning is a form of thinking that leads to creativity. Several creativity techniques such as brainstorming; checklist; consultation and comparison can help in the implementation of creativity plan.
- ***Evaluation phase:*** In this phase the ideas and proposals developed in the previous phase are analysed and screened. The ideas are reviewed to determine their value. A set of criteria or standards are selected to help in the evaluation of ideas. A rough approximation of potential savings is developed in this phase.
- ***Planning phase:*** This is the development phase. Ideas that have value are developed and detailed as to costs; service production; productivity and public resource conservation. Costs are reviewed and savings are calculated formally for top-management review.
- ***Reporting phase:*** In this phase a report is made to senior management. The report is a proposal that attempts to persuade management to approve and implement the proposed idea. This can be the most difficult phase of all since scepticism and resistance to change will inevitably be encountered.

The major difference of Value Analysis compared with the many other techniques of Cost Performance Improvement is its in-depth analysis of design; development and testing. Consequently more time is needed for the development of skills to implement the technique.

- **Error and waste prevention:** Next to cost consciousness, Cost Performance Improvement also begins with the recognition of waste and its attempt to stop or prevent it from recurring. Waste occurs for many reasons listed by Harlan (2000:319) as poor planning; errors; poor work attitudes; faulty and obsolete equipment; stress and pressure of diminishing time.

The cost performance practitioner will view waste as a misplaced public resource, a mismanaged asset, and will exert every effort to control; reduce and prevent it. Several techniques are directly applicable to waste prevention, each acting to eliminate the causes of waste just described. These, according to Harlan (2000:319), are worth mentioning:

- ***Improve service delivery planning.*** Each plan should carefully be reviewed to assure that waste prevention has been considered in terms of service delivery activities.
- ***Conduct training.*** Formal and informal training is a must for employees to assure that they have the skills for service delivery activities. Training ensures the competence necessary for accuracy.
- ***Develop attitudes for good work.*** Employees must have the attitude that doing it right the first time is a personal and important responsibility.
- ***Replace or repair defective equipment.*** Maintenance of equipment is a responsibility most management personnel have accepted. However, in waste prevention, preventive maintenance is imperative.
- ***Make schedules realistic and attainable.*** The value of a challenge cannot be refuted. However, if rework; rejects; and waste result, ultimately occurs, it is better to relieve the pressure

and allow public officials to undertake the process of service delivery right at the first time.

4.4.4 Cost reduction

In Flaherty's (1997:84) view, cost reduction is not an accounting function. Accounting may provide the facts and figures that form the basis of cost reduction efforts, but these efforts lie most directly with those who generate them. The individuals who make the greatest cost decisions should be the ones most involved in cost reduction efforts.

Public officials at executive public management levels; purchasing agents; supervisors and engineers determine service operation costs. Therefore, they should lead the process or activities of cost reduction. Flaherty (1997:84) lists three techniques as a ways to implement cost reduction. Public managers must keep note that the techniques for cost avoidance are equally applicable to cost reduction.

- **Expenditure reduction:** The fastest and most direct way to reduce costs is to reduce expenditures. Public officials who make decisions to incur expenditure are in the best position to curb and even reduce costs. The danger here is the possibility of reducing or affecting performance in some way. Cost reduction requires a careful assessment of the value of reduced costs against the value of reduced performance. When the value of reducing costs is greater than the value of reducing performance, a decision to favour reduced costs should be made. When the value of not reducing performance is greater than the value of reducing costs, a decision to favour performance should be made.
- **Productivity improvement:** One of the most effective way to reduce costs is by improved productivity. Reducing costs by reducing expenditure is bound to harm performance, that in turn may or may not harm productivity. Reducing costs through greater productivity assures that both performance and costs are considered in any decision to change either. The following are

a few of these techniques: work-focus productivity generator; workflow productivity increaser; resource-accountability clarifier; time-scheduling productivity multiplier; productivity tracker and productivity-effectiveness planner. Each of these techniques requires decisions that will reduce costs only after the effects of the technique on performance are known.

- **Procurement cost improvement:** The procurement function in public service organizations is becoming a critical cost performance function, since thousands and even millions of Rands are committed by it. Inefficiency; ineffectiveness or poor cost performance in procurement can be manifold to generate unwanted or unneeded costs. The procurement function refers to all departments that in some way determine what to buy; where to buy; the time to buy; the quantity to be bought; the quality to be bought, and the price to pay; arrange for transportation; expediting; follow up; receive what was bought or process invoices for payment and disbursement of cash.

Good management of the procurement-cost function entails at least a policy statement from top management expressing attitude and general guidelines; formalizing responsibilities for the activities and accountability of results; spelling out the relationship between the purchasing and other departments; and establishing suppliers. This should take place in such a way that public service organizations are favoured in cost relationships, public image; proprietary information; contractual agreements and administrative ethics with regard to conflicts of interest; gifts and allowable entertainment. A purchasing manual is imperative to set up cost-handling practices for internal personnel and external suppliers.

4.4.5 Cost control

A time in the operations of public service organizations arrives when neither cost avoidance nor cost redirection can prevail, a time when an expected cost will occur and only an effort to keep it to a certain level is feasible. In this situation, a cost-control system is needed to measure actual costs and report the costs against certain levels of expectation (Pyper & Hooper 1996:134).

Pyper and Hooper (1996:136) further state that the cost-control system must collect cost data that reflect the actual conditions of service delivery activities by operation teams and by departmental public officials. Reports from the system should be delivered to cost performance practitioners in time for them to execute corrective action.

Cost variances from the system are brought to the attention of management so that planning and operating decisions can be made. The cost-control system must be useful in controlling costs and should quickly identify inefficient, ineffective and unproductive areas. To support the activity of cost control Pyper and Hooper (1996:145-147) suggest the following techniques:

- **Cost standardization:** Standardization is a process in which a wide variety of unique items and specialities are reduced to a few basic models and types. The process encourages efficiency and economics in handling; storing; ordering and producing. When, for example, a public service organization reviews, 1 500 items it carries in stock and available for purchase and finds it can eliminate 800 of them with little impact on service delivery, that effort is an example of standardization, and can result in large savings. Standardization programmes are intended to root out unnecessary inventories.
- **Budgetary control:** Budgets are plans for allocation of public resources. They represent blueprints of a projected plan of action. Thus work-force budgets, financial budgets, capital budgets, materials budgets, purchases budgets, inventory budgets, and cost-of-materials-used budgets are all designed to provide direct control over precious public resources. Budget preparation procedures do not usually allow plenty of time for information gathering and are formed with insufficient information; poor information; obsolete information; changing information all within limited time. Furthermore, a budget once formulated is seldom scrutinized to assure that it meets the cost performance needed.

- **Pilferage control:** From every three people who work for public service organizations, one will never steal, a second will steal at every available chance, and a third will steal if the opportunity arises and he or she feels able to get away with it. Thus two of every three employees are potential problems in security. Public resources managers must accept the fact that internal security is important and must be in place. The practitioner must set up a system of internal checks that will stop pilferage. Examples of pilferage may include the following:
 - ***Use of office hours.*** The prime pilferages of management officials from public service organization constitute the use of office hours to engage in and complete personal tasks; activities or commitments. The work can range from completing political and community activities to managing privately owned small business or enterprise while on public service payroll.
 - ***Unauthorized personal toll calls.*** Telephone bills include both charges made on behalf of the government agendas and charges made for personal needs. The extent of toll call abuse is nearly impossible to determine, as this activity is subversive and quiet.
 - ***Unauthorized use of public resources and equipment.*** Unauthorized public resources and equipment use constitutes a form of pilferage. This may include utilization of human resources for personal gain; machinery, government vehicles; photocopying equipment; and special tools are examples of government equipment that can be used for personal ends.
 - ***Pocketing of public resources from public service organization:*** Public service employees are often given special discounts on to purchase products from other company. Resale of these products at listed prices can be a legitimate and acceptable activity. But the stealing of public resources and goods and services

and resale at reduced prices not only harms the public service organization's cost performance record but also leads the employee to the continuous activity of never ending crime.

4.4.6 Cost effectiveness

The Cost Effectiveness approach, according to Robbins (1995:234), allows the expenditure of funds not budgeted for or planned, for the purpose of reducing costs in other areas or departments. In other words, sometimes a department has to spend money to save money. The anticipated savings represent an attractive and significant return for the invested money. The return cannot be minimal or marginal, it must be at least as attractive as the return on money invested outside public service organizations. Executive management must agree that feeding efficiency back into public service organizations is the best investment opportunity they can decide on. Such investment techniques, according to Robbins (1995:236), may consist of the following:

- **Capital investments:** As capital expenditure generally involves large sums of public funds with more or less permanent commitments, decisions concerning them must have a positive effect on the economic health of public service organizations. Both the timing of capital expenditures and the amount of funds to be invested in new public programmes and departments or equipment involve serious policy decisions concerning the consistency of cash flow and existing financial burdens. Any proposal for a capital expenditure will entail the collaboration of at least the accounting department and probably others departments.
- **Social Benefit Analysis:** This technique evaluates, during a planning period, the benefits that might be expected from a decision to go ahead with the service delivery process against non-conformance to service delivery plans; the value of pursuing a project or the expected return from the start of a programme. It is a systematic analysis of the major costs

and benefits involved in various patterns of expenditure and resource allocation. This implies that before being approved a budget should undergo analysis to ensure that maximum benefit is obtained by the planned expenditure. The Social-Benefit Analysis looks at options or alternatives that might give other beneficial effects. If a public service organization has been restructured into cost centres to which budgets are allocated and performance measures are aggregated, a Social-Benefit Analysis can be made between and among cost centres. By doing this process improvements in efficiency; tradeoffs and compromises can be made (Dalton & Dalton 1998: 39).

- **Mechanization and equipment aids:** When a public service organization conducts its operation so that labour and labour-connected services are primary, the organization is said to be labour-intensive. Cost effectiveness by means mechanization may be pursued in labour-intensive situations by examining where equipment; equipment aids or equipment handling processes can be brought in to complement labour or to replace labour. In either event, a saving is possible, but a cost expenditure is required. As in any cost-effectiveness proposal, the savings must exceed expenditure .

4.5 CONCLUSION

The discussion in chapter 4 began by addressing the difference between Information System and Management Information Systems. It gave some indications on the importance of Information Systems with the levels of information and decision-making in the public service organization, the processes involved in Electronic data processing, the types of Information Systems including determinants of quality information. In this regard, where communication is regarded as the nerve system of an organization, information can be viewed as the essential lifeblood of such organizations.

The chapter further addressed Workload Analysis and Cost Performance Improvement as two other Public Sector Management Techniques that can be applied to improve efficiency in public service organization. The former, pivots around improvement of work methods and procedure to eliminate, combine, re-arranged or simplify the process of service provisioning in public service organizations. Whereas the latter, Cost Performance Improvement emphasizes the improvement of public resources utilization in the public service organizations.

These selected Public Sector Management Techniques, therefore, improve the efficiency of service delivery in public service organizations and thus, warrant a discussion on the timely and appropriateness of service delivery in chapter 5. That is, application of selected Public Sector Management Techniques for effective service delivery in public service delivery.

5

**APPLICATION OF SELECTED PUBLIC SECTOR MANAGEMENT TECHNIQUES
FOR EFFECTIVE SERVICE DELIVERY IN PUBLIC SERVICE ORGANIZATIONS**

*If we could first know where we are, and
whither we are tending, we could better judge
what to do, and how to do it.*

– Lincoln A. –

5.1 INTRODUCTION

Chapter 3 of this thesis clearly stipulates that the elements of effectiveness constitute *appropriateness* and *co-ordination* of service delivery, *timely* and *progressive* delivery of public services and the *impact* of services already delivered. In this regard 'effectiveness' is defined in paragraph 1.6.1 as the extent to which public service organizations achieve their goals and objectives or intended effects. In simple terms, effectiveness can be viewed as a measure of the appropriateness of the goals public service organizations are pursuing and of the degree to which the organization achieves the pre-determined goals.

As such, effectiveness focuses on the planning and co-ordination of service delivery within the public service. The term also focuses on the timely delivery of public services as well as the progress made towards achieving the service delivery goals. To plan such activities requires executive public managers and line managers to establish jointly, an overall mission, goals and objectives for public service organizations. Each individual public manager's major area of responsibility within a public service organization should be identified and the results expected should be determined and measurable in order to serve as a guideline towards appropriately, co-ordinated, timely and progressive delivery of services.

The above-mentioned approaches to effective service delivery by public service organizations are the basic requirements of some of the Public Sector Management Techniques identified and explained in paragraph 2.3. Due to the clear distinctive elements of effectiveness, two Public Sector Management Techniques are selected

for discussion to improve effective service delivery in public service organizations, viz.:

- Management by Results (MBR) that focuses on a joint overall establishment of service delivery mission; goals and objectives and the co-ordination of such activities. This discussion starts by answering the question of, why MBR is the selected Public Sector Management Technique for improving effective service delivery in public service organizations, under the reasons for the application of Management by Results. The discussion also addresses the 'how' of improving effective service delivery in public service delivery through the process of Management by Results. The various strategies of applying Management by Results to co-ordinate service delivery in public service organizations is discussed in this Chapter.
- Social Network Programming (SNP), which focuses on timely and progressive delivery of services as well as indicating the progress made during service delivery activities. Issues such as the variations of Social Network Programming are discussed. This will give public managers an idea of what a complete and complex Social Network Programming comprises. Regarding the timely and progressive delivery of services, the 'how' of the process of Social Network Programming is discussed in this Chapter.

5.2 APPLICATION OF MANAGEMENT BY RESULTS TO ENHANCE EFFECTIVE SERVICE DELIVERY IN PUBLIC SERVICE ORGANIZATIONS

According to Dinesh and Palmer (2001:112), Peter Drucker is the first scientist to introduce Management by Results (MBR) in the 1950s as a system called 'Management by Objectives and self-control.' They further argue that this Public Sector Management Technique later evolved to Management by Control as indicated in Newing and Reddin's (1991) book and Management by Subjective as indicated in Duncan's article (1999). Drucker (1955) as in Dinesh and Palmer (2001:112) states that the basis for this Public Sector Management Technique is that an organization

will be more successful if '...all their efforts ... are pulled in the same direction and their contributions ... fit together to produce a whole; without gaps, without friction, and without unnecessary duplication of efforts ...'.

Furthermore, Management by Results as a Public Sector Management Technique focuses on appropriate goal alignment as a way of establishing sub-goals linked to the main organizational goals (D' Aveni, 1995:28). Due to the fact that Management by Results requires team involvement, the practical use of this Public Sector Management Technique should be tied to McGregor's development of a managerial assumption. This assumption is based on human behaviour called **Theory X** and **Theory Y** as discussed by Hume (1995:17-18) in paragraph 3.2.7 of this thesis. **Theory X** assumes that the average human being has an inherent dislike of work and will avoid it if possible. Therefore public officials must be controlled, intimidated or coerced to performance service delivery, while **theory Y**, assumes the opposite by stating that the average person finds work as natural as play or rest if involved right from the beginning.

Based on this theory, McGregor (1960) as in Hume (1995:17-18) argued that employees who are directly involved in appropriate setting of public service organization goals, could be relied upon for self-control and commitment, which is one of the requirements of Management by Results. Therefore, effectiveness improvement of public service delivery can first be initiated by setting unambiguous primary objectives for public service organizations. This is to ensure secondary objectives of individual public officials, units, divisions and departments are aligned with the primary objective of public service organizations for securing co-ordinated achievement of service delivery results.

Co-ordination of service delivery systems in public service organizations, according to Bowen (1999:108) refers to the strategies, processes or procedures that ensure various interrelated components organized to perform a collective set of service delivery activities. Thus, in order to improve public service organization's effectiveness in terms of service delivery, continuous involvement of team members is necessary. Hence authors such as Poister and Streib, (1995:344) and Van Tassel

(1995:281) adds to the widespread failure of MBR to work in practice to three key factors, which are:

- Partial implementation of Management by Results as an individual performance appraisal system rather than an overall goal resemblance system.
- As an individual instrument rather than as a team effort.
- A lack of co-ordination of service delivery systems and appropriate application of the various Management by Result strategies in public service organizations, that is endorsed by the creators of Management by Results as key element to effective service delivery in public service organizations.

Thus, it appears that Management by Results in practice is failing because neither the prescribed strategies of co-ordination or the appropriate establishment of organizational strategic planning such as vision; mission; objectives; goals; activity plans and expected results (see paragraph 3.2.2), were undertaken. Furthermore, the lack of public official to programme, by making use of Social Network Programming, the timely delivery of public services contribute to the failure of MBR in organizations. This section focuses on the reason why Management by Results must be applied to enhance effective service delivery in public service organizations. It also focuses on how public managers and their team members can apply MBR to achieve effective service delivery in public service organizations and concludes with the various Management by Result strategies applicable in public service organizations to co-ordinate effective service delivery.

5.2.1 Reasons for the application of Management by Results to enhance effective service delivery

Morrisson **et al.** (1992:98) identify several important and prime targets why MBR in organizations can enhance effective service delivery in public service organizations.

Due to the nature of public service organizations, eight of these important and prime targets for the application of MBR apply to public service organizations, **viz.:**

- **Aligning of organizational vision, mission, objectives goals, activity plans and expected results for effectiveness:** MBR is an excellent Public Sector Management Technique to get national strategic plans aligned with the strategic plan of public service organization, which consist of organizational vision, mission, objectives goals, activity plans and expected results discussed in paragraph 3.2.2. These settings can be used to determine what progress the organizational departments make in terms of service delivery. Most departments, divisions and units, are disjointed, fragmented and have different conflicting vision, mission, objectives, goals, activity plans and expected results for effectiveness. Non-alignment of managers on an organization-wide basis produces disunity and ineffective service delivery. As such, Thibault (1992:139), maintains that MBR creates appropriate and aligned strategic plans of all the departments and thus pave the path to effective service delivery in public service organizations.
- **Increase performance results:** Public service performance is the most critical responsibility of all public managers. In many ways it is the measure of how well public policies and responsibilities are executed. Managing public officials need performance results in order to account for public resources consumed and to measure the economic growth and development of public service organizations. If public managers are effective in their process of service delivery, the electorate usually vote the government-of-the-day for another term in power. Thus, increasing effectiveness and performance results of public service organizations in an ethical (Deontological) and intentional (Teleological) manner is an on-going responsibility of public managers and public officials alike. MBR assists public officials to increase public service organizational effectiveness and performance results by constantly comparing the established expected results with achieved results, thus making attempt to exceed expected results (Pennings & Astely 2000:45-46).

- **Co-ordinate delivery systems:** Delivery systems, according to Abedian *et al.* (1998:194), refer to an assembly of interrelated components organized to perform a collective function or a set of service activities to enable the delivery of public services. These, interrelated components, in the form of public service organization's departments, divisions, units and individuals have established primary, secondary and tertiary strategic plans. As such, these primary, secondary and tertiary strategic plans are co-ordinated by the application of MBR. To co-ordinate service delivery in public service organizations implies the act of regulating and harmonizing the various interrelated components responsible for service delivery, to achieve, in an orderly manner, the pre-determined objectives of public service organizations. Effective co-ordination of service delivery systems and efficient co-ordination of public resources used, bring about effective service delivery. Management by Results makes this co-ordination possible and workable (Thibault 1992:42).
- **To manage complexities:** What makes a process, procedure or task complex is the large number of service delivery systems known as Social Network components. Their interaction with one another, the start-finish timing of each of the Social Network components makes the management of such complex processes, procedures or tasks easier. Since public service organizations keep on growing as the population increases, more and more services are demanded and consumed. The effective unification of these complex Social Network components is made possible by a combination of Social Network Programming and Management by Results. This combination sets up a scheme for signalling the start-finish service delivery activities in a unified format for the organization (Pennings & Astely 2000:45-46).
- **Improve hierarchical the set-up of public service organizations:** Effectiveness is influenced by three factors, **vide:** appropriateness, timeliness and progress made. Attainment of a high level of effectiveness in public service organizations requires management of these three factors.

Management by Results allows the set-up of public service organization hierarchies of management and strategic plans (see paragraph 3.3.2). The application of Management by Result gives visibility to the process of managing public service organizations to enhance effectiveness as discussed in paragraph 3.3.2. In the context of improving hierarchical set-up, each public manager is allocated an area of responsibility such as department, division or unit to improve effective service delivery.

- **Advance technological development:** In its simplest term, technology is the knowledge of *ways of doing things*. It is a body of formal and informal information that comprises the concepts, principles, processes, methods, and techniques exploited by public service organizations to develop public goods and services. Thus, the machinery for processing documents such as birth certificates, passport, licences, and identity documents is just one example of such technology in a Department like Home Affairs. Management by Results expands the abilities of public service organizations to accumulate new knowledge and information in order to advance technologies.
- **Better utilization of public resources:** Gardner (1995:202) maintains that public resources are scarce and they will always be scarce. People, facilities, equipment, materials, funds, and time are often wasted because of idleness, laying-off, and poor allocation of public resources. Through the application of need analysis and Systems Analysis, MBR gives visibility to the utilization of public resources in a priority array before commitment takes place. Public managers committed to the use of public resources in collaboration with other public service organization managers can be assisted by MBR to balance efforts and public resources during the service delivery processes.
- **Community contribution:** Public service organizations exist for the purpose of delivering services to the community. Thus, public managers often have to establish a relation with the community as an external

organization. This relationship to the external organization, labour market, non-profit organizations, community based organizations, health services, educational institutions, or social welfare and development institutions, is to examine the nature in which communities can contribute to the effective delivery of services. This also includes the examination of the importance of community co-operation towards the process of service delivery.

This community contribution, according to Frazier (1993:42), can be in the form of mutual development and assistance in areas of values, customers, services, policies, and public resources consumption. Management by Results gets senior public management, operational public officials, and customers into interactive human relationships, by enforcing co-operation and contribution. Furthermore, the relationship of co-operation and contribution leads senior public management and operational public officials to apply Management by Results effectively to programme and control service delivery processes. This Management Technique also requires to be implemented in accordance to organizational visions and missions that often reflects community needs and values.

5.2.2 Process of Management by Results to achieve effective service delivery in public service organizations

Presumed from the argument in paragraph 5.2 above, the application of Management by Results in public service organizations begins by getting a group of public officials to be committed in the process of service delivery. These public officials concerned can be from a department, section, team or even a group of individuals who do not work together, but have a common purpose in terms of service delivery. Frohman and Youtz (2000:41-57) maintain that a number of key steps involved in the process of Management by Results to achieve effective service delivery, **viz.:**

- **The identification of organizational mission:** Organization mission is defined and discussed in paragraph 3.2.2. Hence Drucker (1955) as in

Dinesh and Palmer (2001:112) and Odiorne (1979:13) insists that all organizations should start by identifying their long-term strategic plan that are derived from mission identification or establishment. This process describes the general purpose and goals for which public service organizations or units exist. The mission identity is usually a long-term general direction for which general results are desired and expected. The mission is expressed for both the overall public service organization and its major functions. The document containing an organizational mission statement, according to Dinesh and Palmer (2001:112) and Odiorne, (1979:13) should include:

- A brief statement of public service organization goals and a five-year view of what is going to be achieved; and
 - A statement of previous public service organization goals and reasons for changes.
- **Collection of data:** The stage of data collection, according to Sanders (1985:52), constitutes a process in which information and assumptions concerning the strategic plans of a particular public service organization, as well as the beneficiaries of public services are needed to serve as guidelines for effective service delivery. Furthermore, information may also include areas such as the community, government intentions, legislation, general and specific management environments, geographical environment and targeted customers. This process, in Sander's (1985:52) view should include the following:
 - A two to five year forecast analysis and trends of service delivery activities.
 - Assumptions made for planning to pursue service delivery activities.
 - A list of public service organizations with similar objectives related to service delivery and their offerings.
 - Organizational network systems and alliances.
 - Customer's goals and needs.
 - Reserve public resources or capabilities available but not used.

- **Analysis of Participants:** The analysis of participants is a process of undertaking a research to determine who the participants are and what their needs and expectation are. A few examples of such participant needs could be job creation, restitution of land, housing, water and electricity supply, telecommunications, transportation, provision of a clean and healthy environment, nutrition, health care and social welfare (ANC 1994:7). Whereas participants may constitute customers, suppliers, support services, programme owners/managers, employees, and external authorities such as the National, Provincial, and Local spheres of government. Conversely, participant analysis also concerns the collection of local opinions. The identified participants are either actively involved in the service delivery processes, or their interests are affected by the service delivery programmes to be implemented (Burk 2001:38).
- **Evaluation of participant expectations:** The next step in the process of Management by Results is to assess the expectations of the participants and evaluate how well they are being met. This is where public officials examine and carefully judge the reasonableness of goods and service requisitions of people. They further appraise the possibility and the availability of public resources to realize these expectations. Such evaluations of participant expectations usually take place prior the application of a pilot MBR strategic plan. This particular process enables public managers and operational teams to determine and set improvement priorities. It is at this stage that primary strategic plans of public service organizations are going to be implemented (Kinsley 1990:207).
- **Formulation of organizational objectives:** To ensure that reasonable and sufficient participant requirements are met, sets of objectives with relevant performance measures are formulated. These are agreed and linked to the service delivery requirements. The process of organizational objective formulation contains primary results to be accomplished in the coming fiscal year or over a pre-determined number of years. Objectives, in Kinsley's (1990:207) view, may be broken down into levels such as primary,

secondary, and tertiary objectives. These levels suggest levels of commitment in the organizational hierarchy. When tertiary objectives are completed, a contribution is made to a secondary objective. When secondary objectives are completed, a contribution is made to primary objectives (Plunkett & Attner 1992:13).

- **Identification of public programmes and expected results:** The identification of public programme areas and expected results involves the process of undertaking a need analysis. In this process public officials perform needs assessments related to service delivery programmes, public projects or areas of results pursued by public officials. It is in this process of identifying public programmes and expected results where public managers determine what services are needed, where, when, by whom and how much public resources are needed. In this regard, service delivery functions can also be termed public service programmes or public projects. These programmes constitute a group of related outcomes, outputs, or expected results. The related outcomes, whether they are goods or services, public programmes or public projects, contribute to a larger outcome, such as public service organizational mission. This process, according to Frohman and Youtz (2000:49) should include:
 - A brief description of public programmes, public projects or areas of expected results; and
 - A list of public programmes used in the past or the next potential public programmes to be undertaken.
- **Programming of service delivery tasks:** After the strategic plans of public service organizations have been set, all the service delivery programmes are listed and compared to indicators identified by Henama (1999:40) as discussed in paragraph 2.3.5 of this Thesis. By means of priority indicators, service delivery tasks are arranged in accordance to their importance. Next to '*getting things done correctly at first attempt*' by the use of MBR, the programming of service delivery tasks focuses on '*doing the right things in the right order at the right time*' by the use

of Social Network Programming. This is discussed in paragraph 5.3 of this Thesis. The main service delivery task, in terms of MBR, is indicated as red arrows in Social Network Programming and is denoting as a Critical Path chart (see the red arrow in the Social Network Programming, Figure 5.10. This process basically will require (Wiest **et al.** 1996:177-178):

- a list of all the service delivery tasks to be undertaken;
 - The duration dates of each task (read paragraph 5.3.2);
 - The responsibility public service organization matrix (see Figure 2.1 and Figure 5.6); and
 - The public official in charge of such service delivery activities.
- **Provisioning of public human resources:** Public human resource provisioning is discussed, in paragraph 3.2.6 of this thesis. Since an organization's mission describes the objectives to be pursued, and programmes indicate the tertiary; secondary and primary objectives or areas of results to be reached, an organogram indicates the hierarchical structure of how public human resources are deployed in service delivery systems. Thus, an organogram, which is a graphical representation of service delivery systems structure, is drawn. This process includes (Frohman & Youtz 2000:53):
 - Up-dating public service organization charts;
 - Position summaries that indicate major Social Network Programming responsibilities and managers in charge;
 - Statement of public service organization intended to carry out the plan for the coming fiscal year; and
 - Brief description of new policies that are needed or old policies needing change or removal.
 - **Public programme budgeting:** The process of public programme budgeting describes the financial resources to be committed to the operational plan of service delivery. Public programme budgets are estimates with valid costs to be entailed in completing primary and

secondary service delivery objectives. The public programme budgets, according to Audrey (1998:413) contains:

- Estimated budget allocations for each primary objective; and
 - Total budget estimates to implement service delivery plans.
- **Planning performance evaluation:** Planning for results also means planning for evaluation of results. Evaluating work progress requires comparison of actual performance with expected performance. This process must describe how evaluation will be conducted so that deviating variances are collected and conveyed to supervisory public officials intending to undertake corrective steps. This process should include (Wiest **et al.** 1996:179; Frohman & Youtz 2000:41-57):
 - Milestones of progress dates that connect objectives with results, and evaluative measures at these dates; and
 - Monthly or quarterly self-monitoring control points.
- **Review of service delivery processes:** The final process of Management by Results is a regular review of the service delivery processes, that give feed-back into the first process - mission identification. The overall review provides an opportunity to ensure that public service organizational plans are being implemented as expected (Bartol & Martin 1991:104; Odiorne 1987; Reddin & Kehoe 1994:113). These regular reviews are undertaken to monitor progress and to check whether service delivery objectives are being met satisfactorily. At this process, the action plan, discussed as the first process, can be updated and modified as required, based on the pre-determined objectives. Reviews keep public managers informed about progress and unexpected problems so that they can provide a coaching and supporting role to subordinate public officials. For this reason, Management by Results includes periodic performance reviews. The focus of the review should be on gaps between the set goals and actual performance. The review should include praise and recognition for areas where subordinate public officials have exceeded expected results in terms of performance, as well as discussion of areas of improvement (Reddin & Kehoe 1994:117).

5.2.3 Applying the various Management by Result strategies to co-ordinate effective service delivery

Carea (1990:102) identifies four Management by Results strategies that can be applied in any organization for personal and organizational purposes. These MBR strategies appear to be the most commonly used Public Sector Management Techniques. Besides the given reasons why MBR fail in organizations, Larsing (1997:91) has found that most management personnel suffer from the inability to *make things work* rather than from ignorance of *how things work*. Larsing (1997:91) cites this inability to the famous expression 'In theory we can, in practice we cannot' and substantiates it by stating that solutions on paper are easy. In the context of the various MBR strategies, **vide:** general MBR, individual MBR, supervisory MBR and group MBR, the essence of organizing is a co-ordinated effect.

Since creation of horizontal and vertical departments, divisions, sub-division and units, lines of authority structure public service organizations, it is organized in such a way that co-ordination of service delivery within the various MBR strategies is promoted. Hence, Griffin (1990:294) defines co-ordination as the process of linking all relevant activities of various organizational departments, to fit harmoniously towards the attainment of pre-determined objectives. Whereas, Stoner and Freeman (2001:275) confirm this statement by viewing co-ordination as a process whereby management harmonizes the work performance by individuals and sections, thus obtaining good co-operation in order to achieve the organizational objective.

Deduced from the definition of co-ordination above, the application of the various MBR strategies to co-ordinate effective service delivery in the various delivery systems implies, the process of assembling all interrelated service delivery activities. After assembling these interrelated service delivery activities, they are fitted harmoniously into the collective functions of public officials to achieve effective service delivery objectives. To give an analysis of *how co-ordination works*, in accordance to Larsing's (1997:91) argument, the application of the various MBR strategies to co-ordinate effective delivery of services are discussed below in conjunction with Figure 5.1.

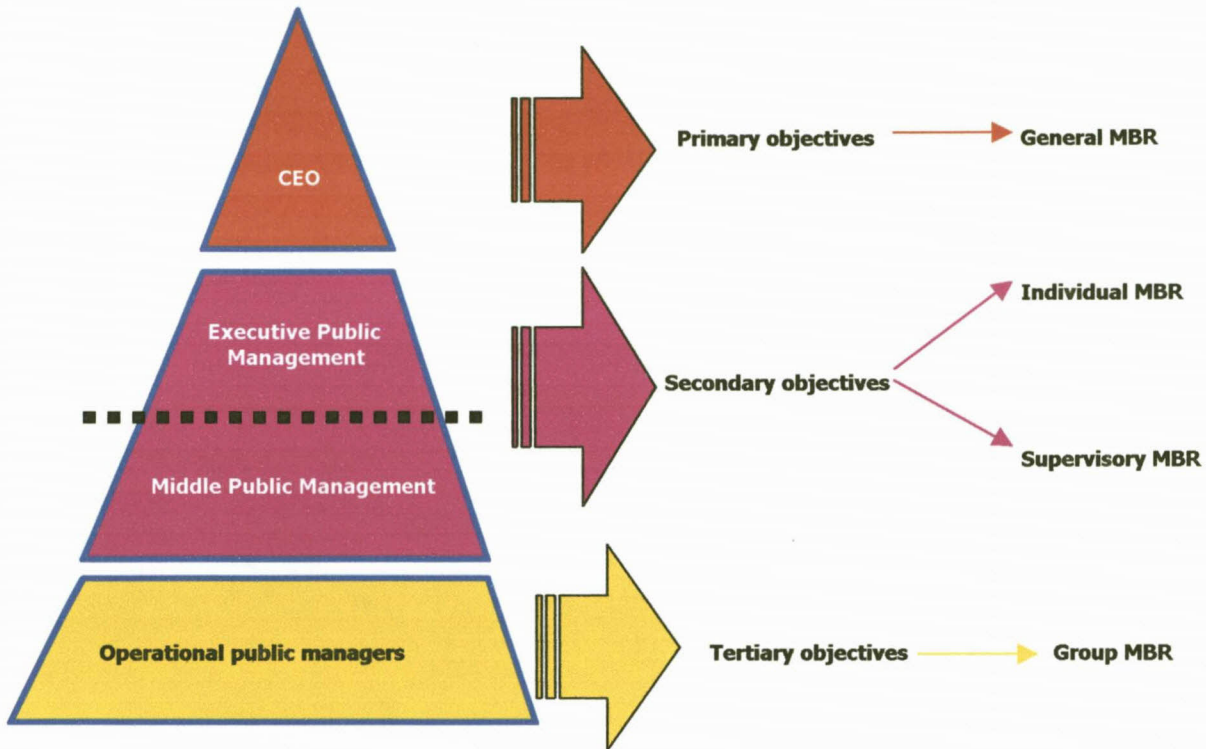


Figure 5.1 is a diagrammatic representation of co-ordinated MBR strategies for effective attainment of primary, secondary and tertiary objectives by CEO, executive managers, middle managers and operational managers in public service organization.

- General Management by Results:** General Management by Results is a process whereby Chief Executive Officers (CEO) and their executive public managers set up strategic plans that consist of procedures and time phases to achieve primary objectives. Assuming that at CEO and executive management level, general MBR requires the establishment of primary objectives; forecasting of service delivery progress; determination of alternative course of service delivery actions; evaluation and selection of alternative course of achieving primary objectives; implementation of selected primary objectives. These primary objectives, according to Carea (1990:104), are communicated to individual executive public managers, who convert them as their departmental secondary objectives. As such, this process creates a need for bringing together service delivery activities by means of the management process known as 'co-ordination'. General MBR requires the CEO and her/his executive public managers to analyse the following questions in order to co-ordinate the various service

delivery systems to improvement and delivery effectively the expected public services (Carea 1990:104):

- Where are we now? (Situation Analysis).
 - Why we ought to change? (Improvement Analysis).
 - Where do we want to go? (Setting primary objective).
 - How do we get there? (Development of operational plans).
 - How confident are we that we shall get there? (Validation of plans).
 - What progress is being made towards completion? (Control and evaluation).
- **Individual Management by Results:** Deduced from the primary objectives planned under the leadership of the CEO, individual executive public managers convert the primary objectives into their departmental secondary objectives together with their middle managers. These secondary objectives are linked through co-ordinated efforts to the primary objectives that represent the overall objectives of the public service organization. In this regard, individual MBR brings back the 'Question-behind-the-Question' (Q-b-Q) approach to manage one-self with the intention of taking personal responsibility and producing envisaged results. Often individual MBR make personal plans for organizing and completing their service delivery activities with their department. The process of individual Management by Results, according to York (1992:75), engages individual public officials to identify major areas of responsibilities, set results in that context and join these results with primary objectives or expectations to be achieved. Individual MBR requires from public officials to analyse the following *self-introspective* questions as required by the Q-b-Q approach to co-ordinate the process of service delivery within public service organization departments, effectively (York 1992:75):
- What must **I** do now? (Situation Analysis).
 - Why **I** ought to concentrate on doing this? (Determined Pay-off Analysis).
 - Which demands have the highest pay-off? (Focusing of effort).

- Where do **I** want to go? (Setting secondary objectives linked to primary objectives).
 - How can **I** lengthen my performance? (Stretching performance for higher results).
 - How shall **I** get there? (Development of operational plans).
 - What confidence do **I** have that **I** shall get there? (Validations of secondary plans with primary plans).
 - Am **I** making any progress **my** accomplishments? (Control and evaluation).
- **Supervisory Management by Results:** When executive public managers in service delivery systems come together with middle managers to set secondary objectives, this group of managers form a team and jointly identify common secondary objectives to be achieved (York 1992:76). In order for supervisory Management by Results to co-ordinate the process of effective service delivery within public service organization divisions, the team, according to York (1992:76), must ask themselves the following questions:
- What must be done and why? (Collaboration of executive public managers with middle managers).
 - Where do we want to go? (Setting secondary objectives).
 - How do we get there? (Development of operational plans).
 - What progress is being made towards the accomplishment of service delivery? (Performance evaluations).
 - What have we completed? (Evaluations of results).
- **Group Management by Results:** Group Management by Results focuses on communication of secondary objectives by middle managers to operational public official as public managers in a working team. Instead of dealing with divisions separately, middle managers, co-ordinate these divisions by delegating the tasks of achieving secondary objectives to operational public managers who, in turn, will convert these secondary objectives into tertiary objectives. In contrast to middle managers,

operational public managers bring together all the team members in their units, to carry out their day-to-day activities guided by the established tertiary objectives. For ultimate achievement of tertiary objectives, each unit depends on the adequate performance of other public service organizations. Group MBR, involves operational public managers and team members to co-ordinate the achievement of tertiary objectives of public service organization units.

In this regard, Group MBR is a process whereby members of an existing team or group, by means of interaction and participation, collaboratively join for concerns and develop common tertiary objectives to be achieved. Here, the group members, together with their operational public managers, must ask themselves the following questions (York (1992:76):

- What is happening? (Gathering information).
- What are the causes and possible alternative? (Collaborative diagnosis).
- What direction should be taken? (Setting of tertiary objectives).
- How will work be done? (Delegation of team member responsibilities).
- What progress is made towards completion? (Ongoing progress reviews).
- What was completed? (Final evaluation).

Derived from the argument of Mali (1986:140-159), these MBR strategies can be varied to fit the unique and changing situation of service delivery processes and activities. These MBR strategies suggest that the CEO, executive public management, middle public management and operational public management should be committed in the organizational hierarchy. Hence, York (1992:79) states that when tertiary objectives have been achieved effectively, contributions are made to achieve secondary objectives. When secondary objectives have been achieved effectively, contributions are made to achieve primary objectives. Now that appropriate and co-ordinated service delivery processes have been discussed, a **timely** and **progressive** method of effective service delivery with the use of Social Network Programming is discussed next.

5.3 APPLICATION OF SOCIAL NETWORK PROGRAMMING FOR EFFECTIVE CHARTING OF PUBLIC SERVICE DELIVERY ACTIVITIES

When public managers attempt to determine service delivery due dates; public resources quantification and effective service delivery, identification of bottlenecks and reduction of public resources costs, the biggest stumbling blocks in the proper execution of these activities, is the improper charting of service delivery activities.

This paragraph narrates the use of Social Network Programming for charting *timely* and *progressive* delivery of public services activities. Such approach can be understood by first addressing the variations of Social Network Programming. This will assist public managers and programmers to simplify the complex process of Social Network Programming of service delivery.

5.3.1 Variations of Social Network Programming for simplifying complex multi-level service delivery systems

Social Network Programming is a generic term used to encompass specific methods of programming government service delivery activities. A few of these specific Social Network Programming variations discussed by various authors consist of the following:

- **The arrow network diagram:** The arrow network diagram is the Social Network Programming itself, which Handy and Hussain (1969:48) describe as a programme plan represented as a network of arrows showing precedence relationships with each arrow representing a single activity. An arrow network is a diagram constructed to show how all the jobs concerning service delivery are related to public service organizations and to the various stages of the service delivery. Every network has a starting point (source) and a finishing point (sink) and consists of sequences of links and nodes (boxes or circles) between these two points as indicated in Figure 5.2. Each link carries an arrow at its head to indicate the direction of movement, hence the name 'arrow network' for a network of directed links. A service delivery activity to




be undertaken is represented by each arrow in a network, extending between two nodes. The tail of the arrow indicates the start of service delivery activity and the head of the arrow indicates the end of service delivery activity. The convention that has been adopted in arrow networks relating to work-performance is to use the term 'event' for a node of the network, and 'activity' for a link of the network (Atkinson 1994:22).



Figure 5.2 represents an arrow network diagram consisting of preceding and succeeding events.

- Precedence network diagram:** Precedence network differs from arrow network basically by representing activities in circles or boxes instead of arrows as denoted in Figure 5.2 above. These circles or boxes are then linked by arrows of logic showing the connections between activities from sources to sinks (Zawacki 1997:410). The precedence network diagram, integrated with the red arrow network diagram indicated in Figure 5.3 represents a simplified Programme Evaluation and Review Technique (PERT). The precedence network can also be used for various purposes including public service delivery due dates and quantification of scarce public resources. The arrow network mostly contains the starting date, the duration time, the latest date and the name of the activity to be undertaken. Assuming that public managers wish to achieve an objective of making a policy making within 30 days. Figure 5.3 indicates the start day, the duration time, the finish day, at the top block of a network box or arrow and the name of the activity at the bottom.

Legend:

-  = Preceding or succeeding event
-  = Critical path arrow
-  = Non-Critical path arrow

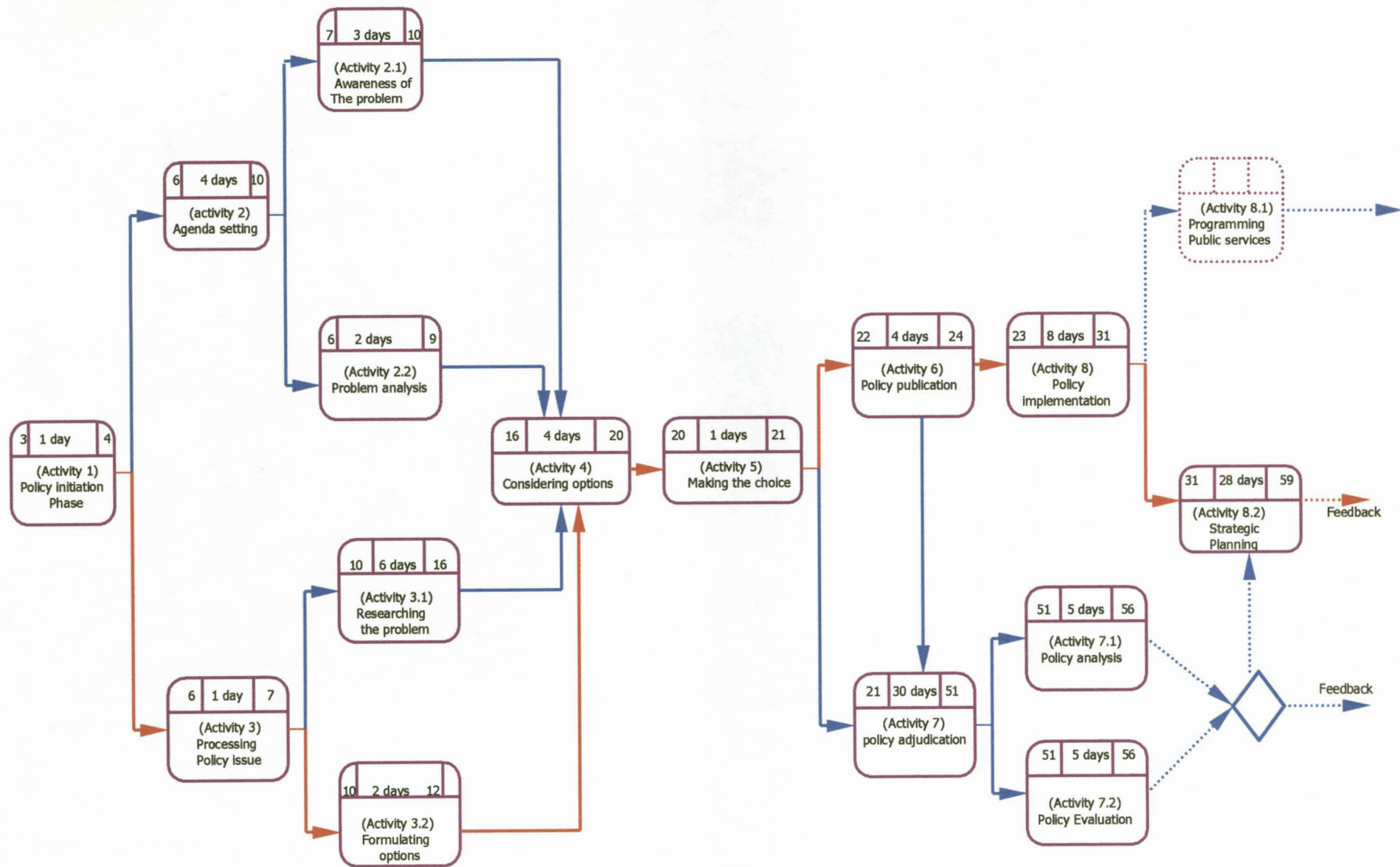




Fig. 5.3 represents a preceding network of a policy-making process with policy-making activities in boxes as well as a Critical Path represented as red arrow network.

- **Gantt/Bar chart diagram:** A Gantt/Bar chart is a graphic method showing sequences of tasks for programming service delivery activities as indicated in Figure 5.4 (Waller *et al.* 1995:114).

Legend:  = Critical Activity
 = Non Critical Activity

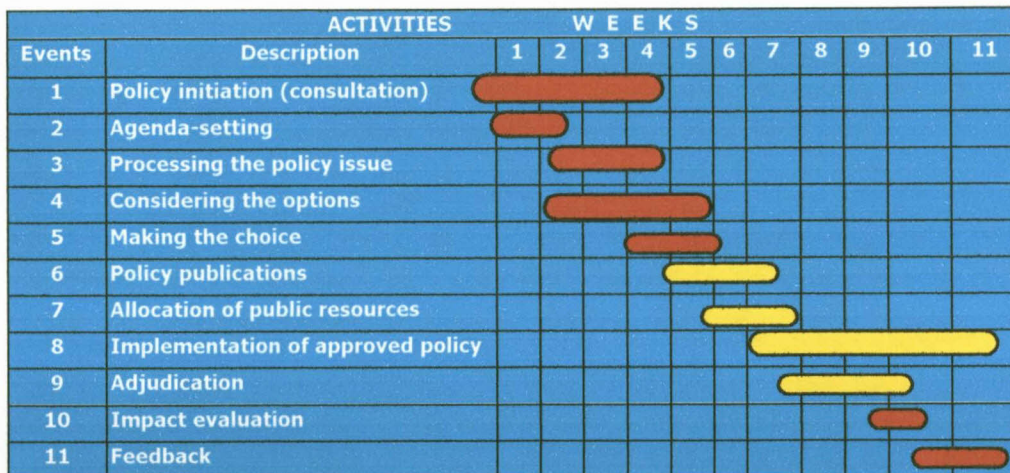


Figure 5.4 represents an example of a Gantt/Bar Chart for policy-making process derived from Fox *et al.* (1991:33).

Fox *et al.* (1991:291) state that the Gantt or Bar chart procedure allows the graphic display of service delivery activities and milestones to be translated into a chart that display the duration of service delivered in public service organizations. Furthermore the Gantt chart indicates progress made by the various service delivery systems towards the achievement of pre-determined goals.

- **Interfacing network diagram:** Interfacing network is a diagram that deals with several service delivery activities, that are multi-level oriented, but nevertheless have some interconnecting activities with other service delivery systems. Interfacing establishes the common nodes for a number of interconnected public service programmes (McGowen 1998:355). Derived from Figure 5.5, interfacing implies the coupling of two or more public service activities from different or same multi-level networks. This is done to calculate the earliest and latest dates of their interlocking events, with

consequent distortions of various paths in the networks (Ford et al. 1962:163).

Taken as an example, Meiring and Parson's (1994:62-86) policy-making process, Figure 5.5 would denote **policy initiation phase** as a macro Social Network Programming. This macro Social Network Programming may contain micro Social Network Programming such as *awareness of a social problem; consultation* and *public participation; Agenda setting* and *researching*. After completion of the micro Social Network programming, next level would be the Macro Social Network programming that denotes **policy formulation**.

This macro Social Network Programming would contain micro Social Network programming such as *formulation of options; analysis of each option* and *making the choice*. The final phase of policy making may contain **policy implementation phase** as the macro Social Network Programming consisting of micro Social Network Programming such as *policy publication; allocation of resources; strategic planning; policy implementation* and *policy evaluation*. These interfacing network service delivery plans are known as interface elements with the amalgamating procedures interfacing with one another.

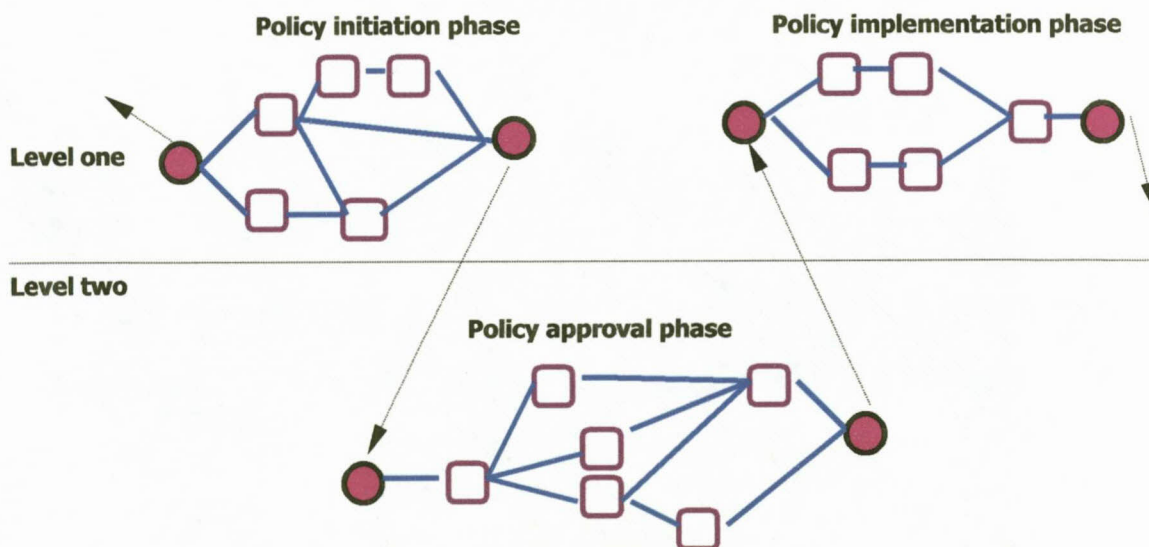


Figure 5.5 represents interfacing nodes in pink circles.

- **Multi-level network diagram:** In Woodgate's (1977:65) view, Fig 5.6 represents a multi-level network of an organization. In the context of public administration, this may represent National, Provincial, and Local spheres of government programmes such as health care service provisioning. The multi-level network diagram, sometimes known as responsibility matrix, is a network Public Sector Management Technique for clarifying service delivery responsibilities across the levels of public service organizations to achieve primary objectives. A multi-level network diagram, as argued by Waller **et al.** (1995:212), is used for programming complex service delivery activities, such as health care service, that cut across a normal responsibilities matrix.

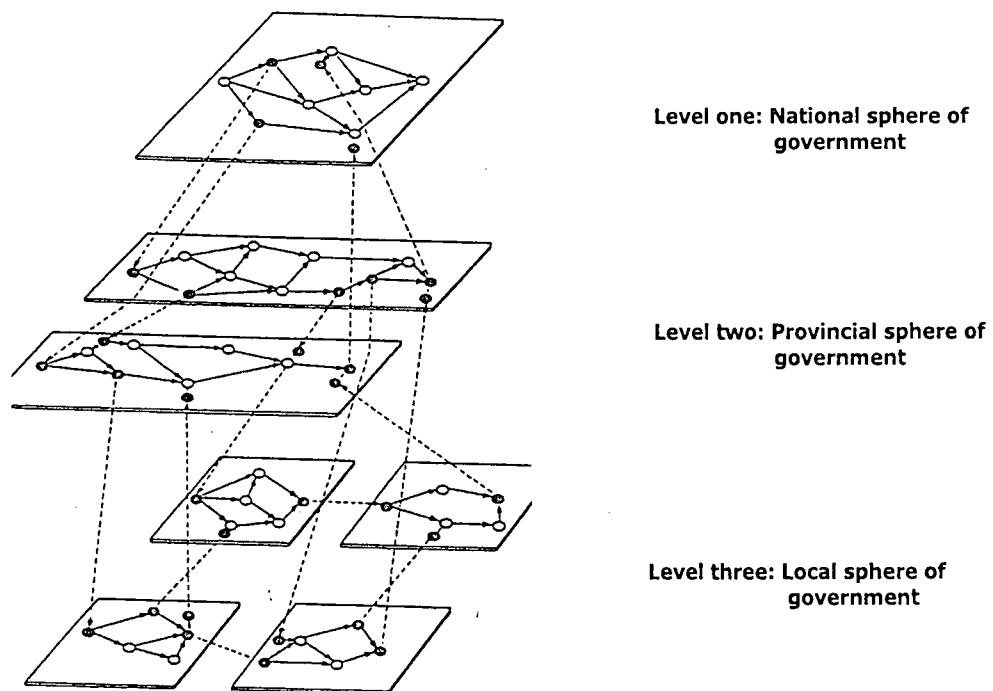


Figure 5.6 represents multi-level interfacing events.

It provides a clear allocation of service delivery activities, responsibilities and public resources needed to perform service delivery activities and an overview that let public managers see how their contributions fit in within the responsibility matrix in other public service organizations, departments, divisions, sections or units. From the responsibility matrix networks, Plano (1995:22) states that it is possible to find which organizational unit is

responsible for the achievement of tertiary objectives. It is also possible to find which management hierarchy is responsible for co-ordinating the different parts of the components of service delivery systems.

Assuming that the first level in Figure 5.6 represents the national sphere of government where primary strategic plans on health care service are formulated. The second level may represent a Provincial sphere of government where secondary strategic plans on health service are formulated while the third level would represent Local sphere of government where tertiary health care service plans are formulated and implemented. The discussion of the interfacing nodes represented in Figure 5.5 also applies in Figure 5.6 that represents the three spheres of government as multi-level events of service delivery.

These multi-level events represent interfacing Social Network Programme relationships among the various health care strategies, processes or procedures. These relationships ensure that the various interrelated components are organized to perform a collective set of appropriate and timely service delivery activities, thus enhancing effective service delivery in public service organizations (Bowen 1999:108).

- **Histogram network:** A histogram, according to Morris (1995:96), is a graph in a vertical form. This is particularly a useful presentation approach to show Group MBR activities or phases of an activity over a period of time. A histogram is basically used for personpower smoothing and public resource levelling or loading, where loading implies the assignment of work to functionaries of under or over staff service delivery systems. Lockyer (1969:112) explains that it is convenient to represent the load as a histogram - that is, a vertical bar graph, the length of the bar being proportional to the load. A typical example of a histogram is indicated in Figure 5.7. Lockyer (1969:113) further explains that the simplest way of drawing a histogram is probably done by drawing the appropriate Gantt chart, indicated in Figure 5.4. Assuming the weekly load in a department

has a capacity of ten personpower/week as indicated in Figure 5.7, and that the only public resource needed is personpower (Packard 1974:391-407).

Based on Figure 5.4 (Gantt Chart) for Figure 5.7 (histogram) the human resource utilization revealed in event 7 and 8 is unacceptable since it can be noted from the histogram that an over-load of 2 personpower exist and that the department has a human resource capacity of ten personpower. This means that two of the personpower will be idle and this can be resolved by shifting some of the over-staffed service delivery systems into the under-staffed service delivery systems (Packard 1974:391-407).

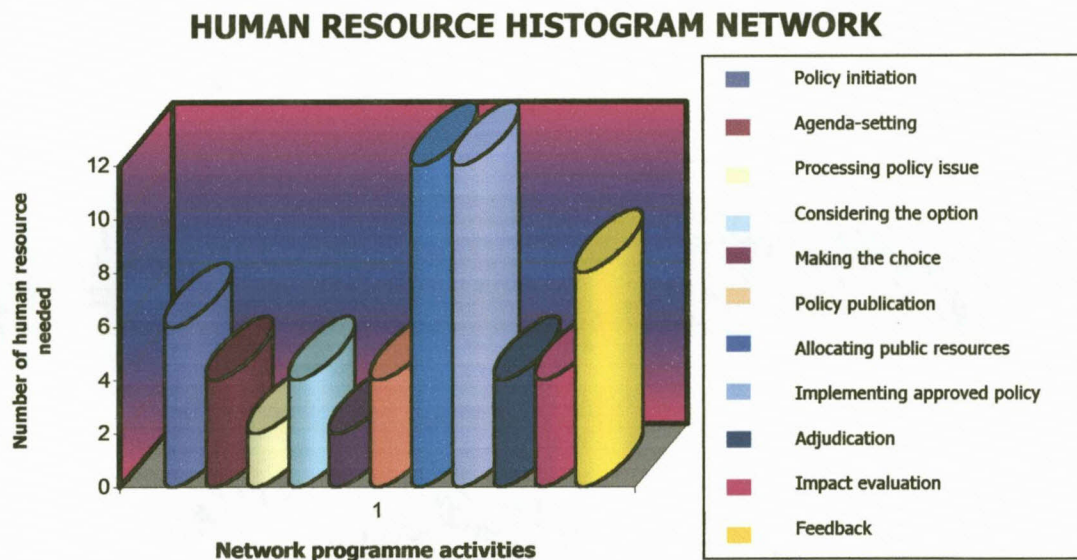


Figure 5.7 represents a histogram indicating number of human resources needed for performing specific activities during the policy-making process discussed in Fox *et al.* (1991:33).

- **Probabilistic network diagram:** Sculley (1996:90-91) articulates that, the network designer is frequently faced with the problem: 'When this activity is complete, we shall either do this, or that.' Decision boxes are developed as a method of Social Network Programming that will handle such a problem when public managers is prepared to say: 'There is a probability of 70% that we shall publish the policy after we made the choice, and a probability of 30% that we shall adjudicate the policy after we made the choice.' This is represented in accordance to Fig 5.8 (a) and (b).

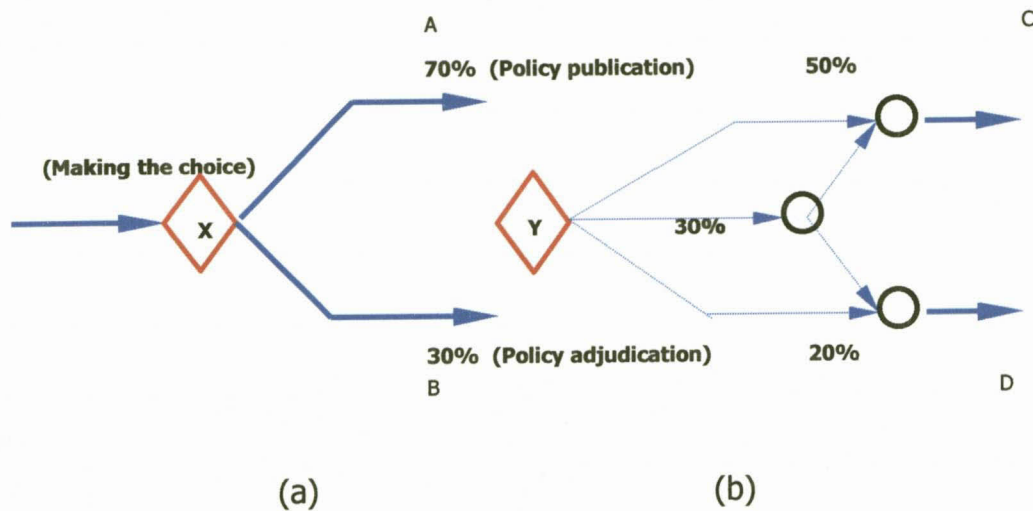


Figure 5.8 (a) and (b) indicate probabilistic network diagram

Figure 5.8 (a) indicates that, when decision X (making the choice) is attained, a 70% probability exist that activity **A** (policy publication) will be done, and a 30% probability that activity **B** (policy adjudication) will be done. Figure 5.8 (b) indicates that, when decision Y is attained, a 50% probability that only activity **C** will be done, a 30% probability that both activity **C** and **D** will be done, and a 20% probability that only **D** will be done.

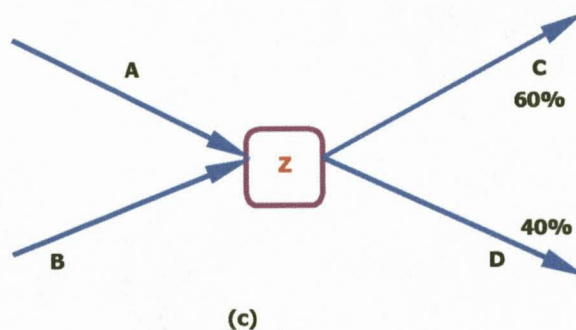


Figure 5.8 (c) indicates a probabilistic network diagram slightly different from Fig 5.8 (a) and (c)

From Figure 5.8 (c), the following can be concluded. When either **A** or **B** is finished, a 60% probability exist that **C** will be done, and 40% probability that **D** will be done. Hence, Sculley (1996:91) states that the main results of this Social Network

Programming diagram are the probabilities of reaching different end events, the time and costs.

- **Social Network Programming techniques or methods:** Different techniques or methods exist that could be applied in Social Network Programming and for the purpose of this Thesis only two will be addressed, viz.:

- **Critical Path Method:** According to Brennan (2000:14) and McGowen (1998:441), Critical Path Method is a management approach for service delivery planning, implementation and reporting. This Public Sector Management Technique calculates the earliest and latest start and finish date for service delivery activities and float (free time). Service delivery activities with no positive float are called critical, meaning that any delay in these activities will delay the completion of the whole processes. An example of a Critical Path Method is denoted in Figure 5.9 below.

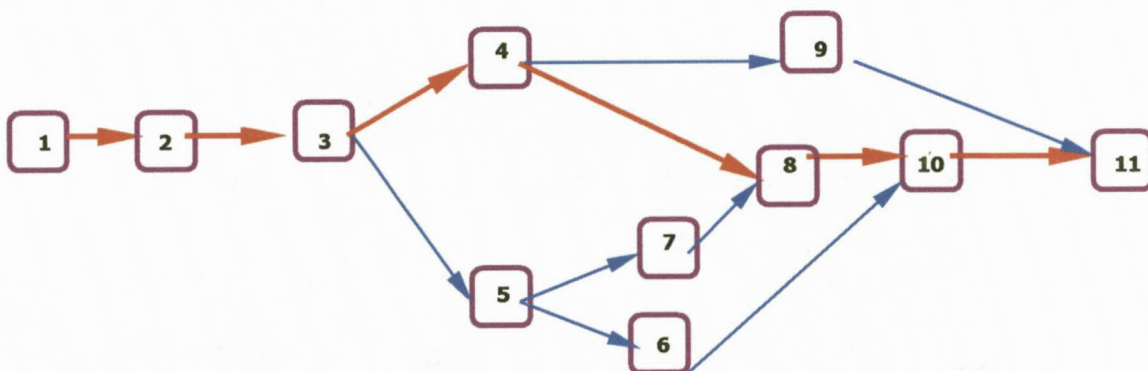


Figure 5.9 denotes a Critical Path as red arrows.

From the example in Figure 5.9, Turban and Meredith (1991:472) give an example of a critical path denoted by events 1-2; 2-3; 3-4; 4-8; 8-10; 10-11 as red arrows. All of these activities have either zero

slack or the same amount of minimum slack allocated to service delivery activities in the Social Network Programming plan.

Wiest **et al.** (1996:173) argue that, the Critical Path Method shows the interrelationship between appropriate service delivery activities and timing. Particularly the service delivery activity that is critical to the total time. This Public Sector Management Technique can be used for programming service delivery made up of a number of interdependent activities, where completion dates must be met punctually.

Achievement with this Public Sector Management Technique, according to Brennan (2000:14), is the understanding of activities public managers will have to push through to ensure the right service have been delivered on time. Activities that are critical to service delivery programmes are identified and more attention is paid to these activities. Public resources, in this regard are re-allocated to areas where they are needed the most and will have the most effective influence in terms of appropriateness and time.

- ***Programme, Evaluation and Review Technique:*** The Programme, Evaluation and Review Technique (PERT) is a management approach for large and complex service delivery programmes. It is made up of a number of interdependent activities indicated in Figure 5.10 and usually includes development and management of construction services (Waller **et al.** 1995:162). PERT provides public managers, with the understanding of where delays are likely, and what they will mean for the rest of the service delivery projects. The plans can be adapted to changing circumstances with delays and the reasons for them made visible (Bursk & Chapman, 1963:99).

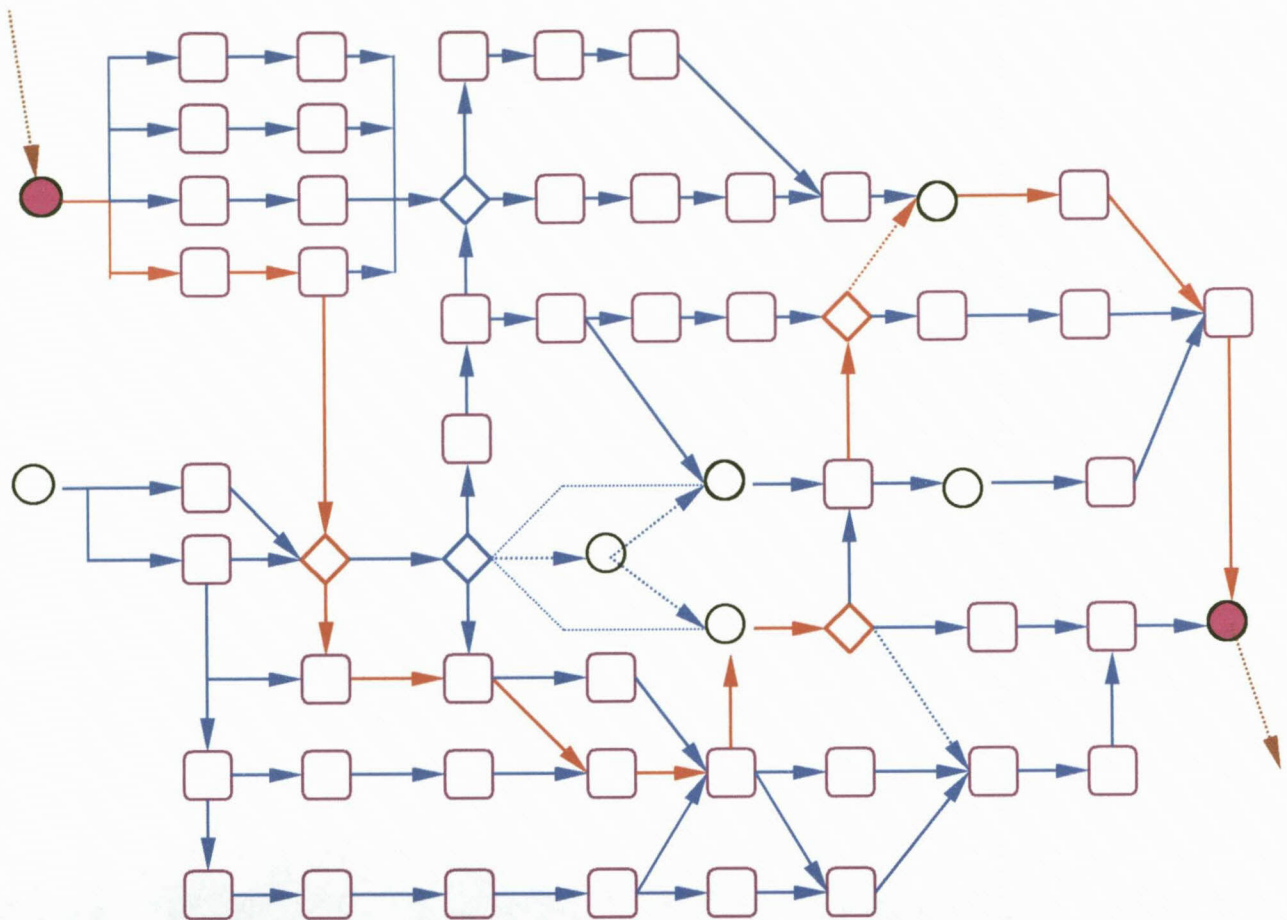


Figure 5.10 represents a Programme, Evaluation and Review Technique (PERT) of a large and a slightly complex government projects as indicated by Waller *et al.* (1995:162).

The discussion of the variations of Social Network Programming above, can be drawn in combination of the arrow network diagram; precedence network diagram; Interfacing network diagram; multi-level network diagram and probabilistic network diagram. The Gantt chart and the histogram, according to Sculley (1996:90-93), are accessory units of a complete Social Network Programme that enables public managers to understand the layout of public service delivery activities. These variations of network diagrams discussed above also enable public officials to understand the process of Social Network Programming in programming service delivery activities as discussed below.

5.3.2 The process of Social Network Programming for programming service delivery in public service organizations

Now that public managers and officials have a grasp of the variations of Social Network Programming, it becomes essential for public managers to familiarize themselves with the application of Social Network Programming, in order to know how to programme *timely* for the *progressive* delivery of public services, **viz.:**

- **Service programme statement and analysis:** Battersby (1982:2) states that the first and unavoidable step in Social Network Programming is to produce as clear an unambiguous statement of ***what is to be*** done and ***by when***. In the case of service delivery activities, where public service organizations decisions are to be implemented, such clear and unambiguous statements would contain tertiary schedules, agendas, plans, fiscal calendar programmes, timetable or docket for the year. These tertiary schedules, agendas, plans, fiscal calendar programmes, timetable and/or docket are linked to primary objectives of the National sphere of government and the secondary objectives of the Provincial sphere of government.

Holden and McIlroy (1970:24) advise that whatever government programmes are for example; meeting basic needs, such as job creation, restitution of land, housing, water and electricity supply, telecommunications, transportation, provision of a clean and healthy environment, nutrition, health care, and social welfare (ANC 1994:7) – an objective must be defined as well as establishing time and resource limits.

These government programme statements consist of short, plainly written, unambiguous statements of policy that are often very difficult, but are essential start in any collective service delivery process. Furthermore, programmes of public service organization should be analysed under the problem statement. This requires from public managers to investigate and ultimately formulate a report for undertaking these service delivery programmes. Turban and Meredith (1991:465), conclusively state that after

public managers consulted with all department heads, a list of all activities is agreed upon. Each service delivery activity is clearly defined and responsibility is assigned to the proper department head(s). After defining the programme, Social Network Programming could be initiated, with programme information acquisition and compilation (Pritsker & Sigal 1983:3).

- **Service programme information collection and analysis:** Once programme statement or objectives and limits have been set, public managers can proceed in collecting in-depth information. Service programme information constitutes accurate information about public service organization activities. This requires public managers to ask themselves (Sanders 1985:34):
 - **What** public service organizational objectives have to be achieved?
 - **What** must be done to achieve these objectives?
 - **When** must it be achieved?
 - **Who** is going to achieve these objectives?
 - **Where** will these objectives be achieved?
 - **What** public resources will be necessary?
 - **How** must these objectives be achieved to ensure the most effective delivery of services?

All public programme managers, who are involved in public service delivery, are required to strive co-operatively towards determining primary, secondary and tertiary objectives. They are further required to collect data pertaining to public service organization programmes in order to develop strategic plans for delivery public services. The researched data can be quantitative, qualitative or combinations of both quantitative and qualitative to ensure accurate time and progressive delivery of public services (Van Straaten 1984:173).

Public managers may assume that an objective may be defined as the desired state of affairs, that government programmes are supposed to bring

about (Kroon 1995:112). In this regard, the mission, service delivery plans, functions, activities and processes suggested by Gildenhuis (1993:435) are thoroughly broken down into its component parts and explained how these complex interrelated network of service delivery activities fit into one another. In addition, Woodgate (1977:50) suggests the best way of obtaining network information and at the same time achieving public management participation is to form an MBR team for the purpose of drawing the Social Network Programming plan. This means that, ideas relating to service delivery process must be sketched on chalkboards or large sheets of papers denoting responsibility matrix and public officials in charge. These ideas will later be turned into precise detailed networks by planning staff and offered to the public managers for approval.

- **Data processing:** Data processing is, and has been the basic requirement for public managers and public service organizations by means of which facts and figures are collected and assigned to meanings by act of manipulating data in some fashion. That is, converting complicated meaningless data into useful information. The data processing in Social Network Programming is undertaken in a similar manner as the Electronic Data Processing discussed in paragraph 4.2.4 of this thesis. Van Straaten (1984:174) view the collection and processing of data as a 'Macro-network' denoting a framework of the objectives of service delivery and can also serve as a communication medium that can be presented to CEOs and their executive public managers. The initial Social Network Programming, according to Van Straaten (1984:174), can be disjoined further into secondary Social Network Programming aimed at achieving the (secondary) objective.
- **Scheduling Social Network service delivery:** Upon determining the public service delivery objectives, Van Straaten (1984:174) charges public managers with the tasks of devising strategic Social Network Programming. He further advises that the crafting of government Social Network Programming should be chronological, consecutive and comprehensive in

nature in order to guarantee the effective attainment of service delivery activities. When crafting Social Network services, the public managers, according to Millers (1996:42) should keep the following basics principles in mind:

- The milestones that indicate a period as in Figure 5.2 or Figure 5.3 represent the beginning and the end of service delivery accomplishment when all other preceding activities have been achieved.
 - New service delivery activities cannot be initiated while preceding activities have not been accomplished, thus service delivery activities should be completed consecutively as denoted in the Social Network diagram.
 - The interrelationship between milestones of the network must clearly be indicated.
 - Once a service delivery activity denoted in a Social Network Programming circle or box has been completed, public managers should proceed to the next activity and not return to the previous activity.
 - The duration for completing each activity in a Social Network Programming must be indicated clearly.
- **Charting effective service delivery activities:** According to Morris (1995:67) public managers should be aware that no conventional way of constructing a network exists while Millers (1996:45) also confirms that public managers in Social Network Programming do not have to be conventional but that methods must exist. To construct Social Network Programme, public managers must start by viewing an activity as an arrow (arc = jobs) between two events (boxes). The arrow points in the direction of the time flow, but its length is not related to the duration of the activity. The number, 1 circled in front of the arrow as shown in Fig 5.10, is the event that precedes that activity and the number that circle after the arrow, 2 is the succeeding event (Turban & Meredith 1991:466).

The construction of the Social Network Programming, according to Turban and Meredith (1991:467), continues in the same manner. That is, out of event 4, succeeding service delivery activities *e* and *f* are extended. Out of event 5, the succeeding activities *g* and *h* are also extended, and out of event 6, the succeeding *i* is drawn. Out of event 7, the succeeding activity *k* is drawn, Out of event 8, the succeeding activity *j* is drawn. Out of event 9, the succeeding *i* is drawn. Out of event 10, the succeeding activity *m* is drawn and finally joint to event 11. The diagram grows to the right until all service delivery activities and events are depicted as a Social Network Programming (Turban & Meredith 1991:467).

- **Determining service delivery duration:** The next step in Social Network Programming is the determination of the duration of service delivery Activities. This assists in calculating the beginning and completion of the activities and involves the following:
 - ***Expected duration of service delivery activity (Te):*** According to Burman (1972:74) a fair approximation of the average duration known as the 'expected duration' (Te) is usually indicated by the following formula:

$$T_e = \frac{T_o + 4T_M + T_p}{6}$$

Where:

T_e = **Expected duration:** Refers to the time for completing a specific activity of service delivery if nothing at all goes wrong.

T_o = **Optimistic duration:** Refers to the time required if nothing at all goes wrong with the activity of delivery of public services.

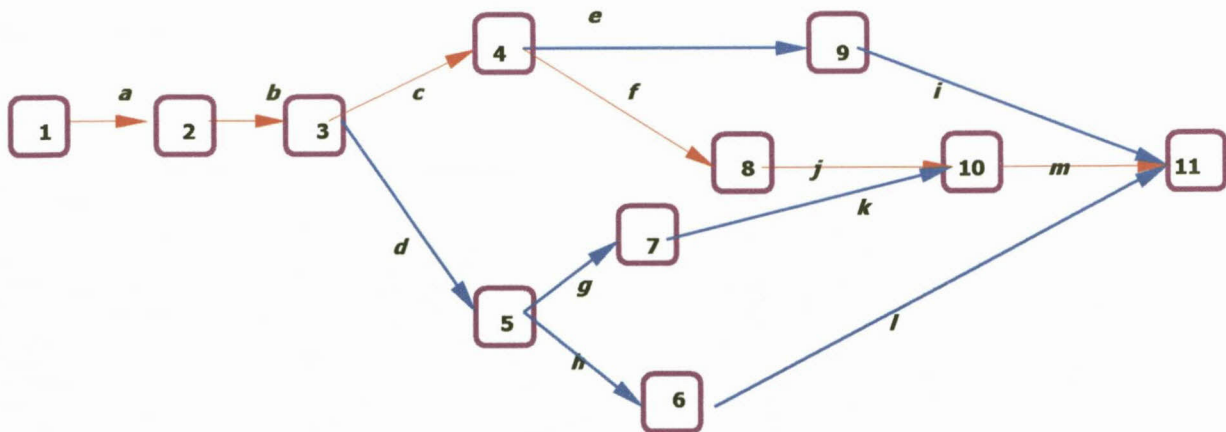


Fig 5.11 denotes preceding and succeeding events

Derived from the example of public policy-making in Figure 5.3 (Precedence network) and Figure 5.4 (Gantt chart), the activity between event 1 and 2, in Figure 5.11 is labelled **a**. It can also be labelled 1-2. The construction of a Social Network Programming starts with event 1, which represent policy initiation, the first activity, **a**. This will always be the activity that does not require any preceding activity. It is placed at the left side of the diagram, the event before this activity is marked 1, and the one after it, is marked 2, that represents agenda-setting (Turban & Meredith 1991:467).

Next, Figure 5.10 shows that activity **b**, **c** and **d** must all be preceded by activity **a**, whose conclusion is event 2. Therefore, all of these activities can start only after 2 have occurred. This is shown in Figure 5.10. At the end of each activity, a number is assigned to designate the forthcoming event. The assignment of number 3; 4 and 5 is made as the Social Network Programming progress from left to right. The diagram also shows that activities **c** and **d** can be conducted simultaneously, but none can start until activity **a** and **b** has been completed. Note that activity **c** was placed above activity **d** in the diagram. This was done merely as a matter of convenience for drawing the remaining diagrams (Turban & Meredith 1991:467).

T_m = **Most likely time duration:** Refers to the time, which would mostly often be achieved if service delivery activities were carried out repeatedly.

T_p = **Pessimistic duration:** Refers to the time required if everything goes wrong with public service delivery activities.

The duration time of public service delivery activities is the shortest time in which specific public service should be delivered. This is determined by calculating the sequences of activities known as the Critical Path indicated as red arrows in a Social Network Programming diagram. In order to determine the duration of Social Network Programming, Dyer (1999:45) states that a forward pass must be carried out, that is:

- Start from the left of the arrow diagram. That is, the first event of service delivery activity **a** as indicated in Figure 5.11.
- Give the first event a time, 0. Dyer (1999:45) further warns public managers that this does not mean all emergent activities must start at time 0.
- Proceed to reach in order and calculate the earliest possible time at which the event can occur. Public managers must note that if several public service delivery activities lead to an event, the earliest time is fixed by the longest chain as indicated in Figure 5.10 in red arrows or event 1-2, 2-3, 3-4, 4-8, 8-10, and 10-11.

If event **1** is at day 0 and a duration of 4 days, then event **2** has a duration of 6 days, thus an earliest time of event **1** (4 days) + event **2** (6 days) = 10 days. Event **3** has a duration of 8 days, an earliest time of 10 + 8 days = 18 days (activity **b**). Event **3** has two chains splitting, *viz.*: Event **4** with duration of 4 days, an earliest time of 18 + 4 = 22 days (activity **c**) and event **5** with duration of 3 days and an earliest time of 18 + 3 = 21 days (activity **d**). Event **6** has a duration

of 2 days and an earliest time of $21 + 2 = 23$ days (activity h). Event **7** has a duration of 1 day and an earliest time of $21 + 1 = 22$ days (activity g). Event **8** has a duration of 12 days and an earliest time of $22 + 12 = 34$ days (activity f). Event **9** has a duration of 4 days and an earliest time of $22 + 4 = 26$ days (activity e). Event **10** has a duration of 12 days and an earliest time of $34 + 12 = 46$ days (activity j). Finally, Event **11** has three activity chains leading into it, viz.:

Activity (i): 26 days + 2 days duration time from event 9 to event 11
= earliest time of 28 days.

Activity (m): 46 days + 10 days duration time from event 10 to event 11
= earliest time of 56 days.

Activity (l): 23 days + 2 days duration time from event 6 to event 11
= earliest time of 25 days.

Event 11 determined the earliest time through the longest chain indicated by (m), which has a combined duration time of 56 days. Hence, the earliest time for event 11 is 56 days.

- ***Latest duration estimation of service delivery.*** Dyer (1999:47) calculates the latest possible occurrence time for any event in terms of service delivery by subtracting the final event of a preceding event from a succeeding event. The formula for this calculation is as follows:

$$T_L = T_e (\text{Duration time of succeeding event}) - T_e (\text{Duration time of preceding vent})$$

By latest duration of activities, Currie and Maxwell (1999:113) as well as Dyer (1999:47), refer to the latest possible time at which an event can take place without jeopardizing the total service delivery time calculated as the longest chain leading into the events where calculations are being made from the right. Taking Fig 11 as an example, event 11 has a latest time of 56 days while event 10 has a latest time of $56 - 12$ days equals to a latest time of 44 days.

Public managers must bear in mind that the Critical Path of a Social Network Programming is the path whose arrows network activities moves from the starting event to the end event. The duration time between the starting event and the ending event is not less than that of any other path between the same two events (Currie and Maxwell 1999:104). While Dyer (1999:46) states that by carrying out a backward pass, Critical Path can be isolated. This implies that the earliest event time for the final events and the latest event time for the first event must be equal to the earliest event time for the first event.

For event 1 and event 11, the earliest and latest time coincide, thus the Critical Path lies along those activities whose earliest and latest times for the tail events and for the head events are the same, and whose duration times are equal to the difference between the head and tail event times (Dyer 1999:48).

- ***Floats and slack times.*** After the duration time for public service delivery Social Network Programming has been determined, earliest and/or latest spare times in most public service delivery are available. Each activity in a Social Network Programming should be completed within the threshold of the earliest start time and the latest finish time. As long as the activities are completed within these limits, the service delivery activities will be finish on time. When the time difference between two limits exceeds the duration required for an activity, there is obviously some spare time available either before the start or after the finish of the activity. This spare time is known as float (Van Straaten 1984:181).

Van Straaten (1984:182) identifies various float times in which Zawacki **et al.** (1997:425-427) define and argue about these float times as follows:

- **Total float:** The time by which an activity can expand within the limits of its earliest start date and latest finish date is called total float. If total float is utilized at the planning stage, the activity will become critical and no float will exist for the public manager to use. Zawacki **et al.** (1997:426) state that from Figure 5.11, the earliest possible time that activity 6 can start is day 22, while the latest time service delivery activities can finish is day 44. Thus, there are 22 days available for effective service delivery of public service organizations in activity 6. To complete activity 6 it is only necessary to utilize ten of these days. Therefore, the maximum available float is $22 - 10 = 12$ days. This is known as total float.

- **Free float:** This is the float that, if utilized, can only affect previous activities. If it is absorbed in the planning stage, then the float of earlier activities may be reduced. However, it may be used during the progress of a project without fear of altering any other float (Zawacki **et al.** 1992:425). Using the principles explained above, it could be calculated from Figure 5.11 that activity 8 has a total float of 18 days and that activity 10 has a total float of 8 days. Now public managers will consider the effects of the full use of the total float of one activity on the floats of previous or subsequent activities. If activity 8 is completed as late as possible, that is, on day 52 in Figure 5.11, then activity 10 cannot start until day 52 and it will have a reduced float of $62 - 52 - 6 = 4$ days. Therefore, although activity 8 has a total of 18 days, only 14 of these days may be used without affecting subsequent activities. This is known as free float, that is, it may be fully utilized without affecting subsequent activities (Zawacki **et al.** 1997:427).

- **Independent float:** Independent float is float time that can be utilized without affecting any other activities in the

network, either previous or subsequent. Furthermore, Zawacki **et al.** (1997:426;427) state that situations are possible where the complete utilization of float affects neither preceding nor subsequent activities and in these cases the float is known as independent float.

- **Slack float.** When the time required to complete an activity is greater than the time allowed, the difference between the two is negative float. This, according to Zawacki **et al.** (1997:426), will appear only when external conditions are imposed on the Social Network Programming. If specified start and finish dates may be imposed on a particular activity and found impossible to complete the activity within these dates, negative float will result and thus have the effect of making these activities more critical.
- **Presenting the Social Network Programming programme for approval:** Once the Social Network Programming for service delivery has been completed public officials should maintain contacts with their superior managers by detail reporting and accounting on the progress made for service delivery. This will pave the way for obtaining approval. The report process, according to Cosby (1998:89), should contain:
 - the Social Network Programming activities of service delivery;
 - relative costs in public resources and overheads of the Social Network Programming for delivering services, as well as the envisaged costs improvement in service delivery;
 - the costs of involved service delivery, including the costs of all necessary public resources needed to produce these goods and services; and
 - executive actions required from the management to implement the Social Network Programming of service delivery.

Before the Social Network Programming reports and schedules are finally submitted, they must first be discussed with the departmental heads. If the costs of the scheduled service delivery are involved, such as the purchase of the six categorized public resources or if complete agreement cannot be obtained from everyone concerned, the matter may have to be decided on by executive public managers. In this case, it is almost certain that public officials responsible for service delivery will be called upon to justify all public programme costs estimations involved (O'Conner 1992:27).

If capital investment is involved to any extent and related to service delivery, public officials concerned will have to be able to convince doubting participants, often non-technical, that it will really be justified. Great care must be taken in scheduling and preparing such service delivery and estimates, since a failure to live up to them may damage both public officials' and public service organizations' reputation and that of the service itself. If it has been determined that the report and service delivery schedules are useful and ready for implementation, the service delivery activities may proceed on the authority of the executive public management; departmental heads and/or operational public management (Cosby 1998:89; O'Conner 1992:27).

- **Public resources allocation for service delivery:** For any Social Network Programming to be implemented with success, adequate public resources are required and would consist of the following (Schullman 1995:119-128):
 - ***Allocating authoritative (legitimate) resources:*** Legitimate resources would amount to the delegated authority of programme managers to undertake service delivery activities, where McClelland and King (1975:304) argue that in defining legitimate resources, requires the determination of how much Social Network

Programming authority must be delegated? This may amount to the following:

- *Formal line authority:* Which is the programme manager's right to command, act or direct any delegated Social Network Programming, based on some enforceable contract.
- *Staff Authority:* This can be regarded as the legal authority of personnel members to assist advice and counsel the line officials to whom personnel members report, but they do not have the right to command or direct.
- *Functional authority:* This is a legal right to act with respect to specific activities or processes.

In terms of these authoritative resources, public managers may as well think of them as organization parameters. Thus, to legitimate public managers within public service organizations, organization responsibility matrix and the public sector service delivery networks, involves the maxim of '*delegatus delegare*' where Social Network Programming programmes are handed down to subordinates in another service delivery system. Such legitimacy or delegated authority, according to Roux **et al.** (1997:95-96), is based on the mandate or instruction principles of decentralization and de-concentration of service delivery in the various public service organizations.

- ***Allocating financial resources.*** Gildenhuis (1993:509-534) identified several budgeting systems according to which allocation of funds can be undertaken, such as, performance budgeting; item budgeting; multi-year budget system; zero-based budgeting systems and single year budgeting systems.

In this regard, Merton (1997:56) regards financial resources as the most significant means of attaining Social Network programmes objectives in the sense that, they are powerful tools for Social

Network Programming managers where financial resources information such as cost and sales on buildings, machinery and equipment, labour, raw materials (natural resources), depreciation, overhead cost, working capital production cost and expenses sales or benefit enjoyed by the community.

As such, planning programme budget systems can serve as policy information according to which decision-making, by public managers, in the context of selecting the most effective, efficient and economic means of realizing the community programmes for maximum benefit. These financial resources must be defined in order to serve as a guideline according to which the financial constraints of Social Network Programming must operate.

- ***Allocating Information resources.*** To facilitate effective public management decisions on Social Network Programming, information such as programme background, total resources needed, performance indicators or measurement/standards reports, project procedures, schedules, plans, interrelating department networks, must be submitted to the relevant Social Network Programming managers. Hence, Oxenfeldt (1979:7) stated that such information resources must be accurate, timely, comprehensive, validated, reliable, concise, relevant, mutli-dimensional and aesthetic in nature, to qualify for quality decision-making by public managers (see paragraph 4.2.4 of this thesis).
- ***Allocating organizational resources.*** Organizational resources refer to public resources such as vehicles, machinery, equipment, stationery, office building and land. To facilitate the decision-making process of public mangers on what is needed to accomplish the pre-determined Social Network Programming objectives organizational resources are a necessity.

- ***Allocating human resources.*** Human resources refer to professionals, skilled, semi-skilled and unskilled personpower. In the context of Social Network Programming, these varieties of personpower, in most cases, is supplied by human resources departments in conjunction with the various departmental human resources managers.

The suggestion of Bekker (1996:154) 'It is often possible and desirable to utilise local labour for labour-intensive programme...' clearly define or identify the pool of human resources from which public managers should make use of when implementing Social Network Programming to accomplish determined objectives. Bekker (1996:154) cautions the public managers to handle the issue of identifying such human resources from the local pool and insist on the constant participation of citizen whether it is in the form of complaints, planning or evaluating statements pertaining the respective Social Network Programming concern.

- ***Allocating natural resources.*** Natural resources, in the context of Social Network Programming, are the scarcest public resources. Such public resources consist of minerals; gas; energy; electricity; oil; chemicals; land; consumable chef-d'oeuvre (food) water, even time itself and are made available to humans by nature (Du Toit & Van der Waldt 1997:25).

These natural resources are unique that once lost it cannot be replenished at all. Hence, those natural resources, required for a specific Social Network Programming must be identified and clearly quantified to ensure that public managers utilize them as sparingly and economically as possible. Furthermore, means are devised to control the utilization of these resources and elimination of waste as well as preservation measures for the future generations.

- **Implementing service delivery programmes by means of the Social Network Programming tool:** The first step towards network implementation in any well-managed public institution is the issuing of an authorization document. Entitled 'Programme or Project authorization' or perhaps 'Work order', this document carries essential data that define the levels of expenditure authorization needed for multi-level and sectionalized departmental and purchasing cost budgets, planned start and finish dates, details of the citizen's needs, pricing information, invoicing and delivery instructions (Lock 1993:322).

In terms of the approval phase, this implies that the most important item on a programme authorisation is the signature of an authorized chief managing director of a public programme at a senior level post. This is the signal that the project has been properly approved and authorized and that work performance can precede at full scale.

- **Controlling and monitoring Social Network Programmes:** At an implementation stage, the operational administrators are steered by their immediate supervisors. The sequential progress of the work performance is monitored in according to the diagrammatic representation of Social Network Programming. Deviation is corrected, resources are re-allocated, and delayed time is expedited or adjusted to meet the due date. Administrators are also enabled to control the resources and the progress of the work performance undertaken.

5.4 CONCLUSION

This Chapter has focused on the appropriateness, co-ordination, timely and progressive delivery of public services by the application of selected Public Sector Management Techniques for effective service delivery in public service organizations, **vide:** Management by Results and Social Network Programming. In the context of Management by Results, different groups of service delivery

strategies were identified as General MBR, Individual MBR, Supervisory MBR, and Group MBR.

Furthermore, this chapter has addressed the reasons why Management by Results needs to be applied in public service organizations. This includes a discussion on the process of going about in applying this particular Public Sector Management Technique for effective service delivery and ends with the available MBR strategies that can be applied according to organizational needs and levels of objectives to be achieved by the public. To enhance the achievement of desired results, application of MBR need to be integrated with the application of Social Network Programming.

This Public Sector Management Technique emphasizes the quantification of public time and monitoring of progress made. These two Public Sector Management Techniques combined, emphasize – both in the public and private sector – a minimal public resources contribution for a maximum quality goods and services results, timely and appropriateness of public service delivery.

The next two Public Sector Management Techniques are discussed in chapter 6 and focus on the application for productivity improvement of service delivery in public services. These two Public Sector Management Techniques constitute Performance Management Systems (PMS) and Service Quality Management (SQM).

CHAPTER

6

APPLICATION OF SELECTED PUBLIC SECTOR MANAGEMENT TECHNIQUES FOR
PRODUCTIVE SERVICE DELIVERY IN PUBLIC SERVICE ORGANIZATIONS

Productivity theory by itself has little value unless it is applied, unless it is translated into results, and unless it improves performance.

- Preston, L.T. -

6.1 INTRODUCTION

The productivity movement has been around for over 50 years. Currently a number of techniques, methodologies, and strategies have been written and developed to improve productivity in public as well as in private sector organizations. The term 'productivity' seems to be interpreted differently in different organizations and countries. This productivity phenomenon, to some managers, means that productivity management techniques are no longer in fashion, yet for over 50 years they were regarded as essential to the process of analysing and improving productivity in organizations.

Due to the complexity of productivity improvement in public service organizations, most public officials use efficiency and effectiveness as a substitute to manage productivity. Chapter 3 of this thesis indicates that efficiency, effectiveness and productivity are managed separately. Furthermore, to manage productivity, requires public managers and officials to understand that productivity improvement is affected by many factors. Such factors may be related to general and specific public management environments, the Public Sector Management Techniques used and how it is undertaken, the understanding of the relationship between productivity management and the management of public resources are explained in paragraph 1.6.3 of this thesis. This also includes public officials' technical-, conceptual-, interpersonal-, implementation- economic and business- negotiation-, communication-, decision-making- and management skills. Some of these factors are controllable, some unpredictable, some critical, some trivial, and some short ranged.

Chapter 3 of this thesis explains that terms such as '*performance*', '*results*' and '*outcomes*' can be viewed as *elements of productivity*. These elements, therefore, can be summarized as *getting more* positive results or outcomes *for less* public resources input, through strategically planned work performance. A basic pre-requisite for productivity improvement in public service organizations is that performance achievements and public resources consumed must be measurable while a level of quality service delivery at affordable charges are maintained (Cox & Blake 1991:52).

To improve productivity requires the evaluation of public officials work performance, continuous improvement of public services, and the setting of public officials' performance standards, as discussed in paragraph 3.4.4 of this thesis. In this chapter, two Public Sector Management Techniques are selected for discussing the improvement of productivity during the process of service delivery in public service organizations. Firstly, Performance Management Systems (PMS), which focuses on evaluating and improving public officials' behaviour and personality traits, work performance, comparative outcomes analysis and personnel results.

The second Public Sector Management Technique being Service Quality Management (SQM) for continuous improvement of service delivery by means customer focus, process improvement and public participation. Thus the application of Public Sector Management Techniques for productivity during service delivery in public service organizations will start with the application of Performance Management Systems.

6.2 APPLICATION OF PERFORMANCE MANAGEMENT SYSTEMS TO PROMOTE PRODUCTIVITY IN PUBLIC SERVICE ORGANIZATIONS

Performance Management Systems in public service organizations can be used to enhance public officials' performance. Performance Management Systems, as a personnel- and performance oriented tool, focuses both on the individual performance of public officials and the public service organization itself. It relates to the situations in which public officials interact with each other (Schiff 1990:22).

Schiff (1990:23) further maintains that Performance Management Systems are Public Sector Management Techniques that enable public officials who work in public service organizations to plan and control their service delivery activities better. This Public Sector Management Techniques also enforce a learning culture in which public officials learn from their mistakes and be more productive. Furthermore, Public Sector Management Techniques co-ordinate those service delivery activities of public service organizations with the work of other public and private organizations with which they interact.

Hence Jones **et al.** (2000:379) view Performance Management Systems as the evaluation of public officials' service delivery processes and their contribution to public service organizations. Public management feedback is the process by which public managers share Performance Management Systems information with their subordinate officials. Here, the managing officials give subordinates an opportunity to reflect on their own performance and development.

Keller **et al.** (1992:419) suggest that before public managers can initiate the improvement of organizational performance, results and public satisfaction, they must analyse the variations of Performance Management Systems. As such, the following paragraph discusses the variations of Performance Management Systems in public service organizations and provides two simplified examples of Performance Management Systems.

6.2.1 Variations of Performance Management Systems

According to Jones **et al.** (2000:367), Performance Management Systems are appraisal methods that focus on the evaluation of public officials' traits, behaviour and results. Whereas Ohlsons (1993:314) identified ten most widely used appraisal methods. Ohlsons, further maintain that these methods are treated as if they are used singly. In actual practice, their features are combined to meet the evaluative needs of public service organizations. These variations of Performance Management Systems consist of the following (Ohlsons 1993:315):

- **Performance Management Systems that focus on public officials' behaviour and personality:** Under Performance Management Systems of public officials' behaviour and personality, various authors identify various Performance Management Systems that focus on evaluating public officials' behaviour and personality traits. These are discussed as follows:
 - ***Public official traits appraisal:*** Traits appraisal system, according to Kekom (1997:317), is the most widely used performance evaluation technique. The evaluator is presented with a series of traits or behaviour related characteristics on a scale and asked to rate employees on each of these traits. Examples of performance traits, according to Nanry (1988:459), are leadership, communication, initiative, dependability, co-operation and personality. This appraisal system reaches for public official qualities that are known to be important in getting productivity results, and it recognizes that all public service organizations require certain characteristics to make service delivery processes a success. Such characteristics can be correlated with the Batho Pele principles stipulated in the White Paper on the Transformation of Public Service (RSA 1995). A traits appraisal system can, for example, be used to determine the leaders and management skills of a public official for the purpose of promotion to a managerial level.
 - ***Public official essay appraisal:*** The essay appraisal is not a widely used behaviour and personality appraisal. It is one or more paragraphs about the public officials' strengths, weaknesses, opportunity, threats and behaviour related to a public service organization. The information is deemed necessary by the evaluator in order to justify salary increases, promotions, demotions, or service termination. This appraisal system allows thorough evaluation of service delivery activity factors that are vital for the employment of executive public managers (Kekom

1997:319 and Nanry 1988:460). As an example, middle managers could be requested by executive public managers to give a written essay report on how far an operational public manager has achieved the expected organizational results. They will have to include any shortcomings, problem, strength and weaknesses as well as support needed or received.

- ***Public official 'due process' appraisal.*** The 'due process' appraisal method requires a series of descriptive and quantitative statements that represent standards of productive behaviour during service delivery activities. Examples of 'due process' appraisal traits, according to Nanry (1988:461) are absenteeism, tardiness, alcoholism, and violation of rules covering, for example, coffee breaks, safety and in-subordination. This appraisal method enables managing public officials to control behaviour activities directly related to civil and individual rights litigations or 'due process' procedures. This particular appraisal system is undertaken as a measure to collect information for disciplinary actions against public officials.
- ***Public official behaviour anchoring.*** Behaviour anchoring means replacement of the words, 'excellent' or 'average' in performance grades with short descriptions of actual service delivery behaviour. For example, in the rating of compatibility, the grades of 'excellent' and 'poor' might be replaced with the behavioural anchors 'inspires others to work with' or 'assist co-workers' and 'does not work well with or assist other' (Kekom, 1997:325). The behaviour anchoring appraisal evaluator can be prevented from being lenient or over-generous. It can also prevent them from rating every public official 'average' and reduce the evaluators' halo effect (Nanry, 1988:463). The behaviour-anchoring appraisal can be used to determine or

improve the public official's willingness to learn, assist, develop themselves, participate and initiate new ideas.

Figure 6.1 indicates a simple Performance Management System sheet that evaluates public officials' behaviour and personality traits. This may be configured to suit a particular public service organization for a specific behaviour and personality trait. The numbers of questions asked are not necessarily limited to 20 questions.

- **Performance Management Systems that focus on public official work performance:** In the context of Performance Management Systems of public officials' work performance, the following performance evaluation techniques are identified and discussed as follows (Ohlsons 1993:14):
 - ***Public official critical-incident appraisal:*** The critical-incident appraisal system attempts to observe and record both positive and negative factual incidents or behaviour of public officials. The incidents are recorded daily in a logbook so that they are not forgotten. These incidents or behaviour are recorded as outstandingly good or extremely poor (Kekom 1997:327). This record is often termed the 'Black book'. This type of appraisal is usually favoured in public school situations or police service organizations. In the context of public service delivery, the critical-incident appraisal system can be used at all public service organizations to determine public official's conformance in practicing the Batho Pele principles stipulated in the White Paper on the Transformation of public service (RSA 1995).

BEHAVIOUR AND PERSONALITY APPRAISAL FORM	
THE DIRECTOR: PUBLIC HUMAN RESOURCES DEPARTMENT OF LABOUR P.O. Box 12345 PRETORIA/CAPE TOWN	
Tel: Fax: E-Mail:	
<hr/>	
PERSONNEL No: DEPARTMENT: OCCUPATIONAL CLASS HIGHEST QUALIFICATION: DATE OF APPOINTMENT:	SURNAME & INITIALS: MANAGEMENT AREA: RANKS: SALARY LEVEL: SUPERVISING MANAGER:
<hr/>	
RATING SCALE:	
Outstanding	5
More than satisfactory	4
Satisfactory	3
Less than satisfactory	2
Unsatisfactory	1
<hr/>	
1. S/he work best at her/his own 2. S/he works best when others people or events set the pace 3. Overcomes obstacles to achieve goals 4. Meets deadlines 5. Leads by example 6. Handles pressure situations 7. Argues well in a team 8. Tolerates to be disliked 9. Asks for help when needed 10. Does not ask for help when needed 11. Does not tolerate to be disliked 12. Is overawed by high status outsiders 13. Is not overawed by high status outsiders..... 14. Friendliness towards clients & personnel 15. Courtesy towards clients & personnel 16. Exhibit authoritative type of leadership 17. Exhibit democratic type of leadership 18. Exhibit participatory type of leadership 19. Exhibit <i>laissez faire</i> type of leadership 20. Practices Batho Pele principles	

Figure 6.1 indicates a simple appraisal form for assessing public officials behaviour and personality traits. (Adapted from Ohlsons, 1981:47)

According to Reckham and Morgan (1990:117), examples of the critical-incident appraisal would include public officials' disastrous experience with customers and hostilities. The supervising public manager records the incident, therefore, recorded incidents that are never known are available for references and can be used to counsel public officials.

- **Public official standards of performance:** Like any organization, public service organizations are greatly interested

in standards of performance. The use of a Performance Management System requires a series of descriptive and quantitative statements that represent standards of productive service delivery activities. It requires specification of the level and consistency of effort necessary for productive service delivery. In this regard, subjective judgements are minimal (Rackham & Morgan 1990:117). Figure 6.2 indicates a simple appraisal form for assessing public officials work performance. This can be configured in accordance to organizational need for specific quality in public officials.

- **Performance Management Systems that focus on public official comparisons:** These Performance Management Systems focuses on public officials' comparisons, the following performance appraisal systems are identified (Argenti 1998:39), **viz.:**

- ***Public official ranking appraisal:*** This approach recognizes that public officials must, at some point, be compared with other public officials, especially when limited wage increase are going only to be given to some of the public officials who deserve them. Supervising public managers are requested to choose the 'most valuable' and 'least valuable' options. This appraisal provides a comparative analysis concerning public officials who work for different departments and supervising public managers. It allows an overall judgement that includes additional facts and impressions. This appraisal mostly used for rightsizing purpose.

WORK PERFORMANCE APPRAISAL FORM THE DIRECTOR: PUBLIC HUMAN RESOURCES																																											
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RATING SCALE: <table style="width: 100%; border: none;"> <tr> <td style="width: 80%;">Out standing</td> <td style="text-align: right;">5</td> </tr> <tr> <td>More than satisfactory</td> <td style="text-align: right;">4</td> </tr> <tr> <td>Satisfactory</td> <td style="text-align: right;">3</td> </tr> <tr> <td>Less than satisfactory</td> <td style="text-align: right;">2</td> </tr> <tr> <td>Unsatisfactory</td> <td style="text-align: right;">1</td> </tr> <tr> <td>Not applicable</td> <td style="text-align: right;">N/A</td> </tr> </table>		Out standing	5	More than satisfactory	4	Satisfactory	3	Less than satisfactory	2	Unsatisfactory	1	Not applicable	N/A																														
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<table style="width: 100%; border: none;"> <tr> <td style="width: 80%;">1. Overcomes obstacles to achieve goals</td> <td style="border-bottom: 1px solid black; width: 20%;"></td> </tr> <tr> <td>2. Meets deadlines</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>3. Handles pressure situations</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>4. Learns with ease and is quick to understand work</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>5. Complete tasks independently and efficiently without assistance</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>6. Identifies, understands & timely solves problems</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>7. Organizes work to obtain maximum productivity with minimum time & energy ...</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>8. Voluntarily devotes time & energy, even after work hours, to work</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>9. Quality of work</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>10. Work pace</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>11. Resists change</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>12. Expects you to initiate & solve problems</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>13. Complains about overwork and difficulty of the job</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>14. Comes up with alternative approaches & solutions</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>15. Knows the work</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>16. Arrives at work punctually</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>17. Leaves work punctually</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td>18. Best at: Planning</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td style="padding-left: 20px;">Conceptualizing.....</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td style="padding-left: 20px;">Attending to details</td> <td style="border-bottom: 1px solid black;"></td> </tr> <tr> <td style="padding-left: 20px;">Self-discipline</td> <td style="border-bottom: 1px solid black;"></td> </tr> </table>		1. Overcomes obstacles to achieve goals		2. Meets deadlines		3. Handles pressure situations		4. Learns with ease and is quick to understand work		5. Complete tasks independently and efficiently without assistance		6. Identifies, understands & timely solves problems		7. Organizes work to obtain maximum productivity with minimum time & energy ...		8. Voluntarily devotes time & energy, even after work hours, to work		9. Quality of work		10. Work pace		11. Resists change		12. Expects you to initiate & solve problems		13. Complains about overwork and difficulty of the job		14. Comes up with alternative approaches & solutions		15. Knows the work		16. Arrives at work punctually		17. Leaves work punctually		18. Best at: Planning		Conceptualizing.....		Attending to details		Self-discipline	
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Figure 6.2 indicates a simple appraisal form for assessing public officials' work performance. (Adapted from Ohlson, 1981:46)

- **Public official forced-choice appraisal:** Argenti (1998:47) maintains that forced-choice appraisal is designed to reduce the bias and prejudices of the evaluator by setting standards of comparison among public officials. The evaluator is requested to choose from categories of statements those that accurately fit the individual public official being rated. In addition, the evaluator is forced to select statements that least fit the 'evaluatee'. The

statements are then weighted or scored. Public officials with high scores are, by definition, the better employees. When the forced-choice appraisal system is used, high degrees of reliability is possible by repeating the appraisal and compare the results over a period of time. This Public Sector Management Technique tends to be more objective, since the evaluator does not know the scoring (Argenti 1998:47-48). An example of a forced-choice appraisal where the rater rates the ratee without using too much of the term 'poor'; 'average'; 'good' and 'excellent'.

- *Public official training simulation appraisal.* Training techniques that are commonly used are simulations, workshops and conferences. The simulation technique uses videotapes, showing a rater that makes errors and allows them to share their experiences and new knowledge among one another within a workshop environment. Regarding development, the developers are asked to provide examples of their knowledge and experience that illustrate evaluation errors. The other groups of ratees then identify the types of errors and discuss them. In addition to training skills, some attitude development is desirable. According to Argenti (1998:49), ratees who feels that evaluation is a silly waste of time – a meaningless routine chore – will most likely achieve low appraisal results.

In a training simulation, an individual public official is given a specific task to accomplish in a real situation. The appraisee is compared with other public officials who undergo the training simulation. This would provide a closer evaluation of real performance even under simulated conditions. Also counselling and correction can be done in a training experience. Video feedback tapes give the appraisee a better understanding of the problem (Argenti 1998:49).

- **Performance Management Systems that focus on public official results:** Jones **et al.** (2000:368) maintain that with results appraisal, public managers appraise productivity in terms of results or the actual outcome of service delivery behaviour. The managers of a specific department use service delivery results appraisal to evaluate public officials' productivity. It does not matter which behaviour public officials use to render goods and services as long as they delivery the desired services to the community. If service delivery is not as desired or unsatisfactory, however, the public manager concerned can give public officials performance feedback concerning services that are unproductive.

Now that public managers are aware of at least four variations of Performance Management Systems and their sub-variations, the process of Performance Management Systems can be developed and applied in accordance to these public managers' unique departments. This is discussed next.

6.2.2 The process of Performance Management Systems to enhance productivity in public service organizations

In order to undertake the process of improved service delivery by the application of a Performance Management System, several steps have to be followed. According to Jones **et al.** (2000:377), none of these sequences ought to be changed, but can be modified to suit a specific organization, **viz.:**

- **Establish a service delivery appraisal development committee:** Such a committee consists of representatives from the ranks of public managers (raters), subordinate public officials (ratees), or knowledgeable consultants for validation of collected information. This, to some extent, requires that public managers or personnel responsible for service delivery appraisal must gain public officials' agreement by providing them with public service organizational policies, the procedures of service delivery, and the evaluative measures that will be used to appraise their work performance (Flanagan 1994:13). Information regarding appraising service delivery

within specific public service organizations is shared with subordinate public officials. This is to ensure that public officials who are to be appraised, are not taken by surprise when these appraisal systems is applied.

- **Decide on the purpose(s) and objectives of Performance Management Systems:** Based on the analysis of the variations of Performance Management Systems discussed previously, the committee members established in the first step of the process of Performance Management Systems, will have to identify what the appraisal system is going to be applied and determined what this appraisal system intended to achieve. If several purposes of Performance Management Systems were adopted for service delivery reasons, a priority ranking must be made in order to reduce the degree of uncertainty in performance improvement by specifying the who-what-when-how of public managers' behaviour as stated by Luvuno (1999:7-8). The purpose of Performance Management Systems, therefore, leads to the development of performance objectives in which, Edis (1995) and Sloma (1980) cited in Masukela (1999:27) explain objectives as statements that describes the conditions envisage when a certain manner of performing a job is undertaken. It involves reaching a goal or achieving some results, to a given standard within a given period, within defined constraints and public resources. Objectives or goals not only stipulate what is to be achieved or why it has to be achieved, but also how it has to be achieved by individuals.

As such, a Performance Management System describes why a key area of service delivery is being appraised. Setting appraisal purposes and objectives lead public service organizations to determine where results can be defined over a period of time. Some examples of the purpose of appraisal, according to Schwab **et al.** (1999:72) could be to:

- validate public officials' job placement;
- justify pay increases;
- evaluate service delivery results;
- account for productivity;

- set up conditions for achievement motivation;
- set up feedback for organizational changes;
- identify public officials with hidden potential;
- counsel public officials with problems; and
- assist public officials with service delivery improvement.

Hence, Schwab **et al.** (1999:73) state that the Performance Management System purposes and objectives must formally be written down clearly with concise targets to be reached, as formal commitments by individual public officials and the group. The performance of one individual public official may be hindered, for example, by unclear instructions from a public manager or the lack of co-operation by a co-worker. For this reason every public official must also specify their individual objectives and link them to the primary objectives of the Performance Management Systems.

- **From the variations of PMS, select the appraisal process best suited for the purpose of service delivery improvement activity:**

The appraisal committee established in the first step of the Performance Management System must examine and analyse all appraisal systems and the administrative culture, that denotes 'how services are delivered here' of the public service organizations. Deduced from the analysis of the variations of Performance Management Systems discussed in paragraph 6.2.1 and the administrative culture of the public service organization intended to be appraisal, the appropriate appraisal system(s) for the organization is selected (Matthews 1992:81).

- **Specification of the evaluation measures in the public service organization:** According to Flanagan (1998:18), Performance Management Systems evaluation measures, must measure public managers and public officials' performance and results in terms of organizational objectives. This may include measurement of costs and public resources involved or the number of services already delivered. This measurement specification incorporates the performance criteria and measures that will be used to

evaluate the performance of operational public officials. The performance criteria and rating must clearly and accurately assess the individual public official in conjunction with the purpose and objectives of the service delivery appraisal, which it was designed for.

Palme **et al.** (1995:21) also argue that the specifications of evaluation measures include objective statements, service delivery progress, and the achievement of primary, secondary and tertiary objectives. Productivity measures should include ratios that connect performance to public resources as discussed in paragraph 3.2. Therefore, public managers must painstakingly establish how productivity progress will be monitored.

- **Identify areas of productivity improvement and simulate the newly adopted appraisal procedures:** Public managers must first examine ongoing day-to-day productivity activities that need to be improved. Each department, within the public service organization, must review large-scale service delivery programmes that need to be accomplished. Whichever service delivery needs to be accomplished, the public service organizations' annual plan must be analysed and recorded scientifically (Tosi **et al.** 1993:118).

In this regard, public service departments that need to improve their productivity must be identified. This also includes the identification of the service delivery progress and the envisaged productivity level to be achieved. Having identified these areas of productivity improvement, the best, worst, and average situations are incorporated in the simulation procedures of improving service delivery in public service organizations.

- **Revise and formalize the appraisal process:** Public managers must first examine or revise continuous day-to-day service delivery activities that need to be improved. In this regard, departments that need to improve their productivity levels are to be identified. This also includes the revision of the current situation of service delivery and the envisaged level of

productivity improvement. Public officials must formally write up the appraisal process as a policy, accompanied by a set of instructions for the rating public officials (Tosi *et al.* 1993:118).

- **Gain official approval for the appraisal process:** In order to undertake the process of performance appraisal, the appraising public officials need to present their Performance Management Systems. These Performance Management strategies usually indicate what is going to be appraised? Where? By whom? The reason for the appraisal? How much public resource is going to be needed? What methods of control are there. After the appraisal team have presented their proposed Performance Management Systems to the public manager, the public manager will then have to approve or make recommendations or refer the proposal back to the appraising team. If approved, Managing public officials will have to provide support services and needed public resources (Flanagan 1998:13).
- **Set up workshops for training the appraisal officers:** The next step consists of setting-up workshops for training, the rating public officials on issues relating to how Performance Management Systems are applied, how to do an appraisal interview, agreeing on the next actions to be undertaken, develop their skills for conducting an unbiased performance rating and how to record essential information for reference. These training materials should at least contain the training objectives; learning outcomes; variations of Performance Management System and how each works; the management and application of Performance Management Systems and the practice.
- **Implementation of the appraisal system:** Five sub-headings or steps in the implementation of service delivery appraisal for public service organizations have been identified. These steps are strictly to be undertaken by professional performance appraisal officials (Garrent and Silver (1993:41), *viz.*:

- ***Preparation of performance commitments.*** Garrent and Silver (1993:43) state that in the implementation of the appraisal system, individual public officials must prepare a preliminary list of the most important objectives to be achieved in a given year for the public service organizations, department and individual public officials. These objectives are intended to solve a problem or take advantage of a new opportunity.

Public managers and officials should then develop an analysis of responsibilities, needs, challenges or problems. The final commitments are written as objectives, and not as activities. Practice and skills, such as technical-, conceptual-, interpersonal-, implementation- economic and business-, negotiation-, communication-, decision-making- and management skills are needed to set the identified objectives. Areas of responsibility that give rise to objectives, according to Garrent and Silver (1993:41), might be the following:

- volume output;
- quality level;
- cost performance;
- method improvement;
- skills development; and
- time control or management.

- ***Develop the performance appraisal plan and review.*** Supervising public managers and subordinate public officials must agree on the methods and activities necessary to reach the stated objectives. A meeting between supervising public managers and subordinate public officials are needed in this step so that they have confidence in reaching the stated objectives. The value of working toward a targeted date must also be discussed. Feedback on achieved objectives can be set in accordance to supervising- and subordinate public official agreement (Rodam 1999:111).

Figure 6.3 in the next page indicates an example of a simplified performance plan that contains agreement on targets and objectives, and performance review. This appraisal plan can be used to appraise managing and operational public officials in the public service organizations.

THE DIRECTOR: PUBLIC HUMAN RESOURCES DEPARTMENT OF LABOUR P.O. Box 12345 PRETORIA/CAPE TOWN						Tel: Fax: E-Mail:	
PERSONNEL No: DEPARTMENT: OCCUPATIONAL CLASS HIGHEST QUALIFICATION: DATA OF APPOINTMENT:				SURNAME & INITIALS: MANAGEMENT AREA: RANKS: SALARY LEVEL: SUPERVISING MANAGER:			
PERIOD:		1st QUARTER 2nd QUATOR 3rd QUARTER 4th QUARTER					
<i>Quarters are three months periods starting with the seniority date of the public official</i>		From ----to----	From ----to----	From ----to----	From ----to----		
AGREEMENT ON TARGETS AND OBJECTIVES						PERFORMANCE REVIEW	
OBJECTIVES	OUTCOME	PERFORMANC E MEASURE	WEIGHT OF OBJECTIVE	PERFORMANC E CATEGORY	FEEDBACK		

Figure 6.3 in the next page indicates an example of a standardized performance plan that contains Agreement on targets and objectives, and performance review (Metcalf 2000:417).

- **Implementation of the Performance Management Strategies.** After the approval of the Performance Management strategies, the appraising team will have to proceed to implement

the planned Performance appraisal systems. The appraising team will apply their skills; effort; time; and knowledge gained during their workshops and training sessions. The public managers provide day-to-day coaching and support to the appraising team. The public managers do not necessarily sit back and wait for exceptions to arise before acting, instead, they search for progress in implementation, both positive and negative, and they need to be informed not only about what is wrong, but also about what is right.

- ***Conduct progress review.*** A periodical progress review should be undertaken. The purpose of such a progress review is to keep most of the public managers informed about progress so that objectives may be revised if necessary. During the process of conducting progress review Rodam (1999:114) cautions public managers to keep in mind that reviews are not intended to be Performance Management Systems with formal interviews to discover the individual public officials' performance. The aim is to determine service delivery progress towards targeted objectives. The atmosphere is one of mutual assistance, productivity assessment and problem solving.
- **Prepare an annual performance report:** Gaudreau and Marriot (1992:101) view the underlying value of productivity report as an opportunity to gain feedback about results achieved and about progress towards expected results. The annual cycle is convenient because of other supporting instruments, such as budget, service delivery statement, and economic forecasts. The public manager prepares in advance summarizing individual public official's achievements and suggesting ways to improve productivity in public service organizations.

The application of Performance Management Systems to improve service delivery in public service organizations focused on the *performance, results* and *outcomes*, denote productivity. This discussion is now going to focus on Service Quality Management, which is another mechanism for the enhancement of productivity in public service organizations. The discussion constitutes continuous improvement process based on *customer focus, process improvement* and the *involvement of the public* as indicated in Figure 6.4 in page 229.

6.3 APPLICATION OF SERVICE QUALITY MANAGEMENT FOR IMPROVING PRODUCTIVE SERVICE DELIVERY IN PUBLIC SERVICE ORGANIZATIONS

The term 'quality' has many different definitions, ranging from the conventional to those that are more strategic (Bounds **et al.** 1995:182). Conventional definitions of quality usually describe a quality item as one that wears well, is well constructed and will last a long time. Still another definition by Cohen and Brand (1993:7) conveys the image of excellence, first-rate or the best. Now that South Africa is a democratic country since 1994, thus welcomed in the international community, public managers must compete in the fierce international marketplace. This marketplace requires public managers to concern themselves with strategic definition of quality - meeting the needs of customers. To begin the argument, public managers must take note of Blaug's (1999:3) classification of service sectors in order to understand the diverse and complex range of public service organizations and public enterprises responsible for service delivery. These include:

- **National-, Provincial- and Local spheres of governments:** A few of such organization are the department of education, health care organizations, department of social security, South African police services, the military, Department of transport, Department of Justice, Government Communication and Information System department.
- **Non-profit service organization:** Examples of non-profit private service organization consist of charities, churches, research foundations, mutual societies and art foundations. It is at these organization that some of the

public services to be delivered can be outsourced if service delivery structures are established. This approach can actually save the public service organization sufficient public resources that can be re-allocated to other public service organizations.

- **For-profit service organization:** Such profit oriented private organizations consist of utilities, airlines, architects, restaurants, entertainment, banks, insurance companies, advertising agencies, consultancy firms, market research companies and communications.

The above list, in Blaug's (1999:4) view is not exhaustive, however, it helps to demonstrate the varied and complex nature of the service organizations, whether public or private. Service Quality Management is explained in paragraph 2.3.6 as a process improvement oriented Public Sector Management Technique. In order to understand this Service Quality Management, public officials are urged to re-read paragraph 2.3.6. The argument pertaining Service Quality Management will start first with issues and overview concerning services, quality and processes. This will clarify the relationship amongst the terms service, quality and processes.

6.3.1 Issues and overview concerning services; quality and processes

The management and improvement of quality in public service organizations, according to Coplay (1999:67) involves more than just mere processes, public resources processing and customer involvement. In this regard Coplay persuades public officials to understand the following issues and overview that concerns services, quality and processes must be observed. This will assist public officials to understand the relationship amongst these terms, **viz.:**

- **Public services as a customer result:** In his article, Lach (1994:37) wrote '... unlike private organizations whose services are part of the total production concept, public goods and services are often 'invisible' and thus

difficult for public service organizations and most suppliers to explain and for the customer to assess'. The expectations that have been identified by marketing, affect the customer's perception of service quality results. Public managers, in general should understand that the concept of service should be approached from a customer perspective.

Hence Ellram (1990:8-9) maintains that services as a customer result implies the customer's perception of the outcome, which is 'the service'. It forms the perception of quality and determines whether this service is satisfactory or not. Customers have different values and different criteria for assessing public services, they may perceive one and the same service in different ways, but what they do not perceive does not exist – is not a customer outcome. Therefore quality is based on the characteristics of a customer-accepted quality discussed in page 227 of this thesis. These characteristics require a thorough collection and analysis of customer requirements.

- **Public service as a process improvement:** As stated in Choen and Brand's (1993:5) article, the concept of continuous improvement is built on the fact that service delivery is the result of a series of interrelated steps and activities that result in an output. Continuous attention to each of these steps in the work process is necessary to reduce the variability of the output and improve the reliability of the process.

In this regard, Vernon (1993:36) argues that the important level of continuous improvement is a process that is reliable – reliable in the sense that they produce the desired output each time they are tried with no variation. If variability has been minimized and the results are still unacceptable, the second goal of process improvement is to redesign the process to produce an output that is better and able to meet the customer's requirement.

- **The pre-requisites for quality public services:** In the context of quality, Coplay (1999:68) writes of outcome quality and process quality. The customer's total perception of a certain service is thus based on their perception of the outcome and the process. The customer outcome and the customer process are, in their turn, dependent on the pre-requisites for quality service delivery. Coplay (1999:69) further states that it is important to remember that public service organizations should not provide services but rather the pre-requisites for various services to be delivery.

A logical consequence of this reasoning is that the primary goal of service development is to provide the best and right pre-requisites for well-functioning customer processes and attractive customer outcomes. Pre-requisites for the service in public service organization context, refers to public resources, the administrative routines and procedures, which customers must understand and use. Whereas attractive customer outcomes refers to the customer, who associates government services with added value for money and thus will be willing to pay more is service are of acceptable quality. Public service organizations must provide pre-requisites for service delivery through formulated public policies. Hence Wilson (1990:42) argues that creating pre-requisites for a good customer process and a good customer outcome is the main task of public officials and service developments.

- **Service quality in public service organizations:** A common definition of service quality is that the service should correspond to the customers' expectations and satisfy their needs and requirements. The definition is customer-oriented, but should not be interpreted as meaning that when customers decide what is good or bad quality they are always right. Neither does this statement imply that they can always fully articulate or verbalize their needs and wishes.

Service quality in public service organizations can be achieved by comparing the characteristics of a customer-accepted quality service discussed in

suggested by Keating (2000:219) in the next page of this thesis. It is often appropriate to distinguish three groups of people whose expectations, needs, and demands should be taken into account; these are customers, employees and owners. In this regard, Truman (1998:56) argues that to be able to offer customers the right quality, the last two groups of people must also be satisfied. Truman (1998:58) further substantiates the argument by stating that the definition of quality is that it satisfies needs and meets expectations of the customers, employees and owners. It is essential to understand fully the various needs and expectations of these groups, how they are formed and how they change. Satisfied customers serve as ambassadors for the image of the public service organizations as they spread their satisfaction to the next customer, who is a taxpayer.

- **Involvement of the public:** This approach begins with the active leadership of senior management and includes efforts that utilize the talents of all employees in public service organization. Employees at all levels are encouraged to improve their outputs by collaborating together in new and flexible work structures to solve problems, improve processes delivery services and satisfy customers. Suppliers are also included and, over time, become partners by working with motivated employees to the benefit of the organization. The involvement of the public as participants can also refer to the participants identified in paragraph 5.2.2 as customers, suppliers, support services, programme owners or managers, employees and external authorities such as the National-, Provincial- and Local spheres of governments.
- **Characteristics of a customer-accepted quality service:** The proposition of characteristics or determinants of quality stated by Keating (2000:219-222), assist public managers and operational public officials to understand customer expectations. Such characteristics consist of the following:
 - **Reliability:** Reliability refers to the ability of public officials to provide the pledged public services on time, and accurately. For

example, in the case of water and sanitation in urban municipal areas, this means next-day delivery of first class reparation of water and sanitation problems and delivery of water and sanitation services immediately, and in the case of claims, prompt settlement of such claim.

- ***Responsiveness:*** Responsiveness relates to the ability of public officials to deal promptly and productively with complaints of customers or service to be delivered. For example, in the case of emergency fire threats or outbreaks, public officials would be dealing with such matters in a quick and productive manner to prevent the spread of the problems.
- ***Customisation:*** Customisation concerns the willingness and ability of public officials to adjust public services to meet the needs of the customer. For example, in the case of redress, customisation would refer to public official's willingness to provide alternative solutions to services whose decision have been reverse due to one or another reason.
- ***Credibility:*** Credibility is the extent to which public services are believed and trusted by customers. The service provider's name and reputation, and the personal traits of front line staff all contribute to credibility. For example, in the case of the South Africa Police Services (SAPS), this could mean a positive reputation for the improvement of a safe and secure environment.
- ***Competence:*** Public officials should possess the necessary skills and knowledge to perform the task of productive service delivery effectively. For example, they will need understanding of the Public Sector Management Techniques, generic public administration processes and skills such as; technical skills,

conceptual skills, implementation skills, economic/business skills, managerial skills, communication skills and negotiation skills. They will also need to know the goods and services portfolio well and have the skill to match these goods and services with the customers' needs.

- **Access.** Several public services need to be accessible to customers. In the context of public management, such services must be reasonably near the customers, affordable to the customer and the officials must easily be approachable. For example, this could involve convenient office hours, waiting time, getting to the right person on the telephone and convenient location.
- **Courtesy.** This particular characteristic is also stipulated in the White on the Transformation of Public Service (RSA 1995), as one of the principle of Batho Pele (People First). In this regard, public officials are required to show politeness, respect, consideration and friendliness to customers.
- **Security.** Security refers to services that are provided to be free from danger, risk and doubt. It involves physical safety, financial security and confidentiality. Such examples would refer to services provided by the health care service organizations or civil protection units.
- **Communication.** Communicating to customers, means keeping customers informed about the service in a language that they can understand as well as listening to the customers. For example, in the case of public health cares organizations giving regular updates on diseases, cure and outbreak areas. This also includes detailed and accurate information whenever a delay in service occurs.

- ***Tangibles.*** According to Keating (2000:220) tangibles, in this regard reflects the state of facilitating goods and services delivery, physical condition of building houses, and maintaining the environment; physical appearance of personnel and condition of equipment. Tangibles are more important in high-contact services, such as traditional education organizations include universities, than low contact services such as private schools.
- ***Understanding/knowning the customer.*** Understanding or knowing the customers involves making attempts to understand the customer's needs and requirements. This also including provisioning of individualized attention and recognizing the regular customer – an important determinant of quality in high-contact customized services.

The paragraph above has discussed the relationship amongst the terms quality, service and processes. The process of Service Quality Management focuses on three key issues, **vide:** Customer focus, process improvement and involvement of the public. The next paragraph of this thesis discusses the basic guidelines on how public officials should continuously improve service delivery in their public service organization.

6.3.2 The process of Service Quality Management as a continuous mechanism for the improvement of productivity in public service organizations

Porter **et al.** (2000:17-26) argue that Service Quality Management is not a rigid 'one-size-fits-all' Public Sector Management Technique. It merely serves as a map for various activities regarding quality management and improvement. Thus, Porter **et al.** (2000:20) urge public officials to see Service Quality Management process as a map towards a continuous service improvement process in public service organization and not as a prescription.

Searle **et al.** (1998:203) support this statement by maintaining that a map provides a systematic approach to build a fundamental understanding of customers' requirements, process capabilities, and the causes for gaps between them. A road map differs from a prescription. People who are unfamiliar with the route use a road map as a guide for getting from point A to point B. On the other hand, a prescription specifies requirements that must always be followed. The process of Service Quality Management, according to Dumaine and Buzzotta (2000:447), starts with the customer focus, process improvement and involvement of the public. These are discussed in the next page in accordance to Figure 6.4 as follows:



Figure 6.4 represents implementation concepts and elements of Service Quality Management that is discussed below.

6.3.2.1 External and internal customer focus

Progressive public service organizations, according to Dumaine and Buzzotta (2000:447) might realize that a major factor in Service Quality Management is monitoring service delivery performances in meeting or exceeding customer requirements. In this context, they claim that customers are not the only people to whom public service organizations socially market and deliver their services, but are

inclusive of the internal public service personnel. These internal customers as the bottom line of an organizational hierarchy provide an input to the next service delivery activities and thus satisfy their internal or external customers. The public officials at executive management level need the information to make informed service delivery decisions.

In the context of external customers, the main emphases of Service Quality Management as determined in the White Paper on the Transformation of Public Service (RSA 1995) are people who are 'customers'. This document states that the government is adamant with no emptier promises though, much attempts are made to keep this promises with little infrastructures at place. Hence the government has laid down strict transformation guidelines for public service organizations. The progressive remodelling of service delivery by means of the Batho Pele initiatives is one of the key priorities for which a Service Quality Management technique must be applied. As such, the customer determines the quality (Niskanen 1995:14-16).

The terms, 'Batho Pele' in the White Paper on the Transformation of Public Service (RSA 1995) implies 'customer first'. It insists on all public officials to improve the quality of public services in public service organizations. In terms of comparing quality in the public sector with the quality in the private sector, the private sector cannot afford to ignore the needs and wishes of their customers as dissatisfied customers can take their business elsewhere. Citizens as customers of the public sector cannot choose to take their business elsewhere (**Government Gazette No. 18340**). The Batho Pele principles state that public servants are required to listen to, and focus on, customers. They will have to treat customers with consideration and respect. New service delivery systems, procedures and structures must be customer-friendly and ensure high-quality services. These 'Batho Pele' principles are discussed below as part of Service Quality Management in public service organizations (**Government Gazette No. 18340**):

- **Consultation:** The first principle of 'Batho Pele' is that citizens should be consulted about the level and quality of public services they are going to receive and wherever possible should be given a choice about the services

that are offered. This implies that public service organizations will have to ask for public opinion on the existing public services as well as determining what new basic services customers require. Included in this process, all levels of society are to be consulted. This assists public officials to determine service delivery priorities. Similar to productivity management discussed in paragraph 3.4, Service Quality Management is 'getting more with less' (Kenneth 1993:253). As such, customer demands for better or improved public services can be used as a barometer to measure the extent to which services delivered meet or exceed customer expectations.

- **Service standards:** Customers should be told what level and quality of public service they would receive so that they are aware of what to expect. This implies that all national- and provincial public service organizations are required to publish service standards for existing and new services. According to this principle, standards may not be lowered (**Government Gazette No. 18340**). These standards must be monitored at least once a year and be raised progressively. Some standards may cover service quality processes to be followed, for instance, the period of time it takes to process an application for an identity document or passport or to respond to letters. Other standards may focus on outcomes, for example, the Health Department may set a maximum time a patient should have to wait at a primary health clinic or for non-urgent operation or for information about their treatment. The standards must continually be reviewed and progressively raised. This is in line with the Service Quality Management principle of continuous improvement.
- **Access to public services:** All customers are entitled to equal access to public services. This implies that public service organization departmental heads and subordinates have to set targets for extending access to public servants and public services. They should implement special public programmes for improving service delivery to physically, socially and culturally disadvantaged customers.

- **Public servant's courtesy to customers:** The Batho Pele principle further requires public officials to treat customers with courtesy and consideration. It is in this principle that all public officials must set standards for the treatment of customers and incorporate these into their codes of conducts, values and training programmes. Furthermore, staff performances are to be monitored regularly by supervisory public managers.
- **Entitlement to full information:** In this regard, customers are to receive full, accurate and up-to-date facts concerning services to which they are entitled. Information should be provided at service points and in local media and languages. The Batho Pele principles further require contact numbers of public service organizations and names of the respective public officials to appear in all communications departments.
- **Openness and transparency:** Customers are to be told how national and provincial public service organizations are managed, how much they cost and who is in charge. Therefore, public administrations and management in South African public service organizations should be like an open book. This implies that customers must have the right to know departmental staff members, particulars of senior officials, expenditure and performance against standards. That is, reports to customers should widely be published and submitted to the respective legislatures.
- **Remedying mistakes and failures:** The White Paper on the Transformation of Public Service (RSA 1995) acknowledges that dissatisfaction from customers is an indication that the customers are not receiving the promised standard of service. Therefore, public officials should offer an apology, a full explanation, a speedy and effective remedy to the customer who has been affected. Receiving complaints from customers may be a wake up call that the expectations of customers are not being met. Furthermore, public officials should remember they must 'understand, meet and exceed the expectations of customers.' This should be coupled with the

recording of any public dissatisfaction and public officials trained to address complaints promptly and efficiently giving feedback on the outcomes of their complaints.

- **Getting the best possible value for money:** This principle advocates that public services should be provided economically and efficiently in order to give customers the best possible value for money. Customers expect to receive *value for money* for the services they receive or use. In this context, value can be defined as the relationship between what customers get in exchange for what they give. Although this has often been considered in the private sector as the trade-off between price and quality, a detailed analysis shows that far more is involved. For example, what about convenience? A customer may sacrifice convenience in search of lower price or higher quality.

Therefore, the characteristics of quality service are those that enable customers to feel they have received service equal to their value for money. Due to the fact that customers pay income tax, VAT and other taxes to finance the administration of public service organizations public funds, according to the White Paper on the Transformation of Public Service (RSA 1995), must be employed wisely. This principle requires public service organizations to use public resources productively. Public service organizations should further prove that efficient savings, discussed as Cost Performance Improvement and improved service delivery are on the agenda.

6.3.2.2 Public service process improvement

A service process, according to Abrahamson (2000:494), can be explained as the sequential integration of people, public resources, Public Sector Management Techniques and technology in an environment to produce value-added outputs for customers. In the context of public service organization, Dumaine and Buzzotta (2000:447-449) identify four groups of people who are involved in the operation and improvement of public service delivery processes:

- **Customers:** This refers to people for whom the output (goods and services) is being produced. Customers are the people who will use the output directly or who will take it as input into their work process.
- **Public service officials:** Refers to the people who are in the employ of public service organizations responsible for delivering public goods and services.
- **Supplier:** These are people who provide input to the work process. These people in the process are in fact the public officials, participants, beneficiaries and suppliers.
- **Public Managers:** Public managers are people who are responsible for the operation of the process and for its improvement.

Thus, Dumaine and Buzzotta (2000:463) further argue that the Service Quality Management process in each of the group of people involved begins with the following step:

- **Define the problem in the context of service delivery process:** Unlike manufacturing, service providers sometimes do not recognize that they are performing within an administrative system. The process improvement model begins by clarifying which systems are involved, so that efforts can focus on processes, not outputs. Specific activities prescribed within this first step are (Dumaine and Buzzotta 2000:463):
 - Determine the strategic plan;
 - identify the output;
 - identify the customers;
 - identify the characteristics of customer-accepted requirements;
 - identify the processes producing these outputs; and
 - identify the owner(s) of the processes.

- **Identify and document service delivery process:** This second step in process improvement demands that the process be described in understandable terms, which is usually accomplished with a picture or model, not merely through a written or verbal description.
- **Measure performance:** In the absence of documented performance standards, remedial work is needed to quantify how well or poorly the service delivery process is performing. Ambrose (1992:74) suggests that these measures must be defined and evaluated in the context of customer expectations. This step is of importance in situations where neither output requirements nor processes have been defined previously.

Chapter 3 introduced the concept of efficiency, effectiveness and productivity measurement. In the context of Service Quality Management, measuring performance refers to three levels such as process, outputs and outcomes. Process measures define activities, variables and operations of the work performance process itself. Output measures define specific features, values and attributes of public services and can be examined from two perspectives.

The first perspective represents the output characteristics desired by the customer and is known as requirements, and the second perspective represents the actual output characteristics delivered by the improvement process implemented, thus known as capability. Outcome measures, discussed in chapter 3, define the ultimate impact of the process and are dependent on what the customer does with the goods or services provided. As such, customer satisfaction represents the key measure of outcome.

- **Understand why:** The lack of data increases the difficulty of understanding why a particular public service is performing the way it does. This problem is formed when the outputs do not appear to be producing the same value as before. Each step in the process of continuous service improvement must be allocated. The six-steps process improvement is

designed to ensure identification of the specific factors limiting the capability of improving and processing quality service delivery.

- **Develop and test ideas:** The first four steps in process improvement discussed in paragraph 6.2.3.2, built the foundation for understanding the critical dimensions of the process. They ensure knowledge on *what* the improvement processes are, measuring *how well* these improvement processes functioning, and *why* these improvement processes work the way they are working. These steps led to identifying the underlying causes of the principal problem. Developing ideas for improvement begins with development and testing of ideas concerning service improvement. Kernaghan (1997:142) states that testing of ideas mainly involves the question: *What are new and different ways to design and operate the process improvement strategy to eliminate the root causes of declining productivity?*

A complementary approach for developing process improvements is through experimentation. Public officials, in this regard, have to design and conduct experiments to test the hypotheses process improvement theory. When tests fail to produce the desired results, Kernaghan (1997:142) suggests public officials to determine the root cause and constantly ask themselves the following questions:

- Was the test valid?
 - Was the improvement idea effective?
 - Was I mistaken about the root causes of the problem?
 - Were measurements inaccurate or taken on the wrong parameters?
 - Was the process completely identified?
 - Were the customer's requirements misunderstood?
 - Recycle back to the appropriate step on the process improvement road map.
- **Implement solutions and evaluate the process:** Implementing solutions and evaluating improvement processes begins by planning and

implementing the improvements identified and verified in the development and testing of ideas process. This step continues to measure and evaluate the productivity of the improved process. But these activities represent only one side of the solution implementation and evaluation of the process. The other side is to evaluate the sequences of the process improvement itself and to acknowledge the contributions of those who participated in this process improvement activity. It makes no difference whether this was the work of an individual or, as is more likely, a team effort. Reward the contributors for the result achieved as well as for their discipline in applying the six-step model. Finally, public officials should return to the first step of process improvement, namely defining the problem in the context of public service delivery process to begin the next process of continuous improvement (Wolfe 2000:369).

6.3.2.3 Starting the change to Service Quality Management

Starting the change to Service Quality Management according to Hayness and Albrecht (1998:64-81) commence after the completion of customer focus and process improvement. Hence they that when the preceding process is complete the following six must be undertaken:

- **Statement of intent:** An executive statement of the intention to evaluate the possible benefits of a new service quality approach in the public service organization is a necessary preliminary step to the Service Quality Management change process. Statement of intent constitutes the formulation of strategic plan and Service Quality Management strategy.
- **Awareness:** To begin the process of gaining commitment to Service Quality Management change, executive and senior public managers must be trained in the concepts of quality, Public Sector Management Techniques and the skills necessary for continuous improvement processes. This awareness can be achieved through a combination of various measures such as internal and external training programmes, reading, seminars or

visits to public service organizations already practicing Service Quality Management.

- **Diagnosis:** The diagnosis of the process to Service Quality Management changes, according to Hayness and Albretch (1998:64-81), would assist in indicating to the chief executive officers and their senior management team:
 - what the organization does best and what it does worst;
 - major improvement opportunities in a priority order;
 - initial bases of performance from which quality of public services are measured, and
 - a basis for planning the way ahead.

- **Formulate initial Service Quality Management strategy:** Service Quality Management strategies can now be developed for each division or unit of the public service organization, commencing with a clear mission statement. Individuals or teams drawn from senior management levels should identify and quantify possible benefits from the new service quality approaches carried out. According to Higgs (1990:72), a series of individual reviews are undertaken to cover the primary strategic concerns of the senior management, such as:
 - determining external customer satisfaction by surveying or interviewing the most significant customers;
 - surveying staff attitude and morale through interviewing and evaluating staff turnover;
 - internal and external communications;
 - determining the costs of current performance;
 - checking the likelihood of quality failure in the service delivery process of the improvement of the organization; and
 - interfaces with suppliers.

- **Reaching management consensus:** Reaching management consensus amount to communicating with all participants at management levels to

achieve a bi-lateral agreement regarding issues of quality goods and services to be delivered. This could be a straightforward board meeting, suitably extended in duration or a dedicated, off-site conference or workshop that might later lead to acceptable accord.

- **Launching the change to Service Quality Management process:**
Training and communication activities are undertaken from management to operational levels of the public service organizations in order to achieve management and staff commitment throughout the organization. Langley (1993:62) states that this must ultimately establish awareness of Service Quality Management concepts, with a common language and of their specific strategic framework. This very significant activity requires a carefully planned training and communication framework. As for senior management awareness (see stage two), this can be achieved by a combination of measures, including analysis and practical application in the workplace. This process of Service Quality Management is a Public Sector Management Technique that can be applied in combination with Management by Results discussed in paragraph 5.2.

The process of Service Quality Management based on 'customer focus' and 'process improvement' were discussed above. To complete the process of continuous Service Quality Management in public service organizations, issues relating to the involvement of the public will now be addressed.

6.3.2.4 Involvement of the public as a process for enhancing service delivery

According to Kaufmann (1991:71), public expectations have grown from the demand for more and better public services, to include the demand to participate in the process of political- and administrative decision-making and operational service delivery processes. This leads to a serious challenge to public managers as the public requires to be involved in the production of public goods and services. Public managers need to understand that at some or other time they will tap the

discretionary effort of all their employees. By means of such efforts, every public official will understand what public service organizations are attempting to accomplish and what their roles are in terms of Service Quality Management.

To pave the process of Service Quality Management by means of involvement of the public, public managers and public official need to ask themselves again introspective questions such as (Kaufman 1991:71):

- Why does the particular public service organization, they are responsible for, exist? (Mission);
- What type of institution does this particular public service organization want to become? (Vision);
- What is important to this organization? (Aims and objectives); and
- How do public officials in this organization have to work? (Policies and laws).

The involvement of the public, in terms of public service delivery, requires the understanding and the necessity of involvement as well as team building in the process of Service Quality Management. Involvement of the public may have different meanings to different public administration practitioners and theorists. For the purposes of this thesis, involvement of the public can be defined as purposeful activities in which most of the people who are going to benefit or who are affected by public service organization programmes take part in the decision, planning and implementation phases of public service delivery (Ashford 1999:121). As such, involvement of the public is not necessarily similar to citizen participation. The former lays emphasis on the person rather than the state in the participatory relationship.

The terms may include citizen participation while the word "public" in public involvement may refer to all the people, whether or not they possess the rights and obligations of citizenship (Ashford 1999:122). Furthermore, Klitgaard (1996:104-109) identifies a number of arguments as to why participant in the Service Quality Management process is considered important.

- Involvement of the public is a means of obtaining *information* about local conditions, needs, desires and attitudes. This information may be important to achieve informed and applicable decisions in the planning and implementation of a Service Quality Management process (Bryson 1993:3).
- Involvement of the public is a means of *involving* and *educating* the public. The benefit of involvement is that people are more likely to be committed to service quality programmes if they are involved in its planning and preparation. They can identify with it and even see it as their project (Conyers 1982:102). Studies have indicated that the quality of life is better in a local authority area with a well-developed sense of community involvement (Zimmerman 1976:65). The benefit of education is the enhancement of the quality of community members in that the educated members are enabled to exercise judgement and contribute to the debate about service quality, and is also aware of societal problems and the difficulties of finding solutions to them (Boaden **et al.** 1982:167).
- Involvement of the public provides a mechanism to ensure the *democratization* of the process of Service Quality Management planning. In most countries participation is considered to be a basic democratic right of the people to be involved in local government (Bryson 1993:3). This is linked to the notion of popular sovereignty in that local government should be a creation of the public rather than a separate entity standing above it (Rosenbaum 1978:46). As such, involvement of the public should be the norm in South African public service organizations striving towards productive delivery of quality goods and services, and the alleviation of poverty in their community (Davidhoff 2000:334).
- Involvement of the public has a *creative potential* in that the Service Quality Management process is linked to the public management environment. This has the potential to create a network that could enable a much more divergent form of thinking to take place (Faludi 2001:249).

- Involvement of the public is a means of fostering equality. This is based on the democratic principle that all citizens should have an equal opportunity to exert influence by means participation in a Service Quality Management process of public service organizations if they choose to do so (Atkinson 1994:7).
- Involvement of the public is a means of balancing the demands for central control against the demands for concern for the *unique requirements* of a particular community and administration. Involvement in the planning of service quality allows outside participants to play a watchdog role. Openness and participation in the Service Quality Management process tends to reduce the possibility of corruption and may help to maintain high standards of behaviour (Benveniste 1999:43). Involvement in the Service Quality Management planning process may empower participants vis-à-vis public officials, who in turn may help to overcome possible public service organization dysfunctions because of public involvement (Atkinson 1994:48).

To eliminate further dysfunction of the process of productivity during service delivery, the likelihood of maximizing successful building of a committed team becomes a necessity. Neale (1999:84-89) argues that, teamwork should be beneficial to all employees, customers and the participants. Neale, further suggest the following points as guidelines to help maximize the likelihood of building successful teams, **viz.:**

- **Management support:** Public managers are delegating responsibility, not abdicating, when embarking on a participative management process. This requires managers to clarify expectations and boundaries. Team members need to understand what is important to the manager and to public service organizations. Members need to know the issues that the organisation is facing. In short, they need information. A sure way for a non-supportive manager to kill a team is to withhold information. Another sure-fire killer is to withhold public resources.

- **Unambiguous charter:** Information needed to clarify the way forward and scope of a team's effort can be included in its charter. Three essential elements of unambiguous charter would constitute, a general description of the problem or opportunity to be addressed, the expected outcome, and the limit to which such efforts can be exerted to build quality teams. Teams that were formed to resolve specific issues will benefit from clear and comprehensive charters while teams that are 'natural work groups' will likely find that their charters are embedded in their mission (description), vision, goals, and objectives (expected outcomes), as well as core values, policies, strategies and plans (Neale 1999:87).
- **Benefits for team members:** Public service organizations that intend to introduce teamwork to improve the productivity level and customer satisfaction, will have to do both of these at substantially lower public resource contributions. Benefits for team members should be part of the stated objectives of the public service organization. Yet, public managers might ask, where are the benefits of teamwork for employees stated? If the claim 'Our employees are our most valuable resource' holds true, benefits for employees can include improved quality of work life, development of personal skills, rotational job opportunities, and increased ability to make decisions that will influence the organizational growth. Benefits also include direct, specific, and timely rewards and recognition of services to the public service organization by public officials.
- **Bias for action:** Recommendations must be acted on in a timely manner. Managers should expect that teams are aligned with the organization and that their recommendations will be of value. If recommendations are not accepted, team members are owed an explanation from the executive public managers. The process of any unsuccessful team should be studied so that future teams will not stumble. Public managers should determine the root causes of the problem that derailed public officials as a team (Charlton 1997:39).

- **Skills:** Although participation on most teams might be voluntary, individuals may occasionally be drawn to a team because they possess unique skills that are required by the other team members. Such individuals might be fully-fledged team members, or they might merely participate during one phase of the work. Regardless of the role, if expertise is required, public officials should not hesitate to obtain it .
- **Training:** Members need to be skilled in one or several of the disciplined processes used by teams. Problem solving, benchmarking, or process improvements are examples of roadmaps that teams may follow to reach predetermined public service organizational goals. Training in all Public Sector Management Techniques equip team members with a common core of skills, regardless of dissimilarities in their work experience or education training in group dynamics. Skills such as technical skills, conceptual skills, implementation skills, economic/business skills, managerial skills, communication skills and negotiation skills may also be required if members have difficulty working in a group environment (Reddin & Kehoe 1994:114).
- **Facilitators:** Even when individuals are trained in team dynamics, support may still be needed, particularly in the early stages. An 'outsider' who acts as a process expert – someone who will focus on the team's process and not the content, can be acquired to provide such assistance.
- **Start small:** Team members should begin with simple opportunities within their own function and, when successful, branch out to more complex and rewarding cross-functional service delivery programmes. Cross-functional opportunities are often more challenging and require more effort, expertise, and public resources to solve. They also often yield bigger productivity payoffs, but teams should develop some success, expertise and confidence before addressing complex issues of productive service delivery (Cleaveland 1993:72).

- **Service delivery life cycle:** Teams are born, live and die like natural organisms, and this cycle should be recognized. When service delivery problems have been solved, the team created to solve such problems usually disband. If, however, related opportunities are found, then the team may move from one-service delivery issues to other service delivery issues. If members are from the same group and are working to improve their normal productivity work processes, then that team should be encouraged to continue (Wright 1996:145).
- **Celebrate:** According to Coleman (1991:100), true teams succeed or fail together. Members of successful teams should be recognized and rewarded. One form of recognition is to present their story to others in internal news bulletins or publications. This not only serves to recognize the contributions of the team, but also provides a learning experience for other public officials who may be struggling with similar issues. Communication of these successes reinforces the drive to empower productive service delivery by individual public officials. The value of appropriate communications cannot be overstated with regard to fostering teamwork, empowerment, and process improvement.

However, the process of building teams provides value to the achievement of productivity. Hence Tuckerman (1995:243-251) argues that the road to achieving successful, high-performing teams is a bumpy one, with different forms of support required along the way. Tuckerman (1995:243-251) suggests a four-stage model to team development and can thus be summarized as follows:

- **Forming:** This is the initial stage in which new relationships are formed among team members. A great deal of testing is going on as individuals seek to understand the reason for the team being formed, the scope of responsibility, the legitimacy of the team, why various members were selected, the viability of the task, and what the task entails. This initial activity helps the group to orientate itself to the work to be done. In this

initial stage, the role of the sponsoring manager is critical to get the team started in a positive and constructive manner. The sponsor must provide complete information, establish a level of trust that enables the group to be open and honest and explain roles and expectations.

- **Storming:** This second stage is characterized by the interpersonal conflicts that arise among team members while clarifying their tasks, roles, responsibilities, expectations and organizational issues. This phase is characterised by debate, arguments, conflict and perhaps hostility and animosity. According to Tuckerman (1995:248), care must be taken by the sponsoring manager to assure that discussion remains constructive and is directed at the issues and not at individuals, and that all issues are surfaced, debated and clarified. Managers at this stage will draw on their skills as facilitators. Objective information gathering and decision-making will be aided by techniques such as brainstorming, weighted voting, and consensus building. During this second stage, little progress will be made toward the goals; instead, energy will be directed toward the processes. This stage, however, must be completed successfully before real work can begin.
- **Norming:** This third stage is marked by a coming together of team members. Cohesion is exhibited by a healthy flow of opinions, sharing of personal experience and data, cooperation and overall good work. At this point, members feel good about their involvement on the team and feel that their work has purpose and value. The group of individuals starts to evolve into an effective team and begins to work together toward achieving a common goal. The sponsoring manager at this point may feel that the team is self-sufficient and fully capable of managing its activities. The role of the manager changes from being a director or referee to being a participant or resource. The manager may even withdraw and allow the team to define its own leaders and administrators.

- **Performing:** This stage is the payoff! Team members are performing their roles. Work is characterized as cooperative and collaborative, and the objectives are being achieved. Teams at this stage are mature and self-directing and exhibit a natural sharing of roles and responsibilities. They effectively use systematic processes. They achieve results and bring innovative solutions to the organization. The sponsoring manager in this phase may well see the makings of an autonomous work team in which recommendations are developed and implemented without prior approval. Here, the manager's role is that of a coach. The manager helps the team improve the process by which it works. The manager no longer needs to allocate and monitor work, since the team is fully capable of doing this itself. The manager works with the team on its process while the team works on providing productivity results.

Now that service delivery teams have been developed, productivity results may become paramount, and other criteria may diminish in perceived value. When this occurs, Montias (1998:28-31) suggests certain criteria for team performance to get productivity results. Team's success should be evaluated by considering how well service delivery performance has been undertaken in each of the following areas,

viz.:

Goals:

- Are goals understood and supported by all team members and by management?
- Are goals realistic – ambitious yet achievable?
- Are goals within the scope of ownership of the team members or the sponsoring manager?
- Do the goals contribute to the mission, vision, and objectives of the public service organization?

Roles:

- Do all members know and fulfil their responsibilities? Members' responsibilities may include allocating time to team meetings and performing specific roles (taking minutes, for instance) as well as working outside of meetings. Members are also responsible for coaching other

members. If one member is not supporting the team, others have the responsibility of asking that individual to leave the team.

Process:

- Has a structured, defined, disciplined process been followed by the team in pursuit of its goal? Examples of such processes include problem solving, benchmarking, and the six-step road map for process improvement.

Development:

- As a result of involvement on the team, have all members learned new concepts, tools, or techniques that they can apply to their own work outside of the team?

Innovation:

- Did the team question conventional wisdom and traditional approaches?
- Did the team find new ways to approach old problems?
- Did the team recommend an entirely new approach that both improves customer satisfaction and reduces costs?

Results:

- Did the team achieve its goal?
 - Does the solution permanently improve the underlying work process?
- Results usually arrive incrementally, and rarely as dramatic breakthroughs. Public officials must not debate which is more important, because both are needed.

In their opinion Shullman **et al.** (1995:32) state that breakthroughs only come when a number of improvements have already been achieved and when processes are under control. The danger of looking for only one major breakthrough, and not also for the overall public service organization improvements public managers may end up getting neither.

Like any other Public Sector Management Technique, Service Quality Management, according to Frears (1999:413) is faced with obstacles to attain service quality improvement. Among the authors who contend this argument, Stratton's

(1999:130-113) is more suitable to the public service organizations. This is discussed next.

6.3.3 Obstacles to attaining service quality improvement

Stratton (1999:103-113) maintains that the following points, are obstacles to Service Quality Management, in ailing organizations, whether its public or private organizations, viz.:

- **Lack of visibility:** Service quality problems are not always visible to public service organizations. In the context of the private sector, customers who are sufficiently dissatisfied with a service would usually stop purchasing goods and service from these organizations. Whereas in the public sector, various factors such as loosing voters' confidence in the ruling government, strikes, and a culture of non-payment may arise. This places greater responsibility on public service organizations to be pro-active in the identification of quality problems.
- **Difficulties in assigning specific accountability:** The customer's overall perception of service quality is influenced by experience at different stages of service delivery. However, it is difficult to attribute quality problems to a particular stage of service delivery. Most frequently, public officials delegated with authoritative resources to manage the process of service delivery, also accept responsibility of positive and negative progress made by their department, thus they must account to their superiors for service delivery failure or success.
- **Time required improving service quality:** Service quality problems often require a major effort over a long period of time to resolve. This is because service quality is more dependent on people than systems and procedures. Attitudes and beliefs take longer to change than procedures.

It is difficult for managers to keep their attention focused on the problem and remove the root causes of the quality shortcomings.

- **Uncertainties of service delivery:** Control of service delivery and quality is complicated by the individual and unpredictable nature of people. The people element encompasses both customers and frontline staff of public service organizations. In addition to Stratton's (1999:17) view, Dumas (1999:287) maintains that, for service providers to delivery quality services, the following is required:
 - ***Market and customer focus.*** 'Service quality' problems are more likely to arise in organizations that are not focused on identifying and acting on the customer's needs and expectations. In order for public service organizations to delivery quality services, public officials should put themselves in the customer's shoes and build its policies from the customer's point of view.
 - ***Empowerment of frontline staff.*** Giving frontline staff the latitude to make important decisions regarding the customer's needs and the practice of Batho Pele principles enhance 'Service quality'. It is generally recognized that devolvment of those decisions and the practice of Batho Pele principles that affect customer care to the frontline staff pays dividends. Another example, is that of the South African Broadcasting Corporation (SABC) television licence card that uses the latitude given to its frontline staff to differentiate its service from that of other card providers such as those of electricity.
 - ***Well-trained and motivated staff.*** Frontline staff members that are not adequately trained in Batho Pele principles and their job will find it difficult to perform their tasks effectively. This will be noted by the customer and is likely to cause adverse quality perceptions. It is also important to ensure that frontline staff are effectively

supported and well motivated. Motivated staffs require the provision of an appropriate and clear career ladder and opportunities, remuneration and recognition system, a measurement system and appraisal procedures.

- ***A clear 'service quality' vision:*** In the absence of a clear vision and definition employees are likely to have their own interpretation of 'service quality'. Lack of common vision will inevitably increase the variability experienced by the customer within and without each stage of service delivery. Inconsistency and variability of treatment is likely to have an adverse influence on the perception of 'quality'.

6.4 CONCLUSION

Productivity may be thought of as the process with which public resource inputs and the quality and affordability outputs have been translated into customer-satisfaction-oriented public services. Pressure from the population growth, government policies, international involvement and technological advancement are increasingly demanding Public Sector Management Techniques to improve productivity in public service organizations. If the public service does not keep up with the demands, quality services at affordable rates will be impossible. Hence today's Public Sector Management Techniques, management processes, skill and technological society within the environment of scarce public resources, makes the study and application of Public Sector Management Techniques to improve productive service delivery more urgent than ever.

To begin such studies and applications, public officials at managing levels will need to permit a continuous training and development of their subordinate public officials to accumulate knowledge on mechanisms to improve productivity, improvement of public officials' technical skills; conceptual skills; implementation skills; economic/business skills; managerial skills; communication skills and negotiation skills necessary to engage in the successful process of public service delivery. Not

forgetting Cox and Blake's (1991:14) suggestion that, to improve productive service delivery implies public officials must analyse and find mechanisms to improve performance, outcomes and public resource inputs.

Chapter 6 has probed and narrated issues related to application of selected Public Sector Management Techniques for productive service delivery in public service organizations. It has provided a discussion on the application of Performance Management Systems and their variations for promoting productivity in public service organizations and the process of Performance Management Systems in public service organizations.

This Chapter has also addressed Service Quality Management as one of the Public Sector Management Techniques to improve the quality of public services in public service organizations. It has focused on issues concerning services, quality and processes, the process of Service Quality Management as a continuous service improvement activity in public service organizations, that consist of customer focus, process improvement and the involvement of the public as a process for enhancing productive service delivery. The Chapter concludes with the process of continuous improvement and the obstacles to attain service quality improvement.

The application of selected Public Sector Management Techniques to improve service delivery implied the efficient; effective and productive processes of service delivery in public service organizations. Thus, chapter 7 of this thesis narrates on the conclusive commends and recommendations based on the research of the various Public Sector Management Techniques.

7

CONCLUSION AND RECOMMENDATION

In my end is my beginning.
- Eliot T.S. -

7.1 INTRODUCTION

The introduction of management techniques identified in Chapter 2 of this Thesis is being regarded as of the key elements for successful administration of public affairs. This has an influence on the lifestyles of customers and the public management by emphasizing efficiency, effectiveness and productivity of public service organizations. The influence is based on the dependency of public and government organizations upon the reliability and consistent improvement of services. This dependency also includes no tolerance for poor quality, services that are costly, inappropriateness, poor performance, poor results and low outcomes.

As such, the key to this influence is the recognition of service improvement desired by the public, as a value for their tax-money. As a result of the wide variation of management techniques, the search for Public Sector Management Techniques and approaches to improve service delivery should become a matter of deep concern to public managers, academics and the public.

Deduced from Mintzberg's (1994:23-29) view, when stating that the strategic management tools serve as a guide or course of action into the future, a path to get from here to there, a pattern that is consistent in behaviour over time, makes this statement to apply to all Public Sector Management Techniques, which answer questions such as:

- *How* to get from here to there?
- *When* to get from here to there?
- *Why* should organizations attempt to get from here to there?

- *Who* should be involved in getting the organizations from here to there?
- *How* much is it going to cost to get from here to there?

In this Chapter conclusive comments and recommendations relating to the application of Public Sector Management Techniques to improve service delivery will be made. It will start by giving an overview of Public Sector Management Techniques in the future and the research analysis. A possible question, **vide:** 'whether Public Sector Management Techniques will work?' will be discussed in this Chapter, followed by conclusive comments and recommendations regarding the application of Public Sector Management Techniques to improve service delivery.

7.2 PUBLIC SECTOR MANAGEMENT TECHNIQUES IN THE FUTURE

Questions such as: 'what will public administration be like in the 21st century?' has been the core question derived from several international; national and local conferences. The twentieth century has, among other characterizations, been a century of public service delivery and customer focus, dating from the adoption of a career service model, a formal model of bureaucracy, and a strict separation between politics and administration. These theories and rationale are no longer generally accepted and the latter part of the century has seen attempts by virtually all developed countries to reconstitute the relationship between public service organizations, managing public officials and customers (Conway 1999:77).

Even if the primary goal now is to make South African public service organizations efficient, effective and productive, by means of reconstruction, transformation, innovation; rightsizing and reform; public managers must take note that there are continuous changes in organizations with the likelihood for further change exist. Customers and the international communities anticipate changes that will have to move from better to best management practices and service delivery. These amount to efficient, effective and productivity in the management of public service organizations and service delivery. This leads to an understanding of the categorization of public resources, the application of Public Sector Management

Techniques, possession of the necessary technical skills; conceptual skills; implementation skills; economic/business skills; managerial skills; communication skills and negotiation skills as well as the generic management processes.

Furthermore, the administration of the future appears to be moving towards flexibility as opposed to rigidity in bureaucracy. The traditional models of public administration, according to Rees (2001:87), are well described by the word 'rigidity'. This was meant to ensure equity and due process, but also led to slowness and inability to change with changing circumstances. Flexibility, in this context, is in opposition with rigidity, in which the Public Sector Management Techniques are best characterized by the words 'results'; 'innovation'; 'development'; 'flexibility'; 'productivity' and 'service delivery'.

One failure of the bureaucratic model of administration was to establish procedures for every conceivable contingency ignorant of the application of Public Sector Management Techniques. This prevents creative and innovative processes of service delivery. Taken from the notion that if managers do not manage, no one else will. Public managers of the future will have to involve themselves in business-like management of public service organizations. Not necessarily to be profit-oriented, but to realize that what they do is part of managing for efficiency, effectiveness and productivity and the urge to delivery quality services by the involvement of the public and at an affordable tariff.

In this regard, participative public management, as suggested in the discussion of Service Quality Management, under involvement of the public and teams members, is also likely. As opposed to the traditional model of public administration, where secrecy is the norm, the introduction of transparency in public service organizations will continue to make public service organizations more open in its relations with customers. Part of the public manager's role, as opposed to the public administrator's role where this task was reserved for politicians, will be to involve the public and to manage public response to new initiatives. Groups are actively consulted, individuals brought into the administrative process and it can be realized that overall service delivery outcomes can be improved as a result.

7.3 AN OVERVIEW OF THE STUDY UNDERTAKEN

The objectives of the study is indicated in paragraph 1.4 as intending to investigate management techniques that can be used to improve the quality of services and the delivery of such services in public service organizations. The thesis mainly focussed on the following:

- Identification and discussion of a few management techniques in the public sector and as well as in the private sector organizations that can improve service delivery in public service organizations.
- This thesis focussed on the theory and rationale of Public Sector Management Techniques. It reflected on the possible approaches to efficiency; effectiveness and productivity measurements and emphasized that to improve public service delivery, improvement of management set-up must first be initiated. This is indicated Chapter 2 and 3 of this thesis.
- Chapter 4; 5 and 6 elaborated on the practical application of appropriate Public Sector Management Techniques to improve the process of service delivery. Hence, the researcher indicated in Chapter 1 that the research is a combination of an applied science and a theory to prove the hypothesis stipulated in paragraph 1.3.
- Derived from paragraph 1.2 of this thesis, which focuses on problem statement, the research has proved that in order to improve service delivery in public service organizations, management techniques are also important. This thesis has identified and briefly narrated on 11 Public Sector Management Techniques in paragraph 2.3. Seven of these management techniques were selected to prove that the application of Public Sector Management Techniques are one of the mechanisms that can enhance service delivery in public service organizations. These Public Sector Management Techniques are not limited to the 11 management techniques

identified in paragraph 2.3. They can be extended to Change Management, Public Resource Management, Conflict Management, Managing motivation, Rational Problem-Solving and innovative service delivery Management.

7.4 WILL THE PUBLIC SECTOR MANAGEMENT TECHNIQUES WORK?

Criticism of various kinds about the managerial programme have been discussed such as potential problems arising from politicisation, poor morale, and a decline in ethical standards. However, in most cases, the new approach is simply untested, as Lan and Rosenbloom argue (1992:535) that initial evaluations of market-based public administration are bound to vary wildly. It emphasizes different values from the received approaches. Neither its short nor long-term effectiveness have been tested nor its internal consistency and overall coherence may be inadequate. Nor is it clear that it will become dominant in the way that the public administration "orthodoxy" was in the past. However, it seems to have enough going for it - including strong political support - to be taken very seriously by the public administration community.

No one really knows whether these new models - managerialism, New Public Management, market-based administration or entrepreneurial government, including Public Sector Management Techniques, e-Governance and e-Government - will work. But critics and attempts such as these models cannot simply be dismissed. Strong political support means it is being implemented in advance of careful assessment and it is popular with politicians attempting to regain control of their own public services.

Furthermore, Wooldridge and McKane (1996:334) support this argument by stating that another approach exist. It is possible to compare the theories and principles within which each paradigm operates. Instead of simply criticizing these various Public Sector Management Techniques' inadequacies, it is necessary to compare them on those points with the traditional model of public administration. No theory can explain everything, which falls within its domain. The application of

management theory in public service organizations may be a disappointment but not a failure and most of the critics tend to ignore the state of the public sector before the theorists arrived.

The main point about theories in general is that they are in competition with each other in how they fit the real world. In such a comparison Public Sector Management Techniques could hardly be worse than the traditional model of public administration it is replacing. The comfortable old public service organization is gone because its theories are weaker than those of its replacement. If there are problems or experience with Public Sector Management Techniques, the response will be a further change in the managerial direction. Therefore, for Public Sector Management Techniques to work it is in the hands of each and every qualified and professional public official in public service organizations.

7.5 CONCLUSION

The analysis of the application of Public Sector Management Techniques to improve service delivery in public service organizations implies, firstly the improvement of efficiency, effectiveness and productivity management. Secondly, it implies the improvement of efficient, effective and productive manner in which public services must be delivered. Therefore, to improve service delivery, public officials, particularly public managers, must take note that efficiency, effectiveness and productivity are managed independently and not as a substitute for each other.

To improve the efficiency and the effective processes of service delivery does not mean productivity has been improved. Efficiency, effectiveness and productivity are merely three separate components of service improvement in public service organizations. This can be undertaken through the application of Public Sector Management Techniques. Despite the emerging attraction of Public Sector Management Techniques in theory and practice some worrying aspects exist that can thwart the attempts to comprehend the study of Public Sector Management Techniques, **viz.:**

- The management of sustainable development projects is not yet viable in South African public service organizations.
- Public management processes are not extended to activation, directing and motivation and planning, but limited to the generic management of public service organizations.
- Discussions on 'resources' rather than 'public resources' are alienated from the term 'public' and the public as ownership of these properties. Thus paving the way to inefficiency, ineffectiveness and unproductive delivery of public services and corruption.
- The Public Sector Management Techniques in public service organizations are not emphasized enough and, as a result, the importance of such approaches to public management goes lost.

Thus, the thesis identified twelve Public Sector Management Techniques that can be applied to improve service delivery in terms of effectiveness, efficiency and productivity, **viz.:** Information Systems, Workload Analysis, Cost Performance Improvement, Management by Results, Social Network Programming, Performance Management Systems, Service Quality Management, System Analysis, Strategic Public Management, Social Benefit Analysis, Public Project Management and Programme Budgeting Systems. These Public Sector Management Techniques can be extended to Change Management, Public Resource Management, Conflict Management, Managing motivation, Rational Problem-Solving and innovative service delivery Management.

As such, the analysis does indicate that Public Sector Management Techniques not only have high merit for application in public service organizations, but has the capabilities to eliminate many troublesome problems such as, the size of the public service organization, over-consumption of scarce public resources, over-exert of public service organizations with service delivery programmes and the technique of management, that plague public managers and officials.

The analysis of the variations of Public Sector Management Techniques stipulated above, suggests that the elements of efficiency; quality, affordability, capabilities, cost-awareness implies value for money. Whereas the elements of effectiveness; co-ordination, timeliness, influence and progress and appropriateness implies prompt delivery of public services, while the elements of productivity; performance, results and outcome implies getting more for less.

This can be concluded that if public officials have acquainted themselves with tertiary qualifications; government policies; categories and management of public resources; improvement of their technical-, conceptual-, implementation-, economic/business-, managerial-, communication- and negotiation skills; and Public Sector Management Techniques, appropriate quality services can be delivered promptly at affordable monetary values. This implies that public services have been improved to the best abilities of public service organizations.

7.6 RECOMMENDATIONS

The development of New Public Management is a recognition that the task of public officials is now shifting away from a generic method of administration towards a business-like management of service delivery, that a form of management can be developed bearing in mind the differences between the public sector and the private sector discussed in paragraph 1.6.2, and between public organizations and private organizations discussed in paragraph 7.4. Thus, no reason exists why Public Sector Management Techniques cannot be developed to apply even better to the unusual features of public service organizations. Due to the three problems identified in this Thesis, **viz.:**

- The argument made out about the public sector that is *too large and consuming too many scarce public resources.*

- The arguments that government organizations *involve themselves in too many service delivery programmes and activities* and that alternative means of service delivery exist.
- Sustained argument on *the techniques of management* in public service organizations, with bureaucracy becoming a highly unpopular form of management due to management mediocrity, inefficiency, ineffectiveness and unproductive services delivery.

The following recommendations are made, **viz.:**

- Public managers must make scientific attempts, by researching and suggesting indisputable mechanisms to improve performance and management of public service organizations by modifying the Public Sector Management Techniques to suit the unique set-up of each organization.
- The ideological drive to reduce public service organizations' inefficiency; ineffectiveness and unproductive service delivery must be pursued enthusiastically by the application of the various Public Sector Management Techniques discussed and those identified in paragraph 7.7.
- The classification of public resources adding of the pre-fix 'public' to resources to de-alienate ownership of property, must be promoted. This will also require the development and application of Public Resource Management as one of the Public Sector Management Techniques to enhance the efficient, effective and productive management of public resources.
- The training and development of all public officials' technical skills, conceptual skills, implementation skills, economic/business skills, managerial skills, communication skills and negotiation skills should be introduced as syllabi in training manuals and courses of public management.

- The Public Sector Management Techniques discussed in this Thesis, as well as other Public Sector Management Techniques such as Problem-Solving Process, Innovative Service Delivery Process, Public Resources Management, Change/Transformation Management, and Service Improvement Management, should be introduced in institutions of higher learning as syllabi for postgraduate students. This will enhance prospective public managers' Efficiency Management, Effectiveness Management and Productivity Management. This, according to Reddin and Kehoe (1994:126-127), would also improve the prospective public officials' technical skills; conceptual skills; implementation skills; economic/business skills; managerial skills; communication skills and negotiation skills.
- Finally, the South African government, in collaboration with the public sector and public service organizations as well as researchers should research further the first two problem statements stipulated in this Thesis (paragraph 1.2) as:
 - The argument made out about the public sector that is *too large and consuming too many scarce public resources*, and
 - the argument that government organizations *involve themselves into too many service delivery programmes and activities* and that alternative means of service delivery exist.

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