

UNIVERSITY OF KWAZULU-NATAL

**THE ROLE OF PROJECT MANAGEMENT METHODOLOGY IN MUNICIPAL
SERVICE DELIVERY, WITH A PARTICULAR REFERENCE TO
METROPOLITAN MUNICIPALITIES IN SOUTH AFRICA**

By

Bhekabantu Alson NTSHANGASE

9509228

**A thesis submitted in fulfillment of the requirements for the degree of
Doctor of Administration**

School of Management, IT and Governance

College of Law and Management Studies

Supervisor: Dr. T I Nzimakwe

July 2014

DECLARATION

I, **Bhekabantu Alson NTSANGASE**, declare that

- (i) The research reported in this thesis, except where otherwise indicated, and is my original research.
- (ii) This thesis has not been submitted for any degree or examination at any other university.
- (iii) This thesis does not contain any other person's data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.
- (iv) This thesis does not contain any other person's writing, unless specifically acknowledged as being sourced from other researchers. Where other written sources have been quoted, then:
 - a) their words have been re-written but the general information attributed to them has been referenced:
 - b) where their exact words have been used, their writing has been placed inside quotation marks, and referenced.
- (v) This thesis does not contain text, graphics or tables copied and pasted from the Internet, unless specifically acknowledged, and the source being detailed in the thesis and in the References section.

Signature:

Date:

Abstract

The aim of this research was to investigate the impact of project management methodology to service delivery at Metropolitan Municipalities in the Republic of South Africa. The study was conducted across all six metropolitan municipalities. These Municipalities are as follows: eThekweni Metropolitan municipality, City of Cape Town, City of Ekurhuleni, Nelson Mandela Metropolitan municipality, City of Johannesburg and City of Tshwane.

Literature review reveals that project management incorporates all management principles. An interesting finding provided by literature review is that no known publication that presents how projects were managed in times of Great Wall of China, Egyptian Pyramids, and European Cathedrals. What is interesting is that these structures are in place but there are few records to inform how the projects were managed.

Another important discovery through literature review is that the study of project management is new in the field of public administration, as it was inherited from military and engineering disciplines. Project management has been more effective and efficient for engineers in their massive construction and designing new machinery and military personnel in their missions of war, peace-making and other interventions.

This research study has shown that project managers need intense capacity building on the project management discipline. Project managers are not as strong on project management theory, as expected. Some project managers do not have qualifications on project management, which makes execution of projects at Metropolitan Municipality levels difficult and challenging. These

findings made a very interesting break-through in understanding of what makes municipalities fail to deliver services as expected.

Project reports were collected from each metropolitan municipality. These reports are clearly indicating that some projects are experiencing challenges in areas of project planning, financing, procurements, quality and contracts. Some projects do not finish on time as a result of above identified challenges.

Proper implementation and management of project will bring about drastically improvement in service provision by Metropolitan municipality.

TABLE OF CONTENTS

	Declaration	(i)
	Acknowledgements	(ii)
	Abstract	(iii)
CHAPTER 1	OVERVIEW AND DEMARCATION OF THE STUDY	
1.1	Introduction	1
1.2	Research Background	2
1.3	Problem Statement	6
1.4	The need for the study	7
1.5	Objectives of the study	7
1.6	Limitation of the study	8
1.7	Research Method	9
1.7.1	Research Approach	9
1.7.2	Primary data collection methods	11
1.8.	Research Approach and Method	13
1.8.1.	Research Strategy	13
1.8.2.	Data Collection	13
1.8.2.1.	Literature Review	13
1.8.2.2.	Empirical Study	14
1.9.	Overview of the Thesis	14
1.10.	Types of Research Design	16
1.11.	Chapter Summary	16
CHAPTER 2	PROJECT MANAGEMENT METHODOLOGY & DEVELOPMENT	
2.1.	Introduction	17
2.2.	The 1996 Constitution of the Republic of South Africa	19
2.2.1.	National Government	21
2.2.2.	The Provincial Government	21
2.2.3.	The Local Government	22
2.2.4.	The Municipal Structures Act of 1998	25
2.2.5.	The Municipal Systems Act of 2000	26
2.3.	Locus and Focus of Local Government Administration and	

	Management	31
2.4.	Distinctiveness of public administration	33
2.4.1.	Definition of public administration	34
2.5.	Public Administration Approaches	34
2.5.1.	Traditional Approach	35
2.6.	Analysis of Cloete’s approach	40
2.7.	Innovation Approach	42
2.8.	Public Management Environment	45
2.9.	Project Management in Context of Public Administration	50
2.9.1.	Project Management Knowledge Areas	50
2.9.2.	Project Scope Management	53
2.9.3.	Project Time Management	56
2.9.4.	Project Cost Management	60
2.9.5.	Project Cash-flow Management	63
2.9.6	Project Quality Management	63
2.9.6.1	Definition	66
2.9.6.2	Project Quality Management Process	67
6.9.6.3	Quality Assurance	69
6.9.6.4	Quality Control	70
2.10.	Project Human Resources Management	71
2.10.1	Responsibility and Accountability Matrix	73
2.10.2	Project Team	73
2.11	Project Risk Management	74
2.11.1.	Risk Management Process	75
2.11.1.1	Risk Identification	79
2.11.1.2	Risk Quantification	87
2.11.1.3	Risk Response Development	87
2.11.1.4	Risk Response Control	88
2.11.2	Project Risk Analysis and Management Guidelines (PRAM)	89
2.12.	Project Communication Management	90
2.13.	Project Procurement Management	92
2.14	New Approaches to development	95

2.15.	The Impact of Normative Factors on Project Management	96
2.15.1	The 1996 Constitution	96
2.15.2	Batho Pele Principles	97
2.16.	Summary chapter	100
CHAPTER 3	PROJECT MANAGEMENT AND SERVICE DELIVERY : A THEORETHICAL PERSPECTIVE	
3.1.	Introduction	102
3.2.	Definition	103
3.3.	Project Management and other Management Disciplines	108
3.4.	The necessity of Project Management	111
3.5	Management by Crisis	112
3.6.	Management by Confusion	113
3.7.	Management by Drive	114
3.8.	Management Effectiveness and efficiency	115
3.9	Characteristics of Reactive Management	116
3.10.	Characteristics of Proactive Management	116
3.11.	Project Life Cycle	117
3.11.1	Stage 1- Identification	120
3.11.2	Stage 2 – Preparation	122
3.11.3.	Stage 3 – Feasibility Analysis	123
3.11.4	Stage 4 - Appraisal	123
3.11.5	Stage 5 – Negotiation	125
3.11.6.	Stage 6 – Implementation and Supervision	125
3.11.7.	Stage 7 – Monitoring	126
3.11.8	Stage 8 – Evaluation	126
3.12.	Project Life Cycle as Management Tool	128
3.13.	Cycle Group	129
3.14.	Community participation in project	132
3.15.	Project Planning Process	134
3.15.1	Stage 1- Planning	134
3.15.2	Stage 2 – Plan Mobilization	135

3.15.3	Stage 3 – Report Monitoring	136
3.15.4	Stage 4 – Variance analysis	138
3.15.5	Stage 5 – Management action	138
3.15.6	Stage 6 – Correction Action	138
3.16	Chapter Summary	139
CHAPTER 4	PUBLIC SERVICE DELIVERY	
4.1.	Introduction	140
4.2.	The Constitution of South Africa Act No. 108 of 1996	142
4.3.	Mechanisms for combating Unethical conduct	144
4.3.1.	Code of Conduct	144
4.3.2.	Communication Media	146
4.3.3	Ad hoc Bodies	147
4.3.4	Constitutional Mechanisms	148
4.3.4.1	Public Protector	149
4.3.4.2	Auditor General	149
4.3.4.3	Public Service Commission	151
4.3.4.3.1	Legislative Mandate	151
4.3.4.3.2	Ethics Perspective	154
4.3.4.3.3	Judicial Institutions	157
4.4	Public Sector Transformation	157
4.4.1	Batho Pele Principles	158
4.5	Service Delivery Process	165
4.6	Good Governance	166
4.6.1	Governance	172
4.7	Public Service Delivery Improvement Plan	175
4.7.1	Service Delivery Watch	176
4.7.2	Public Service Week	177
4.7.3	Africa Public Service Day	178
4.7.4	Project Khaedu	179
4.7.5	Know your Service rights	180
4.7.6	Change Management Engagement Programme	181
4.8.	Batho Pele Learning Network and Coordinating Forums	183

4.9.	Service Delivery Improvement Plans and Standards	183
4.10.	Eight Steps to enhance service delivery	189
4.11.	South Africa service delivery review report since 1994	190
4.11.1	Sanitation	191
4.11.2	Tap Water	191
4.11.3	Housing	191
4.12.	Public Service Delivery Challenges	196
4.13	Revised Green Paper : National Planning Commission	199
4.13.1.	The process so far	200
4.13.2.	Defining the outputs	203
4.13.3	Cross –cutting Issues	206
4.13.4	Envisaged Plan	207
4.13.5	Example 1 – Strategic planning and energy security	209
4.13.6	Example 2 – Social security reform	210
4.13.7	The role and composition of the National Planning	212
4.13.8	Commission	215
4.13.9	The role of the Ministerial Committee on Planning	216
4.13.10	The role of the Secretariat	217
4.14.	The role of Parliament	218
4.15	National Development Plan	219
	Summary of the chapter	
CHAPTER 5	RESEARCH METHODOLOGY	
5.1.	Introduction	221
5.2.	Defining research methodology	222
5.3.	Problem statement and the objective of the study	223
5.4.	Choosing the participants	224
5.5.	Research Approach	224
5.5.1	Seeking permission for research	225
5.5.2	Interrelationship between facts and theory	225
5.5.3	Research Instrument	2226
5.5.4	Questionnaires	227
5.5.5	The research instrument	227
5.5.6	Questionnaires as research Instrument	229

5.5.7	Questionnaires construction	230
5.6.	Advantages and Disadvantages of questionnaire	230
5.6.1	Advantages of questionnaire	231
5.6.2	Disadvantages of questionnaire	232
5.7	Data Collection Process	233
5.8	Data analysis	234
5.9	Summary Chapter	
CHAPTER 6	DATA COLLECTION AND ANALYSIS	
6.1.	Introduction	235
6.2.	Presentation of data	235
6.3.	Section A – questionnaires	236
6.3.1.	Gender (of all 6 metro’s)	236
6.3.2.	Racial Groups (of all 6 metro’s)	237
6.3.3.	Project Managers work Experience (of all 6 metro’s)	238
6.4.	Section B – Questionnaires	244
6.4.1.	Understanding Project	244
6.4.2.	Understanding Project Management	246
6.4.3.	Examples of project implemented.	248
6.4.4.	Importance of project phases.	248
6.4.5.	The role of Project Management to your organizations.	249
6.4.6.		250
6.4.6.1.	Discuss each of the PMA, and how do your department	250
6.4.6.2.	comply with it?	251
6.4.6.3.	Project Integration Management	251
6.4.6.4.	Project Scope Management	252
6.4.6.5.	Project Time Management	253
6.4.6.6.	Project Cost Management	254
6.4.6.7.	Project Quality Management	255
6.4.6.8.	Project Human Resource Management	255
6.4.6.9.	Project Communication Management	256
6.4.7.	Project Risk Management	257
6.4.8.	Project Procurement Management	258
6.4.9.	The strengths and weaknesses of project executed.	259

6.4.10.	Strategy to address project weaknesses.	260
6.4.11.	Examples of external and internal stakeholders	262
6.4.12.	Effectiveness of stakeholders	262
6.4.13.	Process to determine project beneficiaries.	263
6.4.14.	Method used to determine level of satisfaction of the beneficiaries.	264
6.4.15.	Best method used	264
6.4.16.	Techniques used to prioritize projects	265
6.4.17.	Monitoring and Evaluation methods	266
6.5.	Summary Chapter	267
CHAPTER 7	RECOMMENDATIONS AND CONCLUSION	
7.1.	Introduction	268
7.2.	Objective of the study	269
7.3	The need for the study	270
7.4.	Summary chapter	270
7.5	Recommendations	271
7.6	Project Monitoring and Evaluation	273
7.7	Conclusion	274
7.8	Chapter summary	275
BIBLIOGRAPHY		276
	Figures and tables	
Chapter One	Picture 1.1 Egyptian pyramids	3
	Picture 1.2 Mozambique Mozal Plant	4
	Picture 1.3 Sydney Opera house (Australia)	5
	Table 1.1 Characteristics of Qualitative and Quantitative Research	10
Chapter Two	Figure 2.1. spheres and hierarchy of government	29
	Figure 2.2. The South African hierarchy of government institutions	30
	Figure 2.3. Locus and Focus of Public Administration and Management	32
	Figure 2.4. Model of Public Administration	38

	Figure 2.5. Schwella’s approach to Public Management model	44
	Figure 2.6. Work Breakdown structure	57
	Figure 2.7. Work Breakdown Structure horizontal	57
	Figure 2.8. Activity Data	58
	Figure 2.9. Simple Bar Chart	58
	Figure 2.10. Bar Chart by Responsibility	59
	Figure 2.11. Hammock Activities	59
	Figure 2.12. Project cost formula	60
	Figure 2.13. Cost estimate process	62
	Figure 2.14. Project quality process	63
	Figure 2.15. Quality planning process	64
	Figure 2.16. Project Quality Control	68
	Figure 2.17. Human resource planning process	72
	Figure 2.18 Responsibility and Accountability Matrix	72
	Figure 2.19. Project risk management process	75
	Figure 2.20. Risk Management principles	76
	Figure 2.21. Risk management elements	78
	Figure 2.22. Risk identification process	79
	Figure 2.23. Risk assessment	86
	Figure 2.24. Project risk analysis and management guideline (PRAM)	89
	Figure 2.25. Purchasing cycle	93
Chapter Three	3.1. Critical elements in project management	105
	3.2. Flow of project	107
	3.3. Project management and other management	108
	3.4. Multi-disciplinary nature of project management	109
	3.5. Management by crisis	112
	3.6. Management by confession	113
	3.7. Management by drive	114
	3.8. Management by effective and efficiently	115
	3.9. Kinds of pressures placed on project managers.	117
	3.10. Refinement of policy and planning	120

	3.11. Project management phases	129
	3.12. Project life cycle models	131
	3.13. Developmental stages	132
	3.14. Project planning process.	134
Chapter Four	4.1 Aspects of good governance	169
Chapter Six	Diagram 6.1. Gender	236
	Diagram 6.2.Racial groups	236
	Graph 6.1. Section A , Q2 – eThekwini Metro	237
	Graph 6.2. Section A , Q2 – City of JHB	238
	Graph 6.3. Section A , Q 2 – City of CT	240
	Graph 6.4. Section A , Q 2 – City Tshwane	241
	Graph 6.5. Section A , Q 2 – Ekurhuleni	242
	Graph 6.6. Section A , Q 2 – Nelson Mandela Bay Metro	243
	Section B	
	Graph 6.7. – Projects Understanding	244
	Graph 6.8. – Project Management Understanding	246

Abbreviations

APSD	Africa Public Service Day
ASGISA	Accelerated and Shared Growth Initiative for South Africa
BC	Bar Chart
CBO	Community Based Organisation
CI	Continuous Improvement
CT	Cape Town
DPSA	Department of Service Administration
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus
HSRC	Human Science Research Council
IDP	Integrated Development Plan
IMF	International Monetary Fund
JHB	Johannesburg
JIPSA	Joint Initiative on Priority Skills acquisition
KZN	KwaZulu Natal
LTDF	Long Term Development Framework
MEC	Member of Executive Committee
MSP	Microsoft Project (MS Project)
NPC	National Planning Commission
NEPAD	The New Partnership for Africa's Development
NGO	Non-Governmental Organisation
OPSC	Office of the Public Service
PCC	Presidency Co-ordination Council
PFMA	

	Public Financial Management Act
PM	Project Manager
PMBOK	Project Management Body of Knowledge
PMIS	Project Management Information Systems
PMS	Project Management System
PRAM	Project Risk Analysis Management
PSC	Public Service Commission
QC	Quality Control
QQT	Quantity , Quality and Time
RDP	Reconstruction and Development Programme
RM	Risk Management
RSA	Republic of South Africa
SABC	South African Broadcasting Commission
SADEC	Southern Africa Development Community
SALGA	South African Local Government Association
SDIP	Service Delivery Improvement Plan
TB	Tuberculosis
TM	Time Management
TQM	Total Quality Management
UN	United Nation
WB	World Bank
WBS	Work Breakdown Structure

CHAPTER ONE

OVERVIEW AND DEMARCATION OF THE STUDY

1.1 INTRODUCTION

Project is a buzz word from all institutions both the public, private and non-governmental organizations (Knipe *et al* 2002:03). Projects take place in these sectors to enhance the capacity for productivity and service delivery. The project approach is considered vital because it involves all management principles better than general management.

Management plays a central role in all sectors and it brings about effective policy-making, planning, organizing, leading, coordinating, directing and controlling, which results in better service delivery in the public sector and high productivity in the private sector (Smith and Cronje, 2003:09 and Fox and Meyer 1995:77). Management makes use of skills such as policy analysis, organizational development, strategic management, conflict resolution, decision making, change management and communication (Fox and Meyer 1995:77). All these functions and skills articulated above are required and applied when executing projects.

The significance of project management is regarded as a cornerstone for any institutions responsible for rendering services to the public or customers. In other words, project is a

vehicle for service delivery. This study focuses on the areas that require special attention in teams of project management. Project management is the significant strategic tool available at any organizations disposal to enhance productivity or service delivery (Knipe *et al* 2002: 05). This study investigates the impact of project management on better service delivery at all Metro Municipalities in South Africa.

Local government is selected due to the sophistication of service delivery activities carried out on day to day bases. According to van der Waldt (2007: 03) the local government sphere of government is the one that is close to the people. Sine this sphere is close to the public, it is, therefore, the one that carries huge responsibilities to deliver services to the public. It has been confirmed that local government is the most responsible and most responding sphere to the needs, demand and desires of the public (Reddy *et al*: 1996:04). This is because it has a direct impact on the public since it is the closest to the people.

This chapter covers research background, the objectives of the study, research design, research methodology and limitations. Case studies will be given special attention with an aim of developing better understanding of how project management affects service delivery.

1.2 RESEARCH BACKGROUND

Project management, as a field of study and activities has been explored and a great deal of research has been conducted by different scholars, and this research attempts to deal

with the gaps that have been identified in the field of project management in the number of years. Generally, project development as a development can be traced as far back as the Egyptian pyramids.



Picture 1.1: *Egyptian pyramids (2630 B.C)*

Although there are no records kept for these projects, but the structure tells that the quality of construction was very good.

The Mozal Aluminum Smelter in Mozambique was budgeted for US\$ 1.3 billion but was completed at a cost of US\$ 100 million below budget (Herman *et al*, 200: 2003).



Picture 1.2: Mozambique Mozal Plant (2002) (Map of where the smelter and harbour is located)

In 1957, a contract was signed to build the Sydney Opera house. The project was budgeted for AUST\$ 7 million and was expected to be completed in four years. It was eventually finished in October 1973 at a total cost of AUST\$102 Million and took fourteen years to complete. One of the likely reasons for these very different experiences is the quality of project management skills used in each project.



Picture 1. 3: Sydney Opera House (Australia) September to October 1973

Having made reference to these three project scenarios highlighted above, this study is aimed at preventing the problems that caused the Sydney Australia Opera House project to take 95 millions more than initial cost estimate of 7 million. The estimated duration of this project was four years and the actual duration was 10 years. These are practical examples that justify the need for a study of this magnitude. Therefore, it is significant for this study to draw on some lessons learnt from this project. That will help to prevent such poor management strategies in the future.

According to Herman *et al* (2003: 80), the American Project Management Institute (PMI) recognised the Mozal Plant Project as the International project of the year in 2001. This was a well-managed project which was completed within budget and time frame. Therefore it is very significant for this study to single out lessons that can be

learnt from this project. This will help provide future project managers with good project management strategies and techniques.

Project management is a tool at government's disposal to deliver better and improved quality services to the people. It is critical in the South African context, to examine whether projects do meet the needs, aims and objectives of state to deliver services to the poor. It is, for this reason, necessary to conduct a study that will scrutinize the performance and quality of projects being implemented by the democratic government of South Africa. This can be done through acknowledging the Constitution of the Republic of South Africa, with special reference to chapter two, seven, and ten. The following pieces of legislation are also significant, the White Paper on Public Sector Transformation, Broad Base Black Economic Empowerment, Affirmative Procurement and other relevant aspect of the legislative and policy framework.

1.3 PROBLEM STATEMENT

After 19 years of democracy the vast majority of South African citizens are still hard hit by extreme poverty that is characterised by lack of basic services such as the following:

- Proper sanitation that install dignity to people;
- Tap water, that will improve health to the public;
- Infrastructure such as roads, energy and new means of communication;
- Housing,
- High rate of illiterate, unskilled and unemployable people.

1.4 THE NEED FOR THE STUDY

The study is prompted by an urgent need to address issues relating to poor service delivery emanating from poor infrastructural development in the local government sphere. It will also help to emphasize a developmental approach to local government that will resolve the problem of poor service delivery by South African municipalities.

- How to ensure project success?
- How to create a people-driven project?
- How to build a diverse economic and development base?
- How to build quality jobs through project management?
- How to minimize project failure and to finish project on time?
- How to reduce uncertainty caused by projects risk?
- What are obstacles to project management at local government with particular reference to Metro- Municipalities?

The study investigates whether project management is improving service delivery for all.

1.5 OBJECTIVES OF THE STUDY

This study is aimed at analyzing the impact and effect of project management on issues pertaining to service delivery based on the perceptions of project managers. The study focuses this on area due to the crucial role of project management in the whole process of reconstruction, development and transformation of the public sector. It is vital for this

work to investigate performance levels of different Metropolitan municipal managers. At the same time, it is significant to identify areas of improvement for all municipal managers covered by the study.

The main objectives of the study are as follows:

- To investigate the relationship between public administration and project management methodology.
- To carry out a Strengths, Weakness, Opportunities and Threats (SWOT) analysis of the principles, processes and activities constituting project management methodology,
- To ascertain the adequacy of existing institutional and administrative structures and process for implementing project management,
- To investigate the level and depth of knowledge and skills of municipal functionaries in project management, and
- To propose a model to enhance the application of project management in Metro Municipalities service delivery processes.

1.6 LIMITATIONS OF THE STUDY

One problem that has been encountered during the course of this research project has been that the researcher did not have sufficient funding to conduct the study. There was a discrepancy between depth of the study and the funding allocated for this purpose. The study required the researcher to conduct research in all six Metropolitan

Municipalities of South Africa, those are as follows: City of Tshwane, City of Johannesburg, City of Cape Town, Nelson Mandela Metropolitan Municipality, Ekurhuleni Metropolitan Municipality, and eThekweni Metropolitan Municipality. It has been difficult to obtain permission to conduct the study in different Metropolitan municipalities. It took me almost six months to get responses from all municipalities. It has been difficult to make appointments with the officials (project managers) after receiving permission to conduct the study.

The researcher interviewed ten project managers in each Metro Municipality. Some project managers who were interviewed were not keen to respond to some questions and to some extent they were not knowledgeable with project management as field of study. Project managers, were, to some extent, more interested in questions that are practical in nature compared to those which are more academic. Some managers preferred me to give them questionnaires for them to answer at a time convenient for them.

1.7 RESEARCH METHODOLOGY

1.7.1. Research approach

There are two approaches which can be used in a research project quantitative and qualitative and it is possible for the project to use both together. According to Miles and Huberman (1994:40) qualitative research aims at gathering an in-depth understanding of human behavior and what encourages such behavior. Qualitative research is an approach of investigation appropriated in many different academic

disciplines, traditionally in the social sciences, but also in market research.

Table: 1.1 Characteristics of Qualitative and Quantitative Research

Qualitative	Quantitative
All research ultimately has a qualitative grounding	There is no such thing as qualitative data. Everything is either 1 or 0"
The aim is a complete, detailed description.	The aim is to classify features, count them, and construct statistical models in an attempt to explain what is observed.
Researcher may only know roughly in advance what he/she is looking for.	Researcher knows clearly in advance what he/she is looking for.
Recommended during earlier phases of research projects.	Recommended during latter phases of research projects.
The design emerges as the study unfolds.	All aspects of the study are carefully designed before data is collected.
Researcher is the data gathering instrument.	Researcher uses tools, such as questionnaires or equipment to collect numerical data.
Data is in the form of words, pictures or objects.	Data is in the form of numbers and statistics.
Subjective, individuals' interpretation of events is important, e.g. uses participant observation, in-depth interviews.	Objective, seeks precise measurement & analysis of target concepts, e.g., uses surveys, questionnaires.
Qualitative data is more 'rich', time consuming, and less able to be generalized.	Quantitative data is more efficient, able to test hypotheses, but may miss contextual detail.
Researcher tends to become subjectively immersed in the subject matter.	Researcher tends to remain objectively separated from the subject matter.

Source: Rosenthal, (1993: 45)

This research uses the qualitative approach and technique to conduct this study for the following reasons:

- The findings of this research will be largely used by people from social science fields who might not understand highly statistical findings.
- Everyone who works for the public sector or any person interested in the field of project management must be able to make use of the findings for this research study.

1.7.2 Primary data collection methods

There are different methods that can be used to collect data/information and all these can be used successfully. Commonly, lists of questions are formulated by the researcher and are either sent to participants to answer or used as the basis of an interview between the researcher and participants. The questionnaires can be structured, semi-structured and un-structured.

A structured precise questionnaire requires a researcher to formulate beforehand the questions that will be asked to the interviewee. This research has adopted this approach and the questionnaire includes open ended and closed ended questions. The close ended allows the researcher to add up responses from all the participants, but not ask for explanation.

According to O' Sullivan, Rassel and Taliaferro (2011: 113) there are different forms of formulating questionnaires, close-ended and open-ended. The closed ended questions are used in section A of the questionnaires and open ended questions are used in section B of the questionnaires, where the interviewee is expected to provide a detailed response to all questions.

The advantage of this is that the researcher would be able to ask all prepared questions for the interview. The questions will be the same to all interviewees.

The disadvantage is that this type is structured in such a way that there are no follow up questions. This research will be using this type of data collecting technique. Nevertheless, it is important to highlight the other two techniques to collect data.

A semi-structured is most suitable for face to face interviews. The researcher formulates some of the questionnaires to guide the process but leave some unstructured. This system allows flexibility that encourages good interaction between the researcher and the interviewee. The disadvantage is that some questions might slip the mind of the researcher. Unstructured interview do not have pre-determined questions. Although it allows high flexibility the problem is that a researcher might inadvertently use double standards, with some key questions slipping the mind.

1.8 RESEARCH APPROACH AND METHOD

This section explains the research methodology that has been used for this research study.

1.8.1 Research Strategy

The case study approach was adopted for this research. According to Bailey (1994:56), this approach allows the researcher to select examples to illustrate the points to be made, the example in this study being project management within all metros in South Africa. The researcher has established how projects are managed in all Metropolitan-municipalities.

1.8.2 Data Collection

The method of data collection that has been incorporated by this research is the structured questionnaires. This method was adopted because is regarded as the most user-friendly when the researcher wants to get response from common questions that are asked to the targeted audience (O'Sullivan, Rassel and Taliaferro 2011: 111).

1.8.2.1 Literature Review

According to Neuman (2003: 124) in literature review books, journals, internet, government legislation, constitution, acts and policies have been reviewed. These have

been reviewed for the sake of getting a better understanding of existing literature and all government policies and regulations relating to project management.

1.8.2.2 Empirical Study

An empirical survey was undertaken as follows:

Structured questionnaires were administered to ten project managers from all six metro municipalities in South Africa. Those are City of Johannesburg, City of Tshwane, Ekurhuleni Metropolitan Municipality, eThekweni Metropolitan Municipality, City of Cape Town, and Nelson Mandela. The study focused solely on project managers to determine challenges experienced in executing projects.

1.9 OVERVIEW OF THE THESIS

Research design has two meanings; it can be understood as the planning of any scientific research from the first to the last step. In this sense it is a programme to guide the researcher in collecting, analysing and interpreting found facts (Bless and Higsons-Smith 1994:63). Bryman (2004:27) argues that research design provides a framework for the collection, interpretation and analysis of data. This research has different chapters that cover different aspects.

Chapter one deals with research problem, research background objectives, justification of the study, research approach and methodology, key questions for the study, research strategies, limitations and layout of chapters.

Chapter two is the conceptualization and theoretical framework for the study. Project management within the context of public administration is also outlined. Traditional and Innovative approaches in public administration were explored and highlighted.

Chapter three covers a theoretical perspective of project management and its historical development in issues of service delivery. The constitutional mandate, legislative framework and policy position of the country are discussed in relation to its impact to service delivery. It also looks closely to project management as the instrument for confecting policies into desired outputs.

Chapter four provides analytical description of service delivery and legislative framework guiding approaches of improving it. The relationship between theory and practice is examined. The significance of adherence of all six metro-municipalities to these guidelines is analysed for the sake of sustainable improvement in service delivery.

Chapter five of the study describes the research methodology; the research instruments used in the collection of data, data analysis technique used in the study. This is done to meet the requirements of scientific research and facts based findings.

Chapter six provides data interpretation and graphical analysis of collected data from targeted audience. It also presents findings in a both quantitative and qualitative format.

Chapter seven provides a general recommendations and conclusion drawn from the study. The recommendations for the study is that, capacity building must be given serious attention, resources made available to support it and strong monitoring and evaluation system in place.

1.10 TYPES OF RESEARCH DESIGNS

- According to Uma Sekaran (1992: 134-137) pre-experimental designs are the least adequate in terms of scientific rigour and thus are least likely to establish a clear and affect relationship between the independent and dependent variables.
- Quasi-experimental designs are designs which do not meet the exacting criteria of experimental designs, but which manage to approximate experimental conditions. Although these designs have fewer requirements than experimental design, they can achieve a similar level of scientific technique.
- Experimental designs are the most rigorous of all the designs and have strict requirements.

1.11 CHAPTER SUMMARY

This chapter has outlined the problem statement for the research, justification of the stud, objectives of the study and the research methodology that was used for this research. Some of the challenges experienced by the researcher during the period of this study are clearly articulated. The justification for preferring a qualitative research approach over a quantitative one was explained. The following chapter presents the relationship between project management methodology and development in a government context. This chapter also looks at government policies, portfolios and strategies, programmes and projects.

CHAPTER TWO

PROJECT MANAGEMENT METHODOLOGY AND DEVELOPMENT

2.1 INTRODUCTION

Project management plays a critical role in service delivery in South Africa and elsewhere in the world. Looking at all spheres of government structures from National, Provincial and to Local government, all services that are delivered are implemented through Policy, Portfolio, Programmes and Projects, this is according to Executive Development Programme Manual (2008: 27). As an example, the post-apartheid democratic government introduced the Reconstruction and Development Programme (RDP) to enhance better service delivery for all South Africans, especially those who were previously disadvantaged.

Butler–Knight (2002: 950) argues that project management is viewed as having four pillars include timeframe, an orchestrated approach to co-dependent events, a desired outcomes and unique characteristics. These pillars of project enable organizations to maximize output government enhance service delivery.

Government implements development projects country wide to deliver services like housing, tap water, sanitation, electricity, roads and other forms of infrastructure. All these projects differ in methodology according to their scope and nature. Housing

projects require different equipment, tools, skills as well as expertise and resources from road construction projects. Therefore it is critical for project managers to understand these differing methodologies in project management.

According to Duncan (1996: 04) projects are of greater importance for organizations to perform as projects include:

- Developing a new service;
- Effecting change in structure, staff or organizational systems.

As indicated in chapter one, this research intends to highlight the impact of project management methodology on service delivery. In the light of the above statement project management has been used by the South African government to improve service delivery.

This chapter seeks to contextualize the development of project management methodology within the parameters of the public institutions environment. In doing this, the traditional and innovative approaches in public administration will be explored to assess their relevance to project management and service delivery in South Africa. As all laws of the state emanate from the *Constitution*, it is critical therefore to discuss the constitution first in order to provide sufficient understanding for this study.

2.2 THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA OF 1996

For any government to remain in power, it needs to strive to deliver effective, efficient and economical public services to all. In other words, services have to be sustained and be affordable to all. Effective, efficient and economical services are, therefore, imperative, and are embedded in the *Constitution*. The *Constitution* sets the statutory framework for service delivery in South Africa.

The *Constitution* is very specific about the composition of government for service delivery. Chapter three of the *Constitution* states that the Republic is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated (Section 40 (1)). This makes provisions for co-operative government and intergovernmental relations who require that the three spheres of government must, amongst other things, secure the well-being of all the people of the Republic. These provisions commit all three spheres of government to be transparent in policymaking and inclusive in approach. Service provision is directed through these three spheres of government and is based on the values and principles set out in the constitution. These are democratic principles set out in Chapter 10 of the *Constitution*.

- A high standard of professional ethics must be promoted;
- Public Administration must be development-oriented;
- Effective, efficient and economic use of resources must be promoted;
- Service must be provided impartially, fairly, equitably and without bias;

- Public administration must be accountable;
- Transparency must be fostered by providing the public with timely, accessible and accurate information;
- Public service must be responsive to public needs;
- Public service must be represented by all citizens of the republic;

In addition to the above principles, section 195(2) of the *Constitution* requires that these must be applied to:

- Every sphere of government,
- Organs of the state, and
- Public enterprises.

It is obvious that framers of the *Constitution*, acknowledged the importance of an efficient and effective system of public administration.

This recognition, however, resulted in an obligation as required in section 2 of the *Constitution* “that conduct inconsistent with it is invalid and obligations imposed must be fulfilled.”

Therefore public management has to give particular attention not only to the legally formulated requirements regarding public administration, but also has to ensure that conduct honours the constitution, in every respect in order to maintain confidence in government, promote professionalism and enhance service delivery to the public.

2.2.1 National Government

National government is responsible for setting the overall strategy for the economic and social development of the nation, and for all spheres of government. It ensures that provincial and local governments operate within an enabling framework and is structured in such a way that enables them to promote the development of citizens, local communities and the nation (Section 41 of the *Constitution*; Du Toit and Van der Waldt (1997: 207); White Paper on Local Government (1998:39).

2.2.2 The Provincial Government

According to the *Constitution*, each provincial government must establish municipalities and is entrusted with promoting the development of local government capacity to enable municipalities to perform their functions and manage their own affairs. Provincial government has a key role in monitoring local government in order to ensure that high standards of public service and good government are maintained (White Paper on Local Government 1998:39).

In addition, provincial government assists the national counterparts in executing national goals and objectives. It must, therefore, ensure that the political, economical, social and community development of the people is in line with national goals and objectives. Overall, the responsibilities of the provincial government include the following, according to the White Paper on Local Government (1998: 39).

- Strategic role;

- Development role;
- Regulatory role;
- Intergovernmental role;
- Institutional development role;
- Fiscal role;
- Monitoring role; and
- Intervention role.

2.2.3 Local Government

The concept of “developmental local government” which is defined as, the arm of government to service delivery demonstrates that:

Local government committed to working with citizens and groups within the community to find sustainable ways to meet their social economic and material needs, and improve the quality of their lives, (White Paper on Local Government, 1998:17).

Local government transformation in South Africa has a particular resonance with a very explicit preamble of the *Constitution*. The *Constitution* seeks to establish a society premised on democratic values, which are social justice and fundamental rights as well as to improve the quality of life for all citizens. These goals are premised on a mode of governance. The immediate challenge, therefore, is that of transforming the inherited local government system into a development-oriented government capable of meeting and satisfying the needs and aspirations of the people (LTDF, 2001:13).

Local government needs to assume a new and additional role, namely the promotion of socio-economic development, alongside that of traditional functions of service provider (LTDF, 2001: 13).

The Constitution provides a sufficient basis for local government transformation. In the first instance, constitutional principle 41(1) (a) and (g) elaborates on the three spheres of government as it states that:

“All spheres and all organs of the state within each sphere must respect constitutional status, institutions, powers and functions of government in the other government and must exercise their powers and perform sphere of their function in a manner that does not encroach on the geographical, functions or institutional integrity of government in another sphere.”

The allocation of power amongst different spheres of government is made on a basis that it is conducive for effective and efficient public administration.

According to chapter ten of the *Constitution*, section 195 (1) (c) and (e) public administration must be governed by the democratic values and principles enshrined in the *Constitution* including the following:

- Public Administration must be development-oriented; and
- People’s needs must be responded to, and the public must be encouraged to participate in policy making.
- Accountability

- Professional ethos must be maintained.
- Transparency and openness
- Efficiency, effectiveness and economical
- Public sector must be represented by all people residing in the Republic.

It is against the background of these principles that section 152 of the *Constitution* which deals with the objectives of local government should be seen. According to section 152(1)-(b) and (c) local government should ensure the provision of services to communities in a sustainable manner and must promote social and economic development.

The *Constitution* further mandates the local government to:

- Be democratic and accountable to local community;
- Provide services to community in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage community and community based organizations to participate in matters of local government. (White Paper in Local Government, 1996).

According to the Department of Local Government and Traditional Affairs (1998: 06) sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. A sustainable society is one that strives towards sustainable development by following these seven

principles:

- Improve the quality of human life;
- Conserving the earth's vitality and diversity;
- Minimizing the depletion of on-renewable resources;
- Keeping the earth's carrying capacity;
- Changing personal attitudes and practices;
- Enabling communities to care for their environment;
- Providing frameworks for integrating development and conservation.

2.2.4. The Municipal Structures Act of 1998

The Municipal Structures Act of 1998 provides for categories and types of municipalities to:

- establish criteria for determining the category of municipality to be established in the area;
- define types of municipalities that may be established within each area category;
- provide for an appropriate division of functions and powers between categories of municipalities;
- regulate the internal systems, structures and office-bearers of municipalities;
- Provides for appropriate electoral systems.

According to the Act there are three categories of municipalities in South Africa.

- **Category A:** this is the metropolitan municipality which has the exclusive authority to administer and make rules in its area.

- **Category B:** this is the local municipality, which shares the authority in its area with the District municipality of the district in which it falls.
- **Category C:** this is the district municipality which has the authority to administer and make rules in an area that includes more than one local municipality.

2.2.5. The Municipal Systems Act of 2000

The Municipal Systems Act states that a municipality consists of both the Politian and Administrator of the municipality and the community who are the beneficiaries.

- Participation by local communities in the affairs of the municipality must take place through political structures and other appropriate mechanisms, processes and procedures established by the community and councilors.
- The Systems Act requires that municipalities must actively address hindrances to participation.

The Act outlines municipal processes in which the community should be involved:

- The preparation and review of the Integrated Development Plan (IDP);
- The establishment, implementation and review of its Performance Management Systems (PMS);
- The monitoring and review of its performance, including the outcomes and impact of such performance;
- The preparation of its budget; and

- The strategic decisions relating to the provision of municipal services.

The Act also prescribes that the administration of a municipality must be established and organized in a manner that will enable the municipality to, amongst other things:

- Be responsive to the needs of the local community;
- Facilitate a culture of public service and accountability amongst its staff;
- Take measures to prevent corruption;
- Be performance oriented and focused on the constitutionality defined objectives and developmental duties of local government;
- Provide full and accurate information to community;
- Facilitate co-operation, co-ordination and communication between its political structures, political office bearers and administration and the local community.

It is crucial to note that during the new dispensation the provision of public services was directed through three spheres of government. The spheres of government should adhere to the principles of public administration enshrined in the Constitution in order to improve the quality of life of the citizens and entrench the culture of good governance (Devenish 1998:108).

Public administration comprises numerous sub-fields. Municipal administration, which is one such field, is specifically concerned with the administration of municipal affairs by municipal officials at the local government. According to the Constitution, section 153(a) a municipality must structure and manage its administration, budgeting and

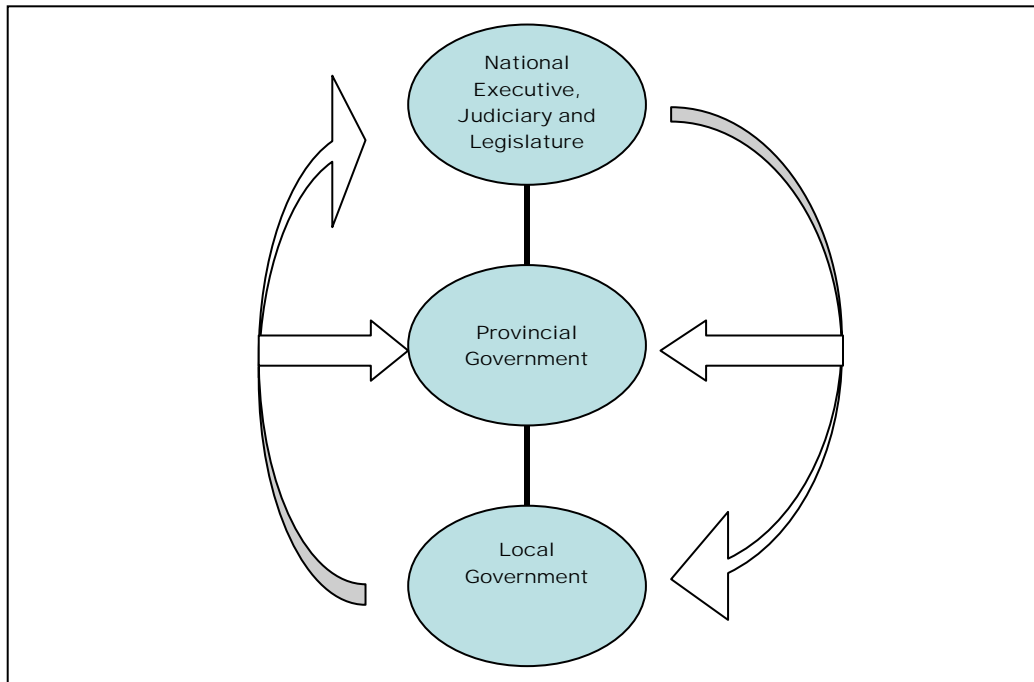
planning process to give priority to the basic needs of the community and to promote the social and economic development of the community.

Municipal administration is also a comprehensive field of activity which comprises several sub-fields. Municipal service delivery is one such aspect mainly concerned with provision of services such as water, health and housing to the community (Craythorn 1990: 23).

It follows, that, municipal administration is part of the greater field of activity known as public administration. Therefore, the theories and guidelines of public administration will also apply to municipal administration and municipal service delivery.

It can, therefore, be deduced that the national, provincial and local spheres of government must work in harmony in order to achieve public goals successfully. (See figure 2.1).

Figure 2.1 Spheres and hierarchy of government



Source: *Du Toit & Van der Waldt, 1999:193*

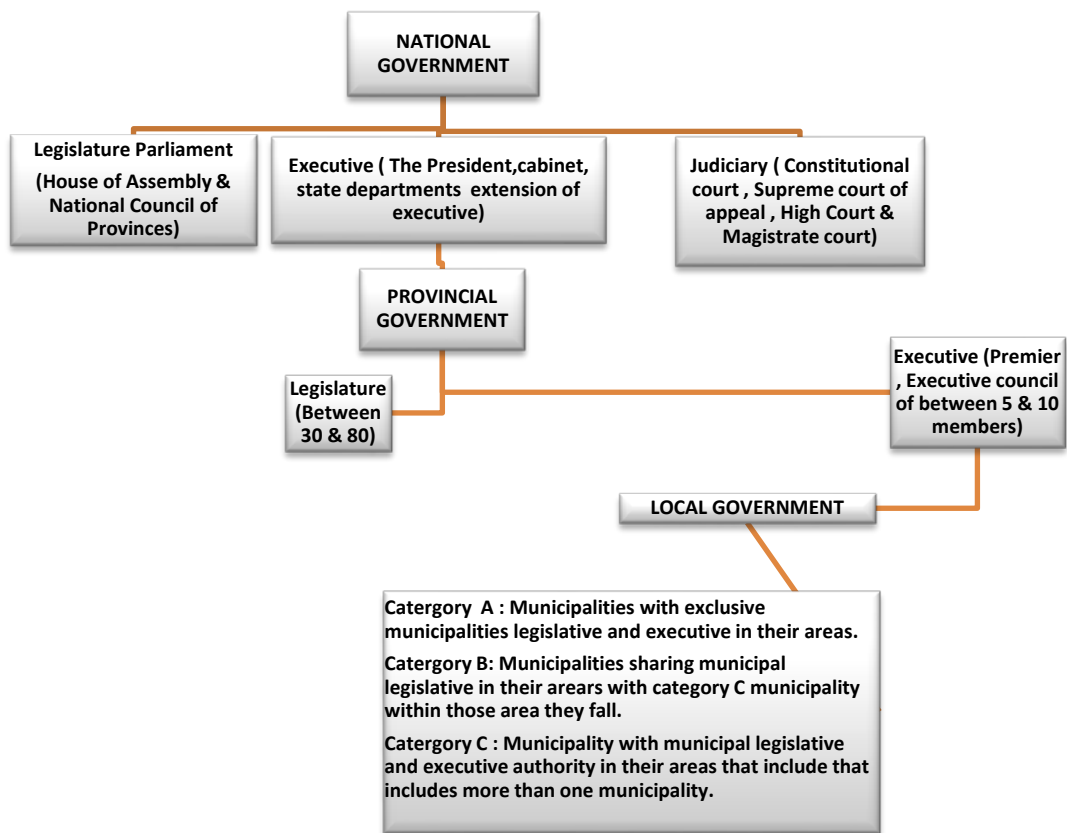
It is, however, worth noting that all law-making power in South Africa is vested in the national legislature unless it has been expressly granted to provincial or local government. The law-making power that provinces have in relation to local government is particularly important. The power that provinces have is limited to:

“Providing for the monitoring and support of local government in the province, promoting the development of local government capacity to enable municipalities to perform their functions and manage their own affairs and seeing to the effective performance by municipalities of their functions by regulating the exercise by municipalities of their executive authority.” (Devenish 1998: 202)

This indicates the power and authority that the national government has over the provincial and local spheres. The provincial and local government spheres are accountable to the national government for their functions.

The figure below illustrates the relationships among different spheres of government.

Figure 2.2 The South African hierarchy of government institutions



Source: *Du Toit, Knipe, Van Niekerk, Van der Waldt & Doyle, 2002:6*

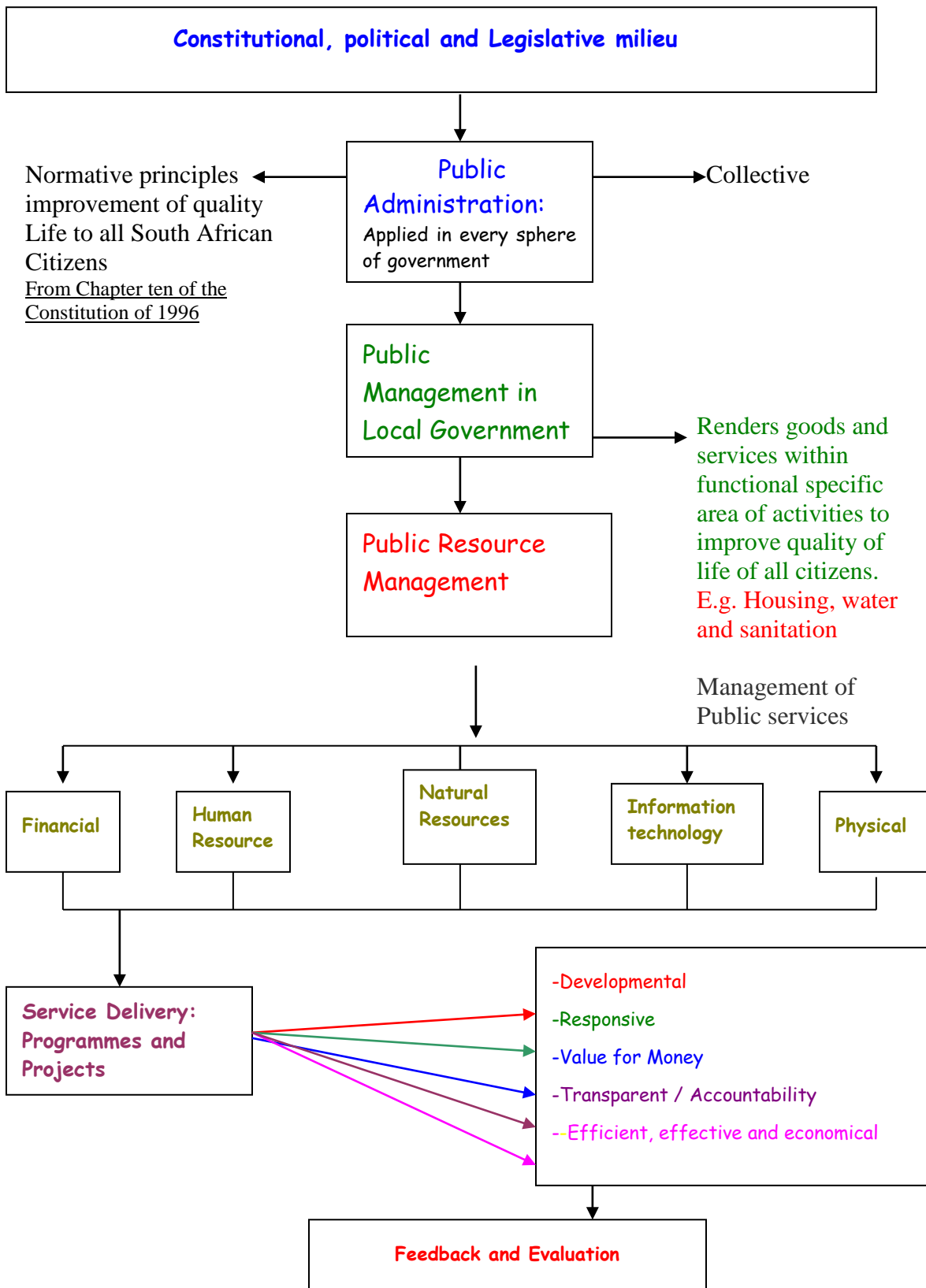
2.3 LOCUS AND FOCUS OF LOCAL GOVERNMENT ADMINISTRATION AND MANAGEMENT

Local government and administration is a specialized branch of public administration found at the municipal level (Cloete 1998: 85). Therefore, as stated in Chapter ten of the Constitution of the Republic of South Africa of 1996, local government must ensure that its administration is based on democratic values and principles.

It must take into account issues of accountability, transparency, responsive, effective and efficiency and professional standards. This is because the role of local government in South Africa is of paramount importance, as national government depends on this sphere for coordinating and implementing national policies and programmes to meet political, social and economic development needs of local communities.

The location the study within a local government management context and identify its place within the broad spectrum of public administration in South Africa is presented in figure 2.3.

Figure 2.3 Synergy of three spheres of government



Source: Adopted from (Cloete. JJN, 2009)

2.4 DISTINCTIVENESS OF PUBLIC ADMINISTRATION

Government engages in the execution of an impressive but divergent spectrum of functions (Hanekom and Thornhill 1994:36). Seen against the background of this vast spectrum of functions, public administration is recognized as a distinctive field of work with political office-bearers and public officials having to provide public goods and services.

To determine the position of public administration as a distinctive field of work and as a part of the political life it is necessary to give a definition of public administration.

2.4.1 Definition of public administration

According to Van der Walt and Du Toit (1997:13), “*public administration is concerned with handling public matters and the management of public institution in such a way that services are delivered effectively and efficiently to promote the general welfare of the public*”.

According to Cloete (1974:8), “*public administration implies a combination of generic functions and functional activities*”.

According to Coetzee (1988:21) “*public administration distinctively refers to that particular kind of administration prevailing in the public sector where it concerns the execution of public policies which find expression in laws rules and regulations made by legislative bodies at various spheres of government*”.

The idea from here is that public administration as an activity (public administration) or field of study (Public Administration) has to do mainly with government institutions providing certain products and services to society. The purpose of government institutions is to promote the general welfare of the society by implementing national policies. To do this, government needs public administration as an activity. However, the aim is not to render services only, but at the same time to strive for equitability and justice in the executing of public policies to improve the quality of life for all (Hanekom *et al*, 1994:41). It can be deduced therefore that public administration involves a holistic approach to the delivery of services for the benefit of the community it serves.

2.5 PUBLIC ADMINISTRATION APPROACHES

For the purpose of this discussion, two specific approaches of public administration will be explained, namely:

- *The traditional approach advocated by Coetzee(1988:21), and*
- *The innovative approach advocated by Fox, Schwella and Wissink (1991:2).*

2.5.1 Traditional Approach

Cloete (1993:50) asserts that public administration has to be classified into distinctive aspects which are:

- a) *Generic administrative and management,*
- b) *Auxiliary,*
- c) *Institutional, and*
- d) *Functional*

Cloete (1998:86) distinguishes between conceptual and managerial functions.

A) Conceptual functions include the following:

- i. policy-making and analysis,
- ii. organizing,
- iii. staffing,
- iv. financing,
- v. determining work methods and procedures, and
- vi. control.

This role is played by politicians; they are the ones who make policies.

B) Managerial functions comprise the following:

- i. Policy implementation,
- ii. Organizing,
- iii. Staffing, finance management,
- iv. Determining work methods and procedures, and
- v. Controlling.

C) Auxiliary functions: these are the services that support public administration functional activities. These are the functions performed within the institution, such as a state department, to enable it to perform its functional activities.

Auxiliary service includes:

- i. research,
- ii. public relations,

- iii. legal services,
- iv. notification functions,
- v. publishing the official gazettes,
- vi. constructing, and
- vii. maintaining information systems.

D) Instrumental functions: Cloete (1995:10) made a distinction between personal and impersonal functions.

Personal functions include the following:

- i. Decision-making,
- ii. Communicating,
- iii. Meetings, and
- iv. Negotiations.

Impersonal functions include the following:

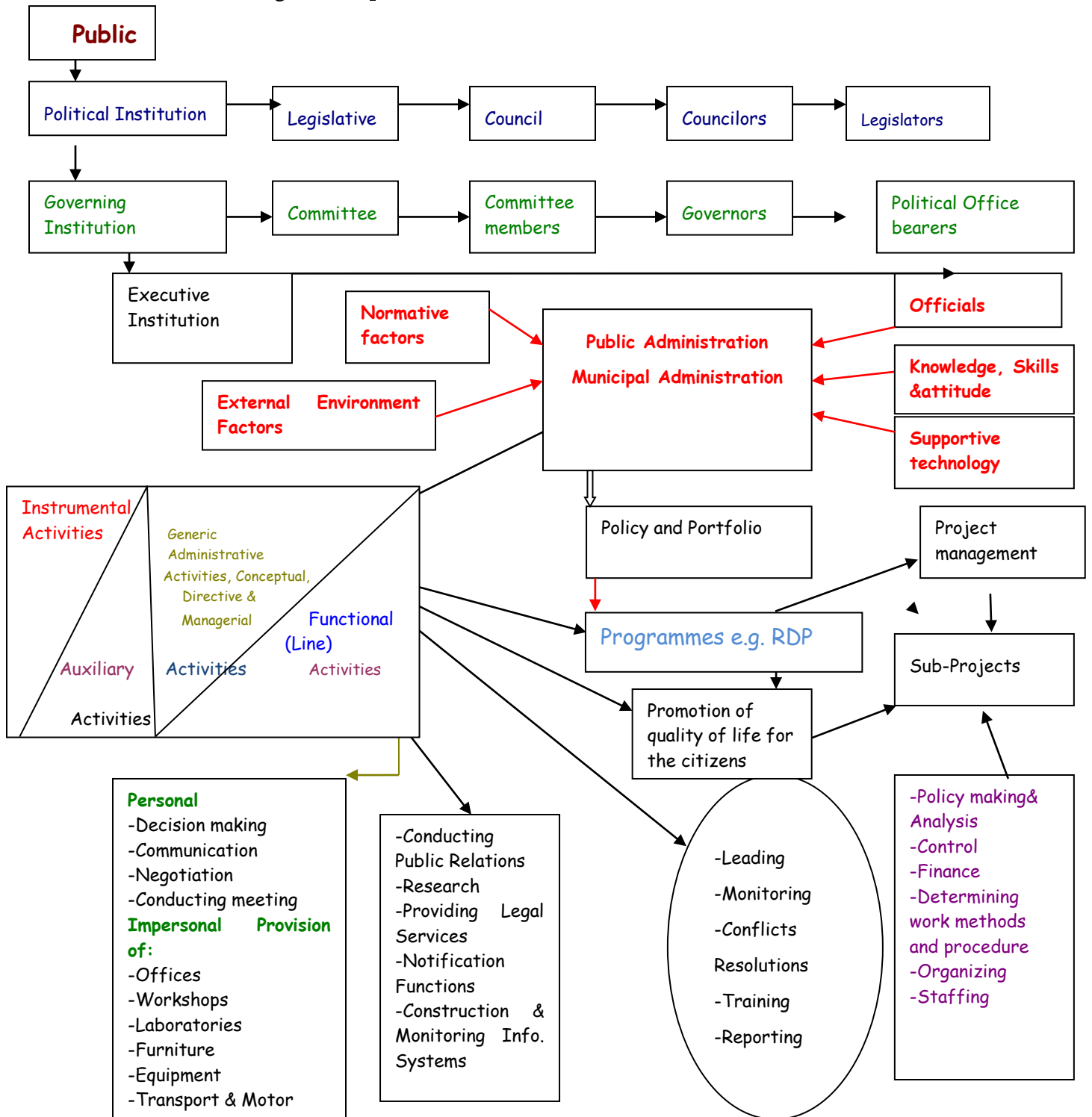
- i. Office
- ii. Laboratories,
- iii. Equipment,
- iv. Computers, and
- v. Furniture.

E) Line function: functional activities in public administration are the activities performed in public institutions to provide goods and services for the people.

From the foregoing it can be deduced that the generic administrative functions and auxiliary, line, and instrumental functions are necessary to achieve policy objectives. It must be emphasized that the nature and extent of these are determined by policies. Therefore public institutions, for instance local government, need to have policies that are aiming to achieve goals of a local authority, namely, project management. Government needs to separate all programmes into projects. Without projects government would not be able to deliver services to the people.

Figure 2.4 below distinguishes the cohesion between project management and the whole spectrum of Public Administration and management model.

Figure 2.4 _Model of Public Administration



Source: Adapted from (Cloete. JJN, 2009: 126)

The project based model of Public Administration is result driven and time bound. Government programmes, project and activities need to be designed to meet all requirements of professional project methodology. Meaning that government project must be time conscious, result driven, cost and quality improvement (Executive Development Programme manual 2008: 10).

Project management combines all public administration functions and management principles and skills to maximize effective and efficient management of projects. According to Executive Development Programmes (EDP) manual (2008:13) policies, portfolios and programmes determine the existence of projects in the public sector as each project is the direct and indirect compliance to national policy and direct response to public needs. According to Project Management Body of Knowledge (2006:30) project scope includes all management principles as it incorporate the following:

- i. Project initiation
- ii. Project planning
- iii. Project human resources management
- iv. Project cost management
- v. Project time management
- vi. Project quality management
- vii. Project communication management
- viii. Project risks management
- ix. Project procurement and contract management

When looking at these areas of management it is clear that project management brings

about a more comprehensive approach to management in the public sector. The incorporation of project management to the discipline of Public Administration and management brings a new dimension together. The scope of the discipline is widening and the gap between public and the private sector is narrowing at a high pace.

2.6 ANALYSIS OF CLOETE'S APPROACH

Cloete's administrative process model still has a very strong influence on theory and practice of public administration in South Africa today. However, there have been several criticisms of Cloete's approach.

Schwella (1990:4-11) argues and discusses these in terms of reductionism, reification and relevance as follows.

- Reductionism

One criticism is that the generic administrative process model reduces the complex phenomenon of public administration to the administrative process by equating public administration with the administrative process. The administrative process is then further reduced to the six generic functions of policy-making, organizing, staffing, determining work methods and procedure, and controlling. The logical consequence of this is that public administration is reduced to these six administrative functions.

Given the rapidly changing environment of the economic needs and transformational processes the new South Africa is undergoing, these administrative functions alone will not be able to meet the political and economic needs of the people. The government of South Africa is facing a challenge of re-balancing the imbalances of the past, politically, socially, economically, culturally, religiously and technologically. Project management is a tool that can provide direction to government in terms of service delivery.

- Reification

This occurs when intellectual or abstract ideas are confused with reality. Many public administration academics were exposed to the regulating practice of government when they worked as public officials themselves. As a result, practices in the South African civil service were reified to the status of theory in public administration.

- Relevance

Another criticism is that the very nature of the generic administrative process inhibits critical and relevant theorizing about the relationship between the system of public administration and the society in which it operates. Cloete's (1994:18) approach does not take into cognizance the environmental factors.

Looking at the extent of public administration and management today it is well justified to criticize Cloete's approach for a restricted view of public administration, exacerbating irrelevant approach to ever changing public administration environment.

Sooner than later there will be more commonalities between the management of the public and the private sectors.

2.7 Innovative Approach

With the criticism of Cloete's approach of generic administrative functions, the 1980s and 1990s saw the emergence of a new managerial approach in the public sector. The gap between the public and private sector is narrowing by day. Opponents of Cloete's approach attempted to introduce a new public management approach.

This new approach is one in which Schwella (1991:1) places greater emphasis on the role of public administration taking into account the general and specific environments in which administrative functions takes place.

According to Schwella (1991:1-2) management of public institutions is a critical part or aspect of public administration. The scrutinizing of public management functions is dependent, to a large degree, on the environment it serves. It is for this reason that a public management model becomes critical.

According to Hughes (1998:59) new public management represents a transformation of the public sector and its relationship with government and the society. Therefore it can be stated that the new discourse of public management implies a more respective, accountable, innovative, transparent, responsive and entrepreneurial approach to the business of government, whereby the civil servants would be empowered to deal with

complex issues. The most suitable way is to adopt a project management approach in public sector management to enhance better service delivery that will expedite improvement of life to many poor South Africans.

Hanekom *et al* (1994:59) argue that challenges that prevent smooth operation in government departments are characterized by conditions of uncertainty as a result of skills shortage and ongoing change. If the public institutions are to fulfill their roles as promoters of the general welfare of the people, which is to say, they must be responsive to these challenges and other needs, demands, wants and desires of the people.

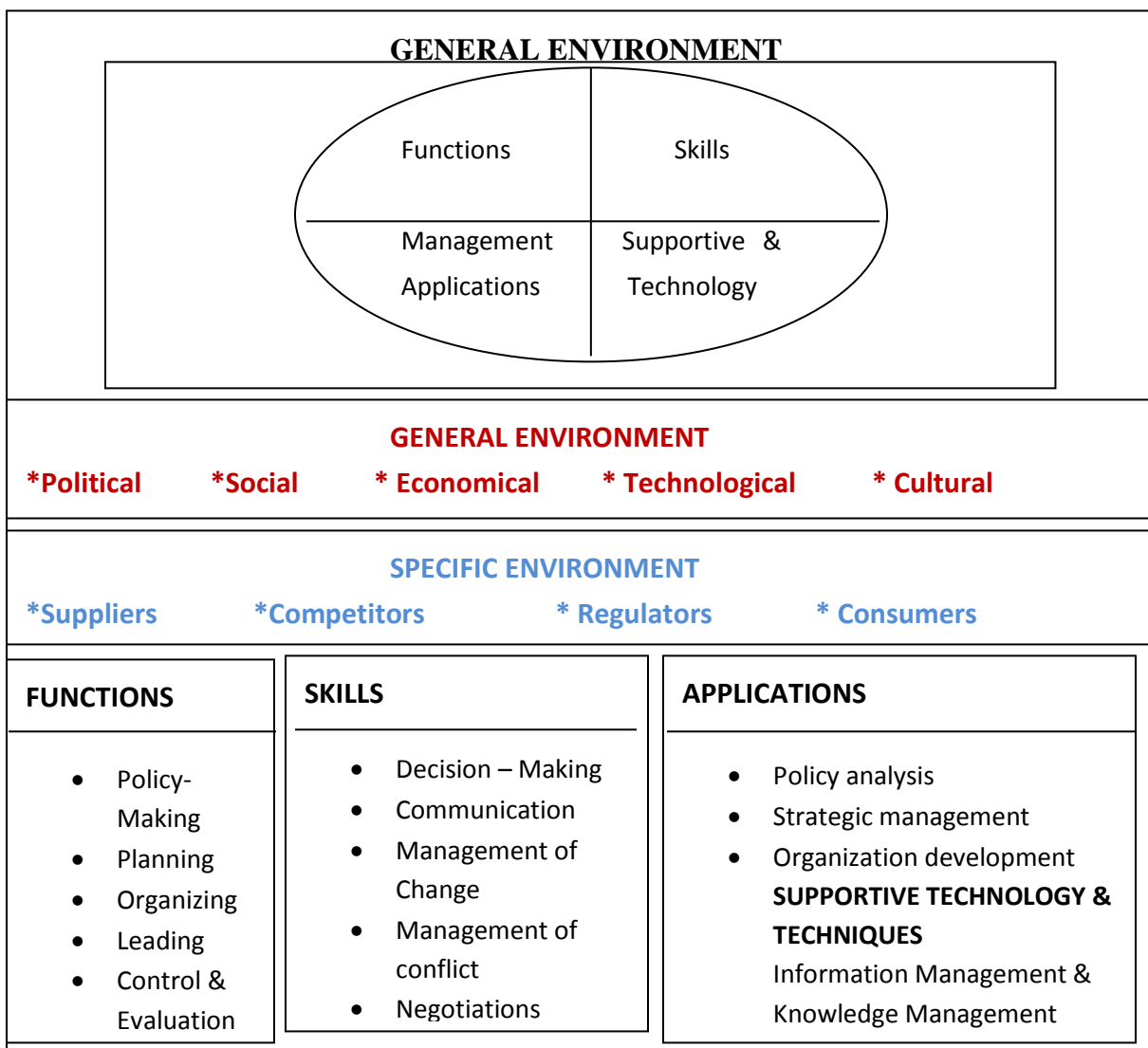
Public management applications attempt to incorporate a wide spectrum of management knowledge, understanding and skills into an integrated approach to improve the quality of particular aspects of public management and organizational development (Schwella, 1991:2).

According to Kroon (1995:50) environment plays a significant role in management. The public management environment consists of general and specific components. The general cluster caters for: political, economic, social, technological, cultural, and global aspects. The specific cluster covers: regulators, competitors, suppliers and customers (Schwella, 1991:05).

Public management operates within these environments. Therefore it is critical to acknowledge these in project management as a significant tool to ensure effective project implementation that will satisfy the customers. Public management comprises of

comprehensive processes and functions, which include planning, organizing, leadership, motivation, control, policy-making and analysis, and evaluation. All these are also critical for project management. A project manager must have all these qualities and in addition must have skills in team building, marketing, accounts management, cost management, time management, and diversity management, political dynamics and risk management.

Figure 2.5 Schwela’s approach’s to public management model.



Source: (Fox, Schwella & Wissink 1997:09)

2.8 PUBLIC MANAGEMENT ENVIRONMENT

The environment within management structures and functions operation is of profound importance. Proper analysis and scrutinize the environment and its impact is of critical importance when exercising public management functions such as policy-making, planning, organizing, leadership, motivation, control and evaluation. The environment is divided into two components, general and specific (Schwella *et al*, 1996: 18).

A. General environment

It is defined as everything external to the organization, which consistently exerts its influence on the organization. Public officials should devise strategies, first to identify them and manage according to them, (Schwella *et al*, 1996:18). This environment is also called the macro-environment.

B. Political Environment

A political system has a major impact on organizations within the society. The following needs to be considered when dealing with fundamental political demands of the people (Schwella *et al*, 1996:18):

- i. Project managers need to be aware of the impact that the political environment has on an organization.
- ii. Project managers must understand political ideology and philosophy and its

impact on organization.

- iii. Project managers must understand that all public organizations are influenced by national powers, processes and structures such as political parties, pressure and interest groups, non-governmental organizations, governmental laws, acts and political executive authority.
- iv. Project managers must be in line with the mandate of government. For example the government adopted the Reconciliation and Development Programme (RDP) in 1994. In this programme there were many projects, such as housing, road, water and sanitation. It is expected that the project managers will comply with affirmative action black empowerment, infrastructure development in previously disadvantaged areas are important.

All these policies cannot be implemented without having resources. The economy of the country must fuel the policies to keep country running.

C. Economic Environment

As with politics, there are a number of abstract factors prevalent in an economic system.

When dealing with the economy component of the environment project managers have to determine the following:

- i. The economic system of the country and the way it generates and distributes wealth.
- ii. Patterns of economic growth, inflation, trends, rates of exchange, balance of payments, savings and investment trends.

- iii. Resource availability. This can include factors of production such as land, labour, natural resources such as water, and capital.
- iv. National economy's international competitiveness.

If the country does not have viable economic growth, it is therefore impossible to deliver services effectively, which means that there will be fewer projects launched by government departments. That means that government will be failing to uplift the standard of living for the people.

D. Social Environment

The social environment can be seen as patterns of interacting social roles and institutions within a particular society. For management and organizational purposes, factors of the social environment include trends regarding the demographics of the population, trends affecting urbanization, human development, per capita income, levels of illiteracy and improvement in the social being of the people. Policy makers and project managers in public institutions should consider the social environment as it necessitates improvement in provision of basic services (Schwella *et al*, 1996: 18).

E. Cultural Environment

Culture comprises society's basic beliefs, attitudes, role definition and interaction. Therefore project managers must respect and understand cultural diversity in the community they work with. Understanding cultural difference is a step towards creating harmony in service delivery. Institutions in the cultural system include the family,

religious institutions, educational institutions that transmit cultural patterns from one generation to the next and also define and build upon cultural values, norms and behavior. Project managers need to assess cultures, values and norms held by a particular society in terms of their preference and needs (Schwella, 1996: 18).

F. Global environment

These are international trends that influence government activities. This environment can be seen as the most crucial one of them all. Project managers must try to keep pace with this environment. Politically and administratively this environment comprises of United Nations (UN), Southern Africa Development Community (SADC), NEPAD, OPEC, International Monetary Fund (IMF), and World Bank (WB).

G. Specific environment

The specific environment is the part of environment that directly influences the availability of resources to the organization. This is also called the micro-environment. As such these environmental components are observable and directly experienced by the organization. Schwella *et al* (1996: 21) have conceptualized the specific environment in terms of the following.

a) Regulators

Regulators mediate control of the relationship between the organization and its

suppliers, customers and competitors. Examples of societal institutions exercising regulatory functions over public organization are found in the legislative, judiciary and executive government structures. These institutions perform specific functions according to the needs of the polity, society or the economy, as they perceive it (Schwella *et al*, 1996: 21).

b) Suppliers

Suppliers produce, mobilize and allocate different kinds of resources to particular organizations. These financial resources are mobilized by means of taxes, levies or service charges and are then allocated to public organizations in accordance with political policy priorities (Schwella *et al*, 1996: 22).

c) Customers

The users of products or services of a particular public institution constitute the customer component of the specific environment. These customers may voluntarily consume the services provided or may have no alternative but to use the service provided.

d) Competitors

The competitors for the specific environment consist of those societal institutions that compete for scarce resources with the particular public organization

concerned (Schwella *et al*, 1996: 24).

Project management is highly influenced by both the general and specific environments. As was highlighted above, that projects respond to policies and policy formulation is the responsibility of politicians. Project execution is highly dependent on economic viability and financial availability. The project responds to social needs. For the project to be effective and efficient it needs to apply recent technology. For instance instead of using a Gant Chart to manage project on daily bases organizations now may make use of Microsoft Project (MS Project).

2.9 PROJECT MANAGEMENT IN CONTEXT OF PUBLIC ADMINISTRATION

2.9.1. Project Management Knowledge Areas

According to the Project Management Institute (1996:37) there are nine (9) Project Management Knowledge Areas in each and every project. These are as follows:

- i. Project Integration Management: this is the stage where processes required in a project are properly coordinated. In the process tradeoffs among competing goals, objectives and alternatives are made to meet the stakeholder's needs and expectations. The major process includes the following:

Project Plan Development, according to Fox and Van der Waldt (2008:09) covers areas of identifying the goals and objectives of the project, defining the work to be completed

by the project, resources identification, stipulate the schedule and budget for the project. The Project Management Institute (1996: 39) states that the project plan is used to guide project execution, document project planning assumptions, decisions regarding alternatives chosen, facilitate communication among stakeholders, define key management reviews as to content, extent and timing, and finally provides a baseline for progress measurement and project control.

Project Plan Development is guided by inputs five pillars: other planning outputs, historical information, organizational policies, constraints and assumptions.

Tools and techniques for project plan development are as follows: Project planning methodology, stakeholder's skills and knowledge, and project management Information Systems (PMIS).

Outputs from project plan development are as follows: project plan. This is a formal approved document used to manage and control project implementation. There are different ways of organizing and presenting the project plan, but the following is commonly used;

- Project chart,
- A clear description of project management strategy;
- Scope statement including project deliverables;
- Work Breakdown Structure (WBS)
- Cost Estimates, schedule start dates, and assigned responsibilities;

- Performance measurement baseline;
- Major milestones and target dates for each;
- Required staff;
- Risk identification;
- Subsidiary management plan;
- Open issues and pending decisions and
- Other project plan outcomes.

i. Project Plan Execution, according to Project Management Institute (1996: 42) is the primary process for execution of a project plan. At this stage the project manager and the team are expected to coordinate and direct the various technical and organizational interfaces that exist in the project.

The project plans execution provides the following inputs, project plan, supporting details, organizational policies and corrective action.

The following tools and techniques are also critical for project plan execution; general management skills, product skills and knowledge, work authorization systems, status review meetings, project management information systems and organizational procedures.

There are only two outputs from project plan execution, one is work results and change requests.

ii. Overall Change Control has more to do with influencing the factors which create

changes to ensure that occurred changes are beneficial to the stakeholders. The overall change control requires the following: maintaining the integrity of the performance measurement baselines, changes in the product scope which is reflected in the definition of project scope and, finally, coordinate changes across project knowledge areas (Project Management Institute 1996: 44).

The inputs of Overall change Control are as follows: project plan, performance reports and change requests. Tools and techniques for Overall Change Control are as follows: change control system, configuration management, performance measurements, additional planning and project management information systems. There are only three outputs for Overall Change Control which is as follows, project plan updates; corrective actions and lessons learned (Project management institute, 1996: 46).

2.9.2. Project Scope Management

According to Project Management Institute (1996:47) includes the process to ensure that the project involves all the work required. According to Burke (2001: 94) scope management is the most significant tool that can determine project success. This is also defined as the process required to ensure that the project involves all work required to complete the project successfully.

Fox and Van der Waladt (2001: 111) argue that project scope statement should be in writing and all stakeholders have to accept it. The scope defines and clarifies what should be in the project and how the project goals and objectives will be attained. The

scope also changes as the project progress and this change is known as scope variation.

According to Project Management Institute (1996:47) project scope management has the five major project scope management processes. These are; initiation, scope planning, scope definition, scope verification and scope change control.

Under Initiation the following inputs are catered for:

- Product description;
- Strategic plan;
- Project selection criteria; and
- Historical information

Under Initiation the following tools and techniques are catered for:

- Project selection methods; and
- Expert judgment.

Under Initiation the following outputs are catered for:

- Project chart
- Project manager identified/ assigned
- Constraints and
- Assumptions

Under scope planning the following inputs are catered for:

- Product description
- Project chart
- Constraints and assumptions.

Under scope planning the following tools and techniques are catered for:

- Product analysis

- Benefits/ cost analysis
- Alternatives identification;
- Expert judgment.

Under scope planning the following outputs are catered for:

- Scope statement;
- Supporting details and
- Scope management plan.

Under scope definition the following inputs are catered for:

- Scope statement
- Constraints
- Assumptions of other planning outputs
- Historical information

Under scope definition the following tools and techniques are catered for:

- Work Breakdown Structure

Under scope definition the following outputs are catered for:

- Work Breakdown Structure

Under scope verification the following inputs are catered for: -

- Work results
- Product documentation

Under scope verification the following tool and technique is catered for

- Inspection

Under scope verification the following output is catered for:

- Formal acceptance

Under Change control the following inputs are catered for:

- Work breakdown structure
- Performance reports
- Change requests
- Scope management plan

Under change control the following tools and techniques are catered for:

- Scope change control system
- Performance measurements and
- Additional planning

Under change control the following outputs are catered for

- Scope changes
- Corrective action and
- Lessons learned

2.9.3. Project Time Management

According to Nokes and Kelly (2007: 60) project time management is a critical factor making for project success or failure. If the Project Team loses time it cannot be reclaimed back and time cannot be restored and replaced. Time is unique in this regard because all other resources especially equipment and cash can be replaced. The Project Manager needs to take a special care when managing time.

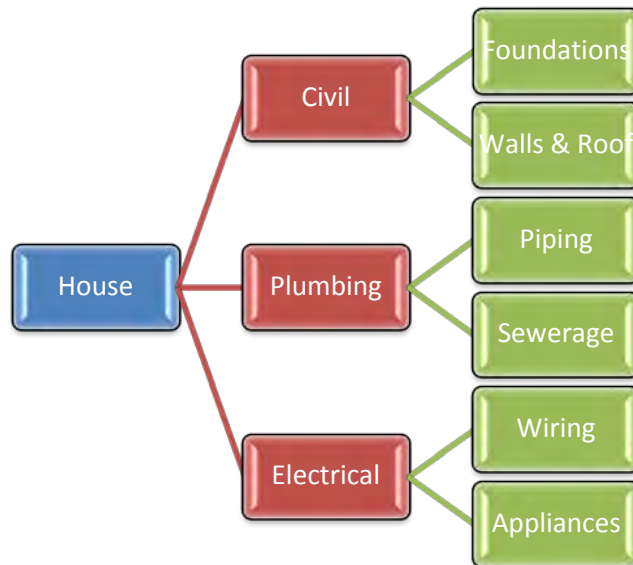
Maylor (2003: 104) states that project time management cannot be separated from planning for the entire project. The best plan to manage time effectively and efficiently is to plan properly and develop a detailed time plan and the techniques to be used, for

instance Bar Charts and Work Breakdown Structures.

Figure 2. 6: Work Breakdown Structure



Figure 2. 7: WBS Horizontal



Source: Adopted from (Burke, 2001: 114- 115)

Figure 2. 8: Activity data

Activity Description	Duration	Start Date	Finish Date
Lay foundations	4 days	1 March	4 March
Build Walls	8 days	5 March	12 March
Install roof	3 days	13 March	15 March

Source: Adopted from: (Burke, 1991: 117)

Figure 2. 9: Simply Bar Chart

Activity Description	Mon 1	Tue 2	Wed 3	Thu 4	Fri 5	Sat 6	Sun 7	Mon 8	Tue 9	Wed 10	Thu 11	Fri 12	Sat 13	Sun 14	Mon 15
Lay Foundations															
Building Walls															
Install Roof															

Source: Adopted from: (Burke, 1991: 152)

The life cycle of the above project has been 15 days: all activities have been completed within these days. Each activity has taken days as presented below:

- To lay a foundation will take only four days. According to the table above Monday to Thursday.
- To build walls takes only seven days. According to above table it starts from Friday to Thursday.
- To install a roof takes only three days. According to diagram above it starts from Saturday to Monday.

Figure 2. 10: Bar Chart by responsibility

Activity Number	Responsibility	Mon 1	Tue 2	Wed 3	Thu 4	Fri 5	Sat 6	Sun 7	Mon 8	Tue 9	Wed 10
100	Paul										
500	Paul										
600	Paul										
300	Linda										
200	Linda										
400	Linda										

Source: Adapted from: (Maylor, 2010: 145)

The above table presents activities for each team member in the above project. All activities are allocated to Paul and Linda as they are the only team members. All task that each of the team members will carry is identified by a different colour covering all dates of the activity.

Figure 2.11: Hammock Activities

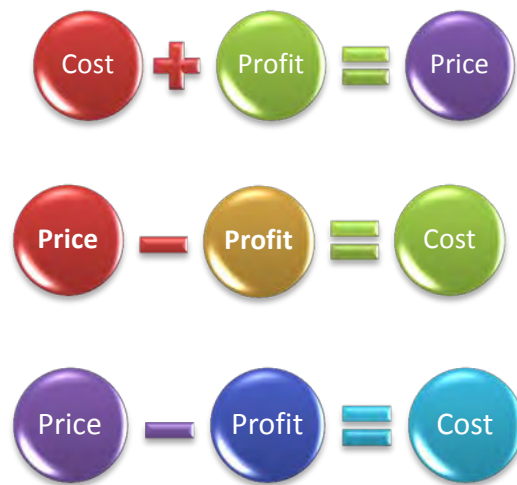
Activity Description	Duration	Start Date	Finish Date
Lay Foundations	4 days	1 March	4 March
Dig Footings			
Throw concrete			
Build Walls	8 days	5 March	12 March
Brickwork			
Fit windows			
Fit roof	3 days	13 March	15 March
Fit roof trusses			
Fit tiles			

2.9.4. Project Cost Management

According to Maylon (2003: 154) project cost management is the most critical element in the project management knowledge area. This can make or break a project. This involves the following stages:

- Cost planning process: According to Maylon (2003: 154) this is the first stage in this cost planning process. Therefore, it is understood that the significance that is placed on the cost and the potential for trade-offs with other commodities in the project is of a paramount importance. The process requires interactive steps in the time planning process. The project manager needs to understand the relationship between cost, price and profit in the project that is undertaken.

Figure 2.12: Project Cost formula



Source: Adapted from: (Maylor 2010:176)

- Cost estimate techniques: According to Maylor (2003:176) there are two approaches to the preparation of costing data.

Bottom-up costing, the estimates of each level in the WBS are compiled and added from

bottom-up.

Top - down costing. In this approach one can allocate the amount of money to complete the project.

There are two elements of cost that have been identified. Those are time and materials.

There are also different forms of estimates:

1. Parametric estimate: in this case the project is broken down to smaller units that can be easily estimated. This provides more than one start point for project activities.
2. Synthetic estimates: this is based on the practice of work measurement, and can be used with some reliability of time to give indications of the scale of effort required to perform particular tasks.

Project Cost Management

- Cost build-up: Reliance on this form of overheads sometime causes anomalies in costing, which can be very damaging to the profitability of the organization. In this case expenses are not determined at the beginning of the project, all activities pileup to make the price.
- Cost management/ budget: these are most common areas covered by the project budget;
 - Labour
 - Materials
 - Consumables
 - Capital expenditure

- Traveling and
- Subsistence.

2.9.5. Project Cash-Flow Management

The significance of cash-flow management is to ensure that funds are available when required. The size of the budget can be useless if one cannot access funds when required. Funds related matters must not put constraints on the project suppliers must be paid. The project must not be stopped due to lack of funds or waiting for goods that are being withheld by a supplier due to late payments because that can result in a poor relationship between the service provider and client (Harvey 2003:165).

According to Sebastian Mokes and Sean Kelly (2007:190) the process below illustrates how the cost estimates process takes place for a project.

Figure 2.13: Cost Estimate process



Source: Mokes and Kelly (2007:210)

2.9.6. Project Quality Management

Steyn (2003:189) argues that quality refers to fulfilling the needs and expectations, both expressed and implied, of customers and stockholders. The following aspects need to be fulfilled: customer requirement, service paradigm, manufacturing paradigm, organizational definition of quality and performance systems.

Within quality management there is quality assurance, quality audit and quality control. These sections make quality more relevant to project management, because each project needs to fulfill quality measures as indicated from project specifications.

Figure 2.14: Project Quality Process



Source: Steyn, 2003: 189

Figure 2. 15: Quality Planning Process



Source: Adapted from: (Kloppenburger, 2009: 283)

According to Kloppenburger (2009:283) Quality planning is the process of determining/ identifying relevant quality standards for a project. This takes place at a stage of project planning for the whole project.

According to Mokes and Kelly (2007:202) the project management body or knowledge approach is consistent with the world's approach to quality management practice that includes the following:

- USI 9000 series;
- Ishikawa;
- Deming;

- Jaran;
- Crosby;
- Six sigma;
- Failure mode of effect analysis;
- Voice of the customer;
- Cost of quality;
- Continuous Improvement (CI) and
- Total Quality Management (TQM).

Quality is an odd factor to manage (Nokes and Kelly, 2007:203). The whole point or purpose of managing is to do a quality job. A task worth doing it is imperative to do it well. The overreaching purpose for quality management in a project is to achieve the deliverables.

There are processes for quality management in a project, which are:

1. Quality planning;
2. Perform quality assurance and
3. Perform quality Control (Newell, 2002: 166)

Under quality planning is the need to ascertain what the meaning of quality to a particular project and its deliverables is, and to determine relevant quality criteria.

2.9.6.1. Definition

According to Sebastian and Kelly (2007:208) Quality equals conformity to requirements. Quality equals the degree to which a set of inherent characteristics fulfils requirements.

According to Maylor (2003:166-167) in order to define quality, two variables must be considered, customer requirements and organization strategy on the organization. Side, product based a precise and measurable set of characteristics on the customer scale, based on stakeholder's expectations and perceptions. The attributes on the manufacturing side are: performance, conformance, features, reliability, durability serviceability, perceived quality and aesthetics. On the service side they acceptance, communication, competence, courtesy, credibility, reliability, responsiveness, security, tangibles, understanding or knowing the customer.

Nicholas and Steyn (2008:333) argue that quality means complying with specifications. The project should strive to achieve beyond the specifications and to satisfy customer's needs that are not articulated on the contract. It must strive to delight the customer. Quality implies that the product is fit for the intended purpose and is defects free.

According to Steyn, Basson *et al* (2008:191) "quality means meeting the needs of expectations, both expressed and implies, of customers and stakeholders".

2.9.6.2. Project Quality Management Process

Nicholas and Steyn (2008:337) argue that this should provide confidence that all steps necessary to ensure quality have been thought through. This stage has two aspects, namely, establishing organization wide programme quality management policies and procedures and establishing a quality plan and include it in the project plan for each project.

Mokes and Kelly (2007:209) argue that project planning is the same reason for planning elsewhere to achieve sensible, efficient and structured approach to a task. A quality plan is a “vehicle for mitigating risk”.

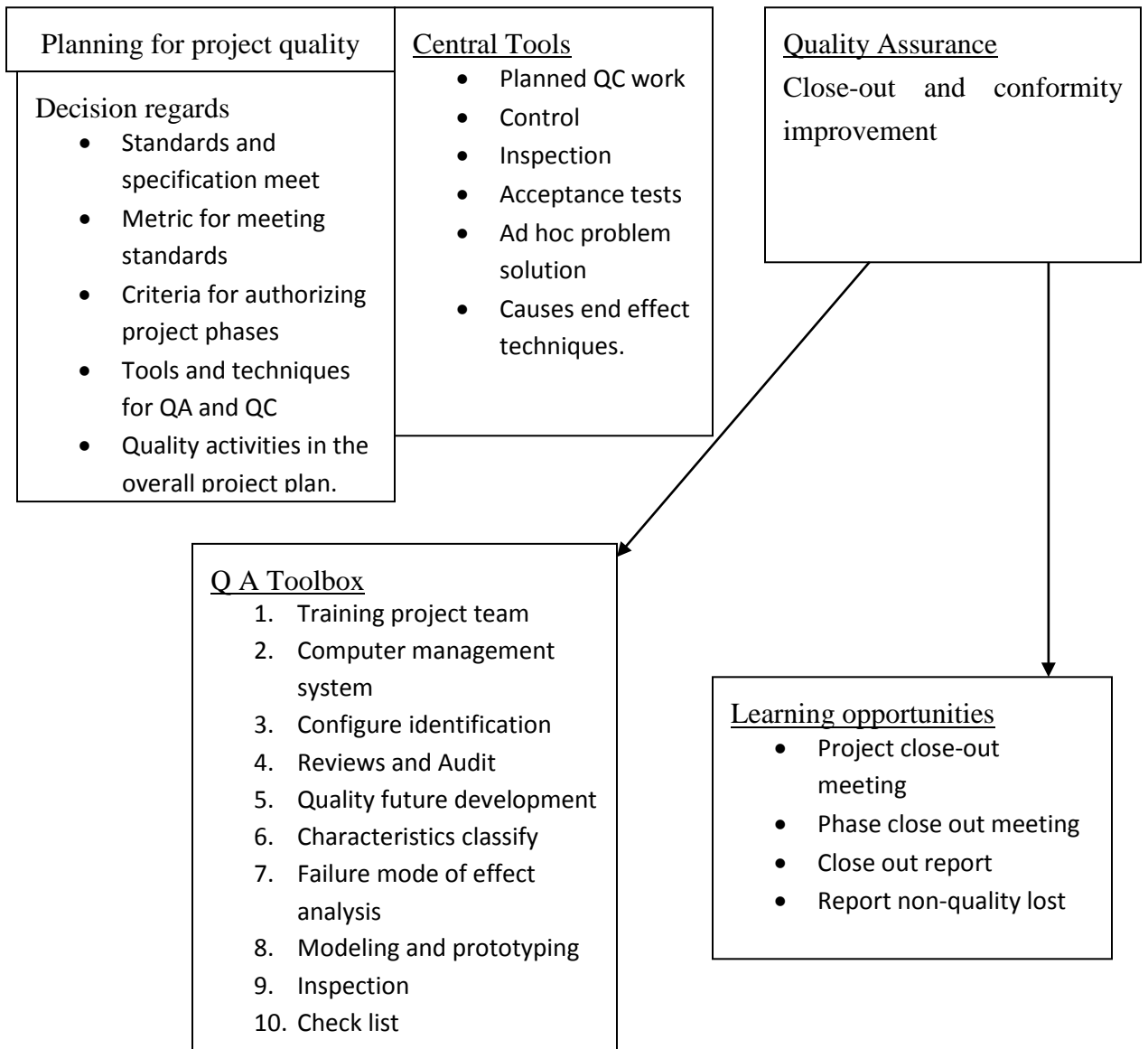
According to Kloppenburg (2009:296) a quality management plan “describes how the project management team will perform its tasks”. It also spells out the actions required to implement the policy along with responsibilities and timelines. It forms the integral part of overall project management plan.

At this stage the following areas must be dealt with:

- The mission and quality policy of the organization;
- Roles and responsibilities of management and staff with respect to audit or quality assurance;
- Quality systems description;
- Personnel qualification and training;
- Corrective actions procedures;
- Standard operating procedures;

- Quality improvement plan;
- Procurement of items and services;
- Documentation and records and
- Computer hardware and software;

Figure 2.16: Project Quality Control



Source: Adapted from: (Nicholas and Steyn 2008:337)

2.9.6.3. Quality Assurance

Mewell (2005:105) argues that Project Management Body of Knowledge (PMBOK) determines quality assurance as the application of planned and systematic quality tasks to ensure that the project will execute all process and procedures to satisfy all stakeholders' expectations and provide confidence that the service of the project will meet set standards. Quality audits play a critical role in identifying and reviewing significant project areas. Audits assist the project manager to ascertain whether the project meets the expected quality and send systems for action at required intervals.

Quality assurance includes the means to ongoing improvement on project quality. According to Nicholas and Steyn (2008: 338-339) quality assurance reduces the risk related to features or performance of deliverables and provides confidence that end item standard specifications are satisfied.

Steyn *et al* (2008: 197) argue that the following process needs to be taken into consideration to put the mind of a customer at ease that there will be no hiccups and need to re-work the project progression.

1. Quality policy to address project objectives and scope.
2. Quality policy manual that addresses the sub-policies and procedures necessary to address IS 0 9001 of 2000 known as Quality management system.
3. An organization diagram, clearly stating how quality issues will be dealt with.
4. A plan that ensures how quality (or different activities) is assured.
5. A list of detailed "work quality phase."

6. An audit schedule that determines when the project audit will take place.
7. A list of data packs reports to prove that various deliverables have been successfully attained.

2.9.6.4. Quality Control (QC)

According to Steyn *et al* (2008: 199) QC is the process used to ascertain the project specifications and standards are attended to progressively.

Nicholas and Styen (2008: 339) argue that QC is the ongoing process of Management and work and taking corrective measures to achieve planned quality outcomes for the project. This needs to be conducted concurrently with project scope control, cost control, progress and risk control.

Mokes and Kelly (2008: 220) point out that quality control will be set out in the project quality phase and that it also boils down to two questions.

1. Is the project meeting quality requirements?
2. If not, what should be done to fix it?

QC is part of quality management focused on facilitating quality requirements. It also involves monitoring specific project results to determine whether they comply with the required quality standards and ascertain ways and means to determine the elements of unsatisfactory results.

For Kloppenborg (2009: 298) and Steyn *et al* (2008: 199) quality control might involve

inspection and test of input, these are subsets of quality control. This includes a reporting system. Output of quality control includes the following:

1. Preventive actions
2. Corrective actions
3. Defect repair
4. Validated deliverables

2.10. Project Human Resource Management

According to Duncan (1996: 93) Project Human Resource Management involves the process used to maximize effective utilization of personnel in the project. This includes project sponsors, customers, stakeholders, individual's contributors and other interested parties.

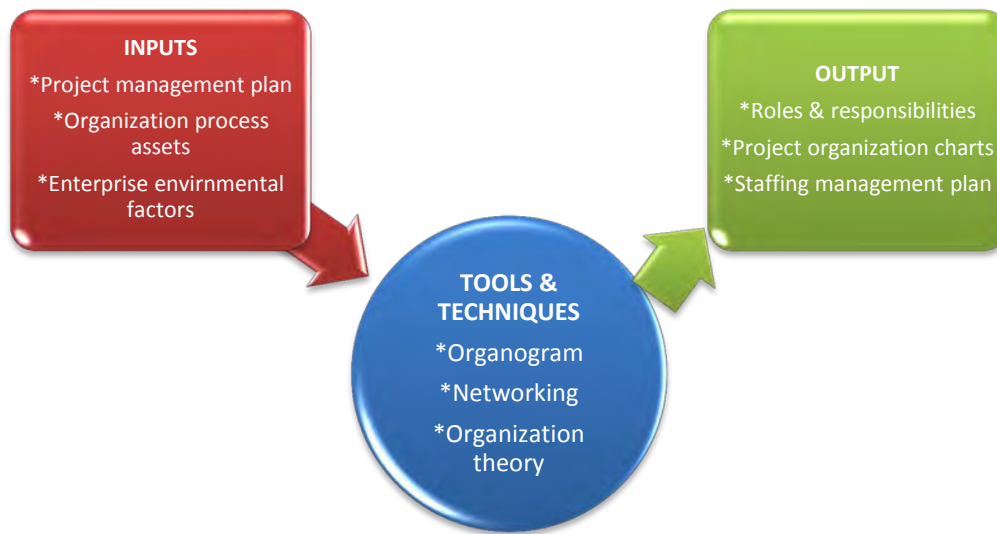
Nokes and Kelly (2007: 235) argue "people do projects, and only people. Software, methodology and everything else apart from people do not get projects done. Managing people, therefore, is right at the heart of project management.

Steyn *et al* (2008: 234) argue that the most critical element of project human resource management is to contract right people for the project and keep them right through for the whole duration of the project. In order to make use of people in the project the following requirements must be met.

1. Human Resource Planning

2. Acquiring the project team
3. Team development
4. Managing the project team

Figure 2.17 Human Resource Planning Process



Source: Adapted from: (Steyn et al 2008:234)

Human Resource Planning Process

Figure 2.18: Responsibility and Accountability Matrix

	Alson	Zweli	Vusi	Danny
Requirement Definition	S	R	A	P
Functional Design	S		A	P
Detail design	S		R	A
Development		R	R	A
Test			S	P

Source: Adapted from (Burke, 2001:153)

KEY:

P – Participates

A – Accountability

R – Reviews

I – Input Required

S – Sign off

2.10.2 Project Team

According to Nel (1997:09) projects do not come from the same work unit or department. It is the responsibility of the project manager to ensure that the project is accomplished successfully as a team effort. Nel (1997:09) also argues that a team building model must be applied in the process of establishing a winning team. The project manager needs to consider the following steps:

- Define the purpose and objectives of the team;
- Establish team composition and roles;
- Clarify team rules and responsibilities;
- Integrate personal responsibilities;
- Manage team performance; and
- Evaluate team productivity.

It is the responsibility of a project manager to unite team members from different units of work and departments. These team members need to fully understand the project goal and objectives.

According to Steyn *et al* (2003: 223) project managers must ensure that the following is done by the project team:

- each team member understands clearly what the project definition, objective and major deliverables are;
- each team member understands exactly how and when respective tasks on the project are required;
- What quality standards are required to make the project a success;
- Each team member must have the necessary tools and equipment to carry out required task;
- The team must work as a team at all time.

2.11. Project Risk Management

According to Mokes and Kelly (2007: 270) project risk management includes the processes and procedures concerned with conducting a risk management plan, identification and analysis, responses, monitoring and control on a project. It includes maximizing the position outcome and minimizes the negative consequences.

According to Lock (2008: 99) risk can occur at any stage in a project. Some risks are associated with a particular nature of the project and some come from outside the project.

According to Steyn *et al* (2008: 334) risk simply means that there are chances that things might not go according to plan. Good risk management is about predicting what can go wrong during the execution of the project and apply preventive measures to avoid it from occurring.

According to Newell (2007: 160) Risk Management is regarded as one of the most significant areas of project management that must be taken into account. Risk is an uncertain event that has a positive or negative impact on at least one of the project goals and objectives.

2.11.1 Project Risk Management Process:

- Risk identification;
- Risk Quantification;
- Risk Response Development and
- Risk Response Control (Duncan 1996: 111).

Figure 2.19: Project Risk Management Process



Source: (Herman Steyn, 2008: 338)

For Fox and van Der Waldt (2007: 96) risk management is about identification qualification, response development and response control processes used to minimize negative outcome and maximize positive outcomes and results of the project.

Mokes of Kelly (2008: 272) identify the following risk management principles as the ones that have to be taken into cognizance.

1. Risk Management Planning
2. Risk identification
3. Qualitative risk analysis
4. Quantitative risk
5. Risk response planning
6. Risk monitoring and control

Figure 2.20 below illustrate the flow of risk management principles from input, tools and output.

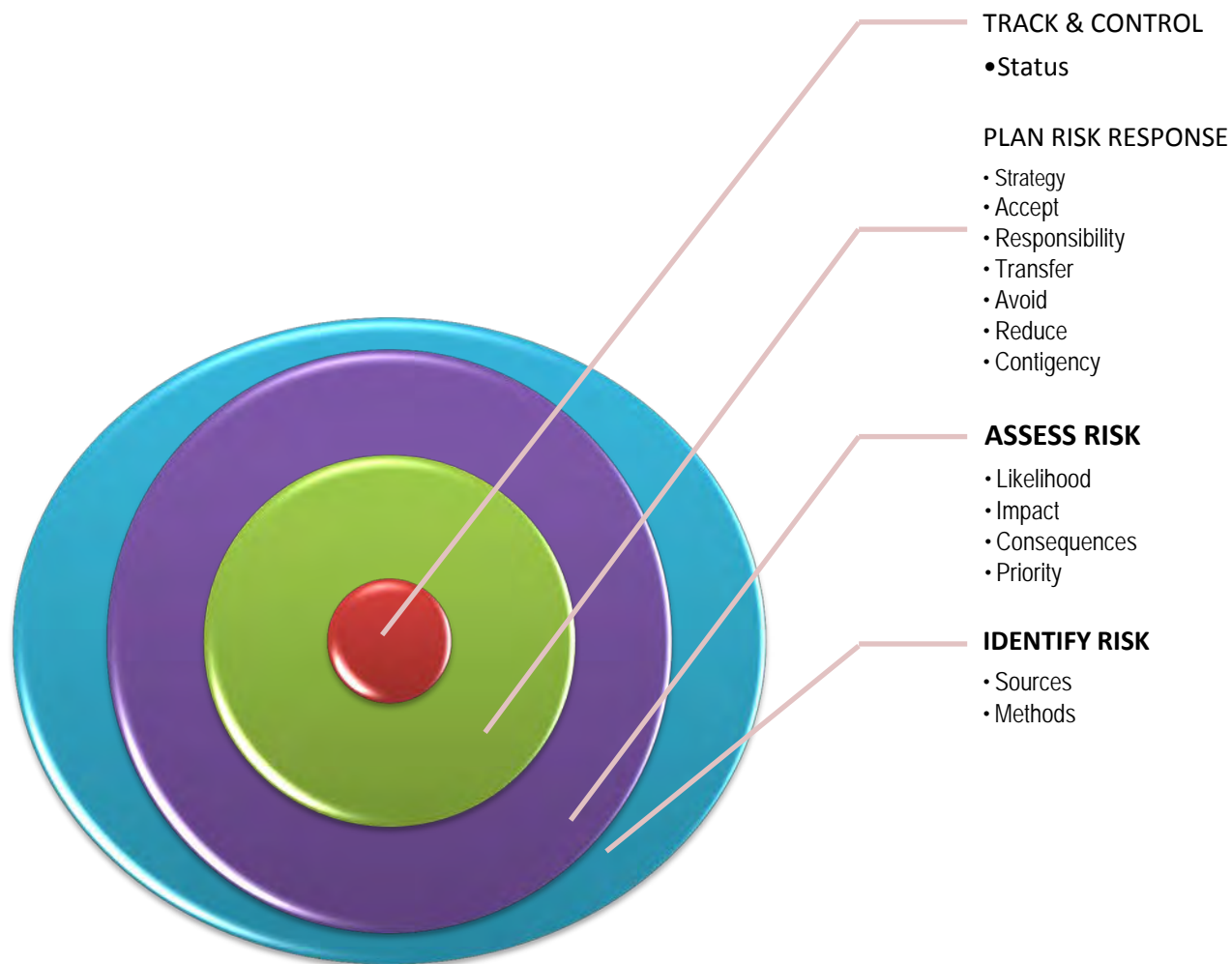
Figure 2.20 Risk Management Principles



Source: Nokes and Kelly (2008:272)

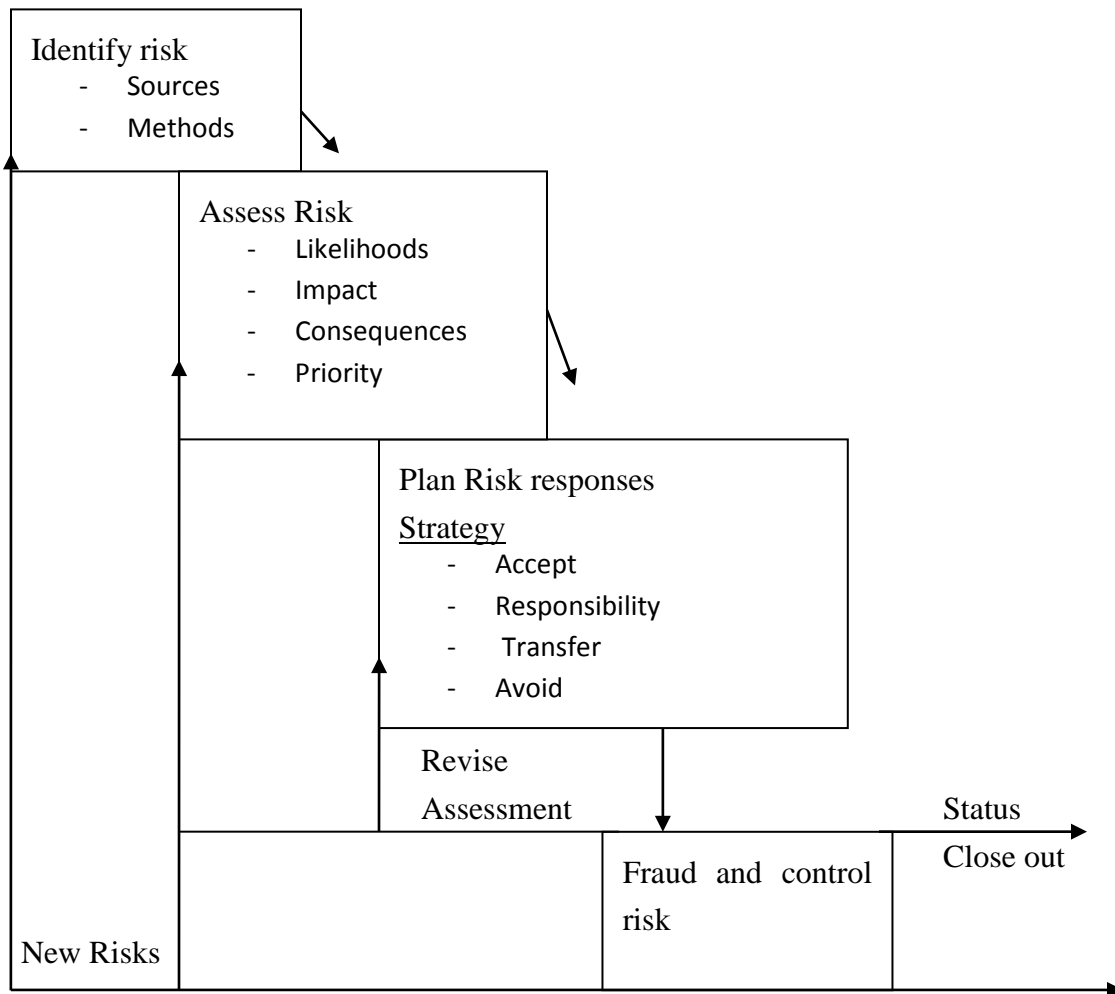
According to Nicholas and Stey (2008: 363) risk management elements are as follows:

Figure 2.21: Risk Management Elements



Source: Nicholas and Steyn (2008: 363)

Figure 2.22: Risk Identification Process



Source: lock (2008:89)

2.11.1.1 Risk Identification

According to Lock (2008: 100), it is imperative to do a checklist which expands in size and value as an organization gains more project experience. Brainstorming can be used as an effective technique for considering many aspects of risks.

Nicholas and Steyn (2008: 364) argue that risk management starts by identifying the risks and predicting its consequences. If risk has been identified, means and ways to avoid or minimize it must be found. Another way to identify project risk is to proceed according to project chronology. This means that one needs to look at the stages of the project life cycle and identify risk in each stage. Risk can be classified according to the scope and nature of a project. Project risk identification starts early in the conception phase and focuses on determining the high-risk factors that might hinder project from attaining its objectives.

Michael in Newell (2002: 134) identifies different ways of risk identification as follows:

1. Document reviews
2. Brainstorming
3. Delphi techniques
4. Nominal group techniques
5. Crawford
6. Expert interviews
7. Checklist
8. Analogy

High Risks in projects typically include:

- Using an unusually approach
- Attempting to further technology
- Training for new tasks or applying new skills
- Developing and testing of new equipment, systems or procedures.
- Operating in an unpredictable or variable environment.
- Document Review

It comprises reviewing all of the project materials that have been governed up to the date of this risk review. This is relatively the same as literature review for any reason the motive is to ascertain the possible risk for the project and to know the resolutions to sustain risks.

1. Brainstorming

This is where the risks are indentified randomly. This can be done in a formal meeting of the project. The purpose of this meeting must be made clear to all participants for them to come prepared for this significant task.

2. Delphi Technique

This is almost the same as brainstorming but the difference is that participants do not know one another. This is best used in these days because of advancement in technology; this can be done through e-mails, etc. This technique eliminates a situation where one person becomes dominant in a brainstorming session which does not

allowed in the Delphi approach. The Facilitator distributes questionnaires to participants and they respond anonymously. As a result it is more effective.

3. Nominal group techniques

This technique tries to eliminate problems associated with people who are inhibitive and show reluctance to participate. In this technique the facilitator asks participants to privately and silently list ideas on a piece of paper. After that the Facilitator will incorporate all the ideas given on a Flip chart.

4. Crawford Slip

This technique does not require the Facilitator as other techniques. The usual number of seven to ten participants is used but larger groups can be accommodated, since there is a fairly small amount of interaction between the persons in the group. In this case the facilitator will ask questions and inform participants to answer one question with different answers.

5. Expert Interview

In this case people with experience in project management will be interviewed to provide the experts to help in managing the project risks. During the interview the information from the expert must be recorded.

6. Checklist

This has gained popularity because of the ease of communication through computers and information showing databases. Checklists are predetermined list of risks that might occur in the project.

7. Analogy

This is based on the available database and lessons learned from the previous experiences.

Advantages and Disadvantages for each

Identification Technique

Brainstorming

Advantages

1. Encourages interaction in the group
2. Fast
3. Not Expensive

Disadvantages

1. Can be dominated by an individual
2. Can focus on specific areas only
3. Requires a strong facilitator
4. Must control tendency of the group to evaluate.
5. Time consuming
6. Labour intensive for facilitator

Delphi Technique

1. Cannot be dominated by an individual
2. Can be done remotely by e-mail
3. Avoids problem of early evaluation
4. Every person must participate.

1. Time consuming
2. Labour intensive for facilitator

Nominal Group Technique

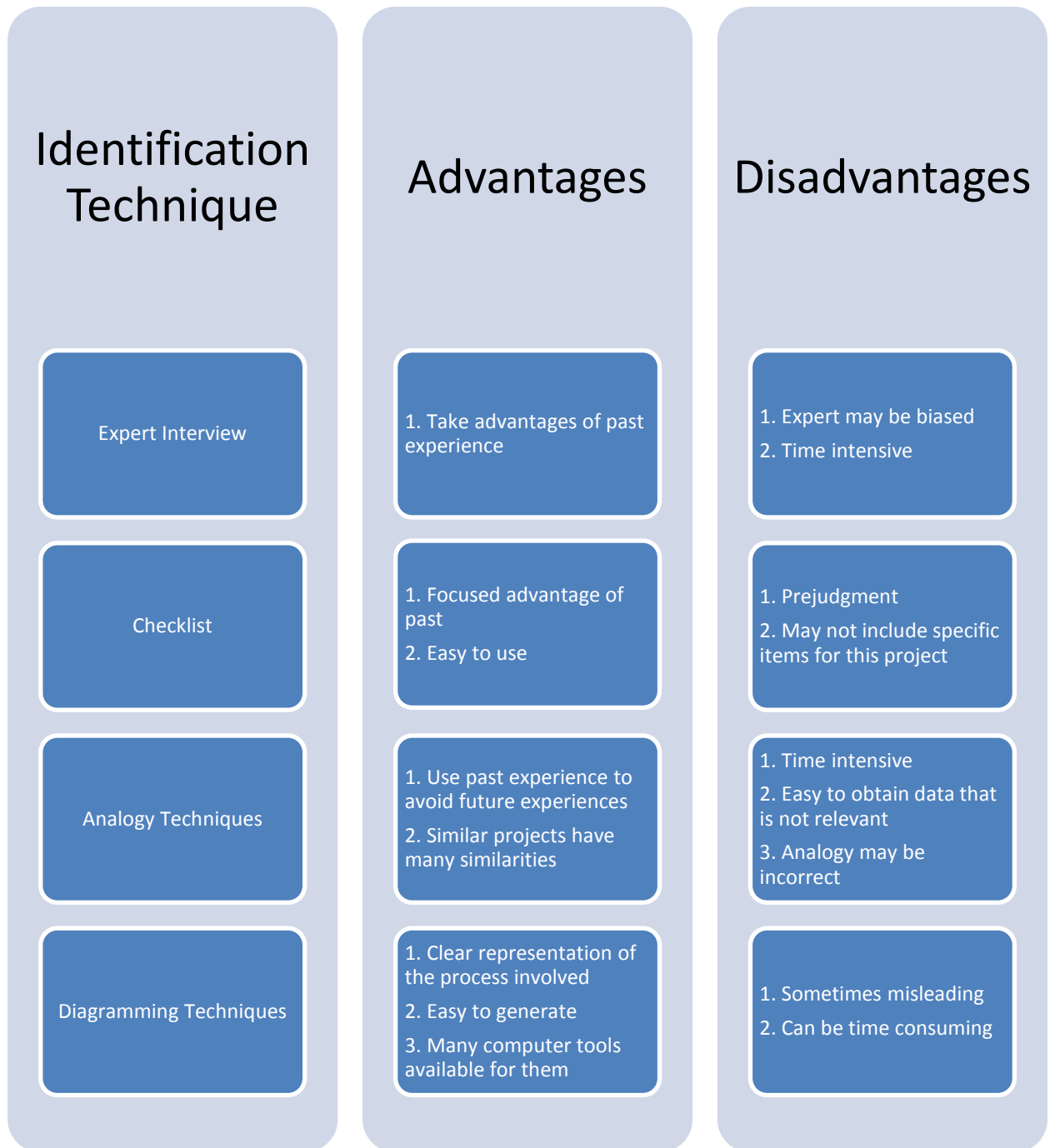
1. Reduces the effect of a dominant individual
2. Allows for interaction of participants
3. Results in a ranked list of risk ideas

1. Time consuming
2. Labor intensive for facilitator

Crawford Slip

1. Fast
2. Easy to implement
3. Every person must participate
4. Large number of ideas generated
5. Able to do with larger than normal group
6. Reduces the effect of a dominant individual

1. Less interaction between participants



Risks are divided into two, According to: Nicholas and Steyn (2008:365-366) Internal Risks and External Risks.

Interpretation of Risks, according to Steyn *et al* (2003:302-303) has two dimensions

- Likelihood that a specific event will occur
- Consequence or impact on the project outcomes.

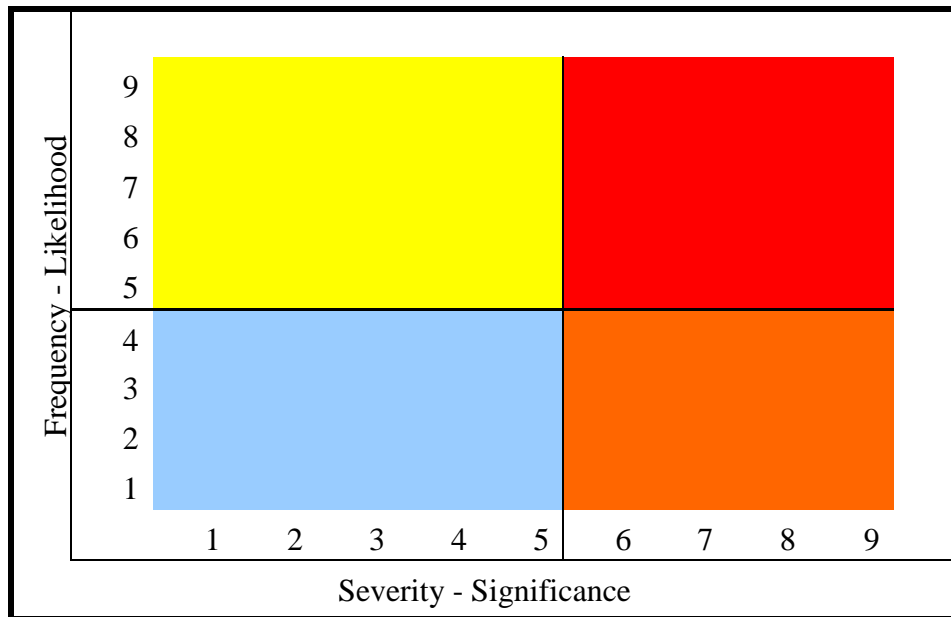
Risks Assessment

Risk = Probability x consequence

Or

$R = P \times C$

Figure 2.23: Risk Assessment



■ *Severe Risk*
 ■ *High Risk*
 ■ *Elevated Risk*
 ■ *Guarded Risk*

Risk	Frequency - Likelihood	Severity - Significance	Risk Score
R-1	0.7	0.4	0.28
R-2	0.6	0.7	0.42

2.11.1.2 Risk Quantification

According to PMBOK (1996: 115) Risk quantification involves evaluating risks and risk interactions to assess the range of possible project outcomes. It is more concerned with determining which risk events qualify for a response. It is determined by a number of facts including the following:

- Opportunities and threats
- A single risk event can cause multiple effects as when late delivery of the key components produces costs over runs, schedule delays, penalty payments and low quality product.
- Opportunities for one stakeholder may be threats to another.
- The mathematical techniques used can create a false impression and reliability.

2.11.1.3. Risk Response Development

According to PMBOK (1996: 119) Risk Development involves defining enhancement steps for opportunities and response to threats. Responses to threats generally fall into one of the three categories.

- Avoidance – eliminating a specific threat by eliminating the cause.

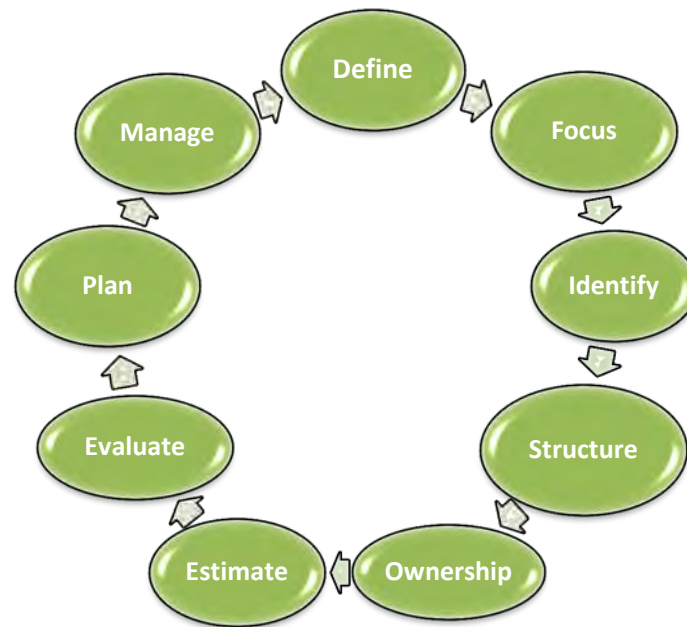
- Mitigation – Reducing the expected monetary value of the risk event by reducing the probability of occurrence.
- Acceptance – Accepting the consequences.
Acceptance can be active or passive.

2.11.1.4. Risk Response Control

According to PMBOK (1996: 121) Risk response control involves executing the risk management plan in order to respond to risk events over the course of the project. When changes occur the basics cycle of the identification, quantification and response is repeated. It is critical to understand that even the most thorough and comprehensive analysis cannot identify all risks and probabilities correctly and control and interaction are required. These include risk management plans, actual risk events and additional risk identification.

2.11.2 Project risk analysis and management guideline (PRAM)

Figure 2. 24: Project Risk Analysis Management



The PRAM Flowchart

This is the very detailed project risk management process, suitable for larger projects. PRAMP is a systematic process for identifying, evaluating and managing risk and it spans the whole life cycle of the project from inception to closeout. The process includes the following steps:

- Process launch
- Risk review
- Risk Management
- Process close-down

Good project Risk Management results in a successful project.

2.12. Project Communication Management

According to Newell (202:144) a project team needs to have a communication plan that will determine which information needs to be communicated to all stakeholders of the project, communication plan includes information regarding the Format of the reports, frequency of distribution and the individual who has the responsibility to write the report. This is about the process required to ensure timely and appropriate generative, collection, dissemination, storage and ultimately disposition of project information.

Burke (2001:246) state that the project communications management is in key position to develop and maintain all the communication, channels, internally and externally.

Project communication can be transmitted in many forms. This includes the following;

- Formal written: letter, faxes, email, memos, minutes, drawings, specifications and reports.
- Formal verbal: telephone, meeting, video conferencing
- Informal verbal: casual discussion between peers
- Non-verbal: body language

Fox and van der Waldt (2007:108) argue that the following factors may distant communication:

- Extreme emotions
- Filtering
- Words and expressions

According to Newell (2005:146) project communication management needs to apply a general model of communications that involves:

- Thinking
- Encoding
- Symbols
- Transmitting
- Perceiving
- Decoding
- Understanding

According to Duncan (1996:103) there four major process to project communication management:

- Communication planning
- Information distribution
- Performance reporting
- Administrative closure

Duncan (2005:147) argues that barriers to communication need to be taken into cognizance. These barriers are as follows:

- Distorted perceptions
- Distorted sources
- Transmission errors

Duncan (2005:148) he argues that communication can be improved by considering the following points:

- Make the message relevant for the receiver.
- Reduce the message to its simplest terms
- Organize the message into a stage.
- Repeat the key points.

Project communication is critical for the purpose of distributing information to all parties involved in the project, from the project team, stakeholders, donors, funds, etc. This is critical in encouraging understanding of the project processes and activities.

2.13. Project Procurement Management

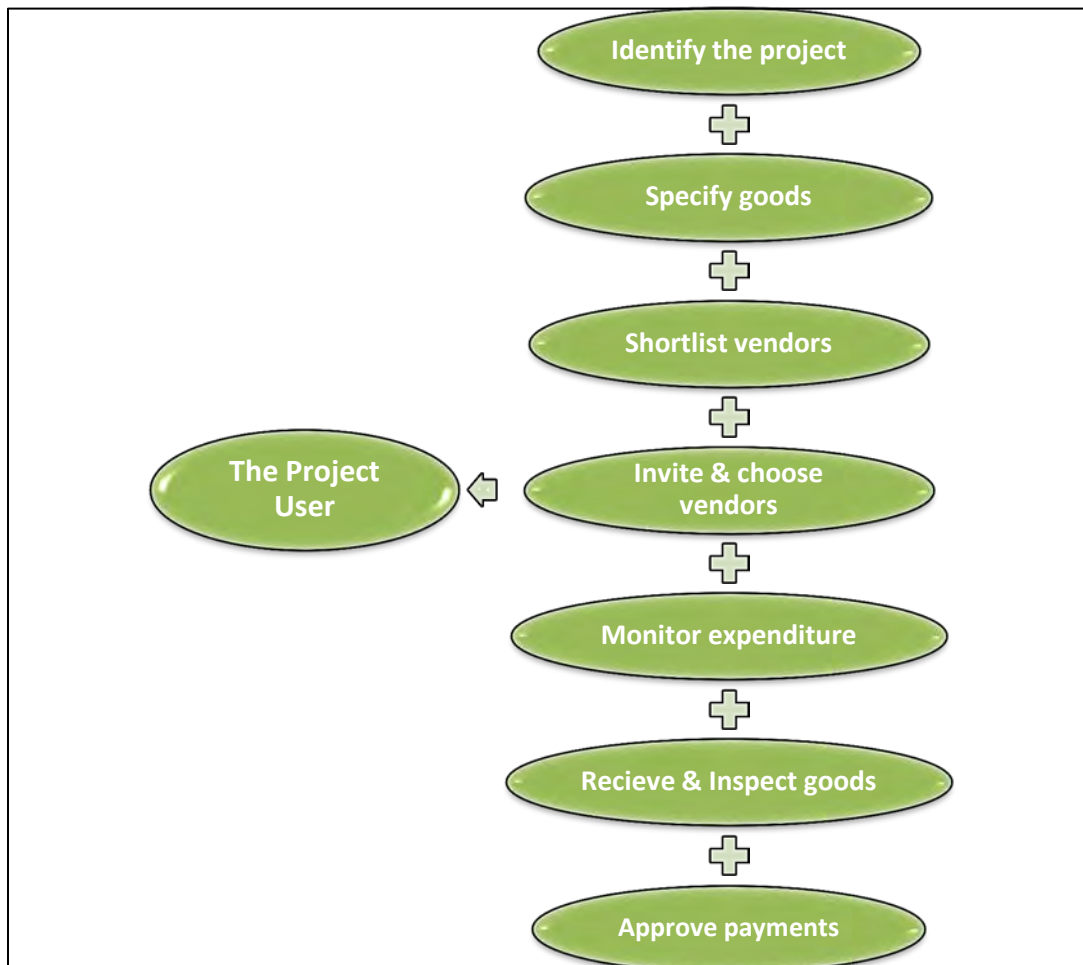
According to Duncan (1996:123) project procurement management includes the process required to acquire goods and services from the extend service provider. In most cases this is adopted when the organization does not have the capacity on resources to provide such a service.

This process has six steps:

1. Procurement Planning
2. Soliciting Planning
3. Solicitation
4. Source selection
5. Contract Administration
6. Contract close-out

Figure 2.25: Purchasing Cycle

According to Lock (2008:346) a purchasing cycle is as follows: This is the purchasing cycle in a project procurement management process.



- Project Communications Management
- Project Procurement Management

The innovative approach by both Schwella and Cloete is critical for the enhancement of

project management to improve service delivery. This approach goes a long way towards supporting the constitutional development enshrined in Chapter Ten of the 1996 Constitution.

The powers and responsibilities of local government have a great influence over social and economic development. The constitution urges local government to promote quality of life for all communities. Local government has the responsibility to launch development projects to implement a mandate of a national government.

Public officials require the following management functions, skills and applications, (Cloete 1991:16):

- Functional

These activities include planning, leading, monitoring, auditing, evaluation and disciplining.

- Skills

Decision-making;

Communication;

Management of change;

Conflict management;

Negotiation;

Research;

Public relations; and

Conducting meetings.

- Applications

Policy analysis;

Strategic management;

Organizational development; and

Management applications.

2.14. NEW APPROACHES TO DEVELOPMENT

In view of the aforementioned facts, public administration has four inter-related features, namely:

- The maximization of social development and economic growth by starting with a clear vision for the local economy and therefore working with communities to deliver services.
- Integration and co-ordination of a range of services and regulations, and the activities of other spheres of government and service delivery.
- Democratizing development, empowerment and redistribution, particularly in respect of the marginalized, and
- Leading and learning in the building of social conditions favourable to development.

2.15 THE IMPACT OF NORMATIVE FACTORS ON PROJECT MANAGEMENT

Project management requires all spheres of government, private sector, non-governmental organizations and individuals to establish partnerships that stimulate development and job creation. Government is encouraging partnerships between all sectors of the economy to enhance better service delivery for all. It is a fact that government requires the private sector's support to accelerate service delivery. Government has to deliver services in the form of infrastructure such as roads, dams, schools and etc. Due to scarcity of resources government needs other sector to forge partnerships for service provision.

This process needs to be guided by certain principles, values, norms and standards to improve economic development and service delivery for all. Much of these are enshrined in the Constitution and require that public officials carry out their activities ethically and with good intentions to meet economic goals and government objectives. Norms, values and standards that govern the behaviour of public officials to improve service delivery include *inter alia*.

2.15.1 The 1996 Constitution

According to Du Toit and Van der Waldt (1998:112), the constitution requires that all actions by managers should be in accordance with the country constitution. The Constitution is the supreme law of the country and any law inconsistent with it is

invalid. It declares the Republic to be a democratic state, founded on a number of values, such as:

- Human rights.
- Human dignity,
- Non-racial,
- Non-sexist,
- Rule of law,
- Universal adult suffrage
- Accountability,
- Responsiveness,
- Transparency, and
- Openness.

Public functionaries are thus bound by these values and must strive to ensure that they guide day-to-day activities of their jobs, (Robson 1991:159).

2.15.2. Batho Pele Principles

For any government to remain in power, it has to strive to deliver through an effective, efficient and economical public service. Services must be sustained and affordable. Due the differences of the past the government in South Africa has introduced a Public Sector Transformation Act. This Act serves as a guideline to all public officials on how they should behave. This Act pays more attention to issues of balancing the imbalances of the past in terms of service delivery to the people. The past laws were encouraging racial segregation in terms of service delivery.

This Act encourages all public officials to treat customers with respect through:

- Courtesy: Dror (1997:143) claims that the important trait of the public servant is total commitment to the public good, strict avoidance of conflict of interest and self-restraint. There should also be a balance between commitment to the public good and obedience to administrative and political superiors.
- Consultation: Warner (1997: 417) asserts that consensus building is a condition in which all participants can live with the results, and the benefits are those that ultimately flow from the interaction of all stakeholders who are materially influential in pursuing the economic and social environmental vision that society decides will define sustainability.
- Service standards: According to Dodoo (1997:118) there should be clear output and performance measures and indicators which should be derived from the questions political office bearers will want to see answered. After analyzing the objectives and the requirements for output and performance measures and indicators, some of the possible targets to be considered, according to Dodoo (1997:419), are:
 - i. Financial performance,
 - ii. Volume of output,
 - iii. Quality of service, and
 - iv. Efficiency

The idea here is to set a framework for a performance management culture.

- Access to services: the idea here is to ensure that all people have equal access to public services of first world quality. Unfortunately, the majority of the people still largely live under Third World conditions where poverty is rife and unemployment has become endemic (Chiu 1997: 177).
- Information: this is essential to all customers for them to exercise their rights to good service. Kaul (1996:149) emphasizes the significance of accurate and unbiased public reporting. Such reporting serves to strengthen the climate of openness and accountability.
- Openness and transparency: these are features of a democratic system of government and are fundamental to change and transformation, and are also crucial to improving service delivery. According to Ngouo (1997:490), developing a culture of transparency in the public service delivery creates immeasurable support for virtuous people desiring to be guided against misanthropes and sordid activities. As Guan (1997:167) succinctly puts it: transparency helps to keep the public service clean, effective and free from corruption and nepotism.
- Redress: In terms of the *Batho Pele* White Paper, 1997 (section 4.7.4) customer satisfaction and addressing complaints should become a top priority.

- Value for Money: It is not only that the government improves service delivery and extends public services to all but also simultaneously reduces public expenditure and creates a more cost-effective public service. Waste and inefficiency must be eliminated and government should identify areas where savings can be affected. One of the most important areas to ensure value for money is to put in place an effective financial management system. Rowat (1996:402) recommends that an integrated financial management system which is intended to provide policy decision-making with accurate and timely financial information and that:
 - Eliminates overlap, duplication and confusion,
 - Increases transparency and accountability,
 - Facilitates effective budgeting of scarce resources, and
 - Increases confidence in government.

Effective financial management is compatible with an open and democratic system of government and should be pursued with vigour by South Africa.

2.16. SUMMARY OF CHAPTER

Project management is a vehicle for service delivery from government to the people. All spheres of government are critical and vital for service provision. Project management is the management tool for all spheres of government in terms of service provision.

The following chapter deals with the impact of project management in service delivery.

Project management is a difficult management tool to implement owing to its nature and

size. Project management requires a manager that understands all aspect of management, such as financial management, human resource management, diversity management, team management, accounts and cost management, marketing management and many more.

The next chapter is presenting the theoretical relationship between project management and service delivery. This presents managerial elements of project management. It also looks at generic management approach that is adopted to manage projects. The relationship between projects management and other management discipline.

CHAPTER THREE

PROJECT MANAGEMENT AND SERVICE DELIVERY: A THEORETICAL PERSPECTIVE

3.1 INTRODUCTION

This chapter deals with the most, if not all, aspects of project management. Project management is the most significant management tool for all sectors. This could be private sector, public sector, non-governmental organizations and community based organizations. Another aspect of project management that needs to be considered is that this management tool starts at an individual level. Each individual is responsible for some kind of a project; this could be a personal project or organizational project. In this case one needs to be a good organizer as that will result in better project management.

Legislative documents on project management, White Paper on Public Sector Transformation, the Local Government White Paper, the Municipal Structures Act, and Procurement Act of South Africa are taken into consideration. These pieces of legislative are taken into cognizance to deepen the length and depth of the study.

The Local Government White Paper is taken into cognizance to understand the provisions made for local government and to understand the responsibilities and obligations of local government in terms of service delivery in South Africa.

Project management core values such as the project life cycle, characteristics, and project significance are essential for the purpose of improving project management.

3.2 DEFINITION

Newton (2005: 11) argues that a project is about a way of doing a specific type of work and a way to manage tasks. A project is different from other management styles, because it is totally focused on specific outcomes and when completed the project closes.

Maylor (2003: 04) defines a project as any non-repetitive task with a low-volume, high-variety of activities, specified timeframe, start and end date with specified outcomes, resources and performance areas.

Newton (2005: 12) defines a project manager as a person who has the responsibility to ensure that project deliverables are attained within specified time and resources.

Mantel *et al.* (2001: 03) argue that project management is different from general management because projects differ from what was referred to as non-project. In this the Project Manager needs special skills and competences to deal with conflict, be creative, be flexible and be able to adjust to changes swiftly. In a project everything is exceptional.

Newton (2005: 12) defines project management as a “*formal discipline that has been*

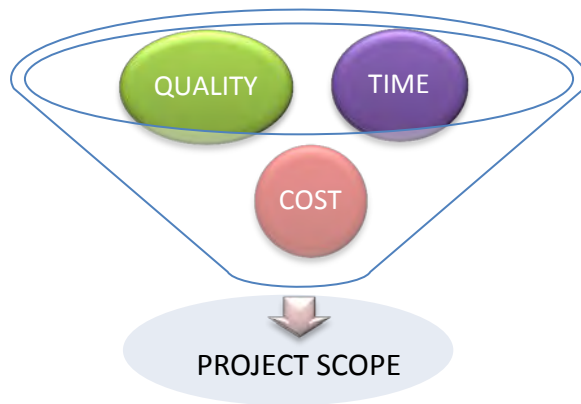
developed to manage projects". The examples could be any project such as house building, road construction and many more. Project Management requires tools and techniques desired to accomplish specified outcomes.

Project Management is a planning, organizing, directing and monitoring of resources in order to accomplish a given objective within the constraints of time, cost and performance or quality.

Project management is both a science and an art (Knipe and Nell, 2002: 09). Project management is regarded as a science because it is supported by charts, graphs, mathematical calculations and other technical tools. Nevertheless, beyond these skills it is important to understand environmental factors to project management. These factors can be divided into two, general management environment (macro-environment) and specific management environment (micro-environment). Macro environment includes, political, economical, technological, social, cultural, religious and global environment.

Micro-environment includes the following: regulators, suppliers, customers and competitors. Project management has four critical elements: time, cost, scope and quality. These four critical aspects of project management are classified in the diagram below:

Figure 3.1: Four Critical elements in Project Management



Source: Van der Waldt and Knipe (2001:59)

Alternatively, project management is the bringing together of a group of individuals to achieve a specific goal. Once this is achieved the group is disbanded and the individuals either return to their previous functional departments, or are used on other projects. Project management is about managing change (Knipe and Nell, 2002: 10).

During the first stage the project is identified, its feasibility reviewed and initial estimates of cost generated. This stage will also involve an initial definition of performance and time. At the end of this stage, the project is compared with other projects or standards of performance and will be marked by a decision to implement such a project or not. The decision to implement will lead to the next stage of growth while a decision not to proceed will lead to the death of the project. Many projects die at this stage.

Programmes

A programme is a group of projects managed in a co-ordinated way to obtain benefits

not available from managing individually (PMBOK, 1996: 08). Programmes also include elements of ongoing operations, for example:

- a. The “XYZ aircraft programme” includes both the programme and projects to design and develop the aircraft, and the ongoing manufacturing and support of the craft in the field.
- b. The national Aids Awareness Programme includes a number of smaller projects in the nine provinces and major centres, as well as the ongoing support to patients and the sustaining of implemented projects.
- c. Housing programme includes many sub-projects such as water and sanitation, electricity, road facility, schools and health care centres.
- d. Many electronic firms have programme managers who are responsible for both individual product releases and the co-ordination of multiple releases over time.

Programmes may also involve a series of repetitive undertakings, such as:

- a) Utilities often speak of an annual construction programme a regular ongoing operation which involves many projects.
- b) Many non-profit organizations have a “fundraising programme” an ongoing effort to obtain financial support that often involves a series of discrete project such as a membership drive or an auction.
- c) Publishing a magazine or a newspaper is a programme. The periodical itself is an ongoing effort, but each individual issue is a project.

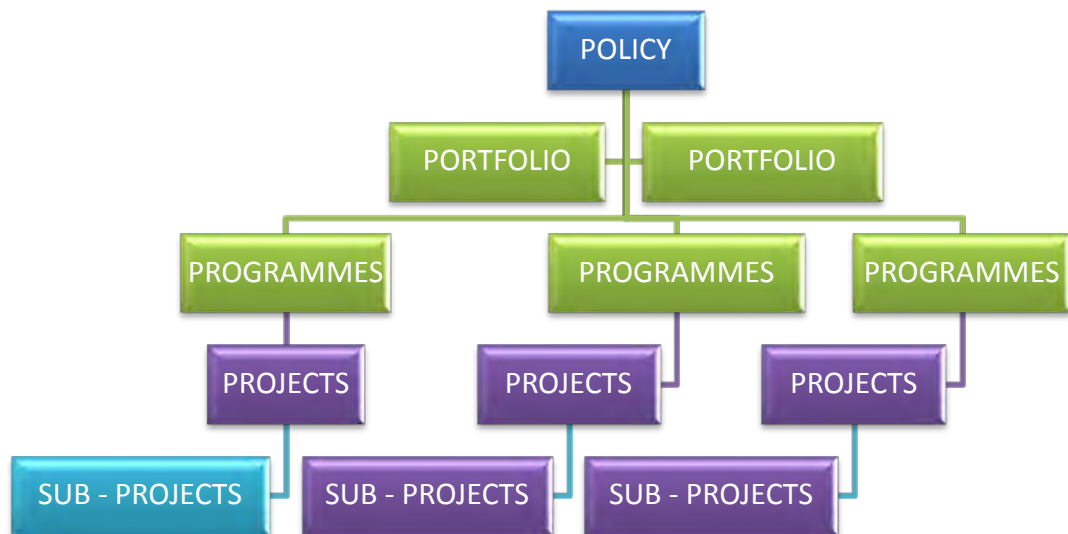
Sub-projects

Projects are divided into more manageable components or subprojects. Sub-projects are often contracted out to an external service provider or to another functional unit in the performing organization. Examples of subprojects include:

- a) A single project phase.
- b) The installation of plumbing or electrical fixtures on a construction project.
- c) Automated testing of computer programs on a software development project.
- d) High-volume manufacturing to support a clinical trial of a new drug during a pharmaceutical research and development projects.

Figure 3.2: Flow of project

The diagram below shows the difference between project and sub-project:



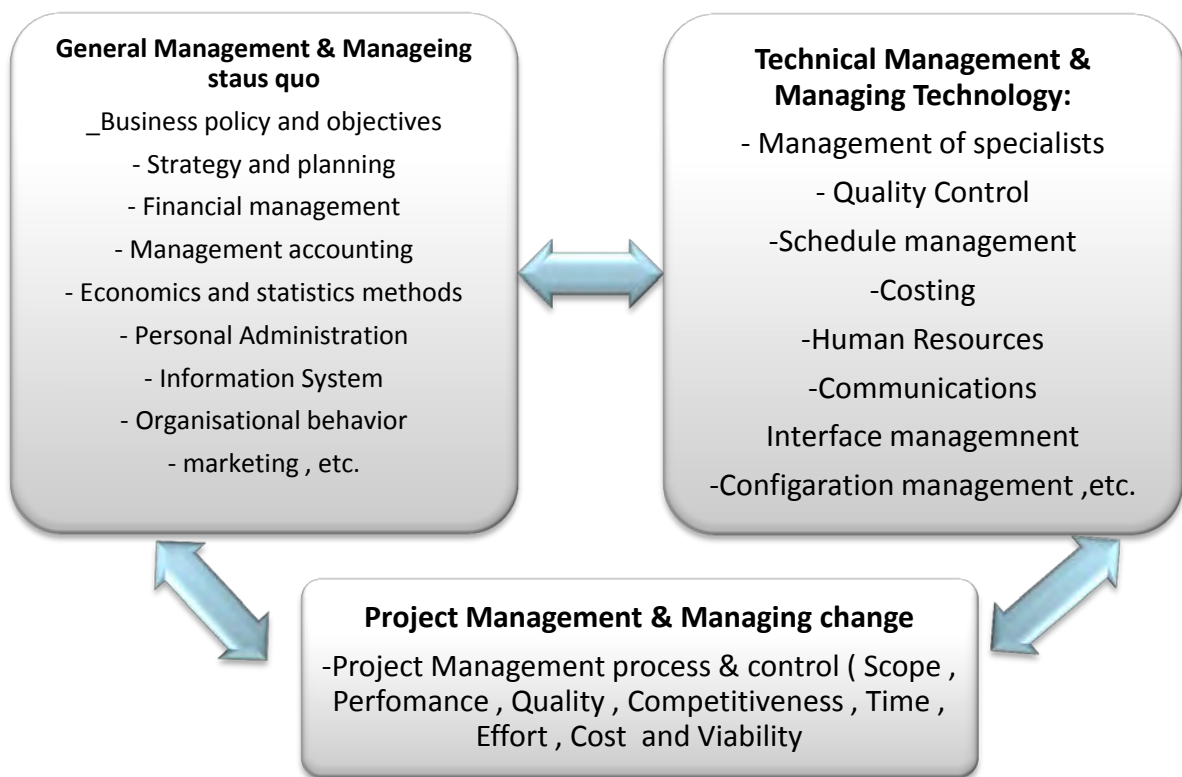
Source: Adapted from (Steyn et al, 2008: 318)

3.3 PROJECT MANAGEMENT AND OTHER MANAGEMENT DISCIPLINES

Project management is unique in enabling the modern manager to manage the status quo, change and technology. A project manager is a generalist and is able to manage all facets of an institution or organization (Knipe *et al*, 2002:20).

The diagram below shows the relationship of Project and other types of management.

Figure 3.3: Project management and other management



Source: (Knipe et al, 2002:20)

The overlap areas imply that project management staff must have sufficient knowledge and understanding of the various specialist disciplines to appreciate project requirements and issues (Knipe et al, 2002: 21). Project managers must also be able to communicate appropriate direction and means of conflict resolution to these disciplines in order to reach a successful project conclusion.

Project management is a multi-disciplinary field or profession that has considerable overlap into other management disciplines and professions. The scope of the project management body of knowledge (PMBOK) can be illustrated as in the following diagram:

Multi-disciplinary nature of project management

Figure 3. 4: Multi-disciplinary nature of project management



Source: Knipe *et al* (2002: 21)

The general management knowledge and practice includes:

- Policy strategy
- Planning controlling
- Financial management accounting
- Business economics information systems
- Organizational behaviour organizational development
- Recruitment marketing and sale
- Problem solving decision –making

The application area knowledge and practice include:

- Quality assurance logistics
- Personal administration industrial engineering
- Legal information technology
- Communication computer programming
- Business administration

Project managers must try to acquire all these skills and expertise in order to manage projects effectively.

3.4 THE NECESSITY FOR PROJECT MANAGEMENT

The purpose of project management is to foresee or predict as many of the dangers and problems as possible and to plan, organize and control activities so that the project is completed as successfully as possible in spite of risks and difficulties. Project management starts before any resources are committed and continues until all work is accomplished. A project is aiming for final results to satisfy the performance and quality expected of the project client, within a agreed time scale and without using more money and other resources than those that were originally budgeted (Knipe & Nell, 2002: 12-13).

A project can be carried out in just about any level of human endeavour. Projects can take the shape any of any of the following:

- (a) Massive space exploration,
- (b) Huge software program,
- (c) Making improvements on ongoing work activities,
- (d) Restructuring a department;
- (e) Constructing a new house and community centre and;
- (f) Planning a holiday.

Project management is required because one cannot produce benefits by doing routine things, and the expected benefits from doing the project far outweigh the risk. Project management is the means by which projects are managed and change is achieved. Project management is required to manage work in order to move from a specific or

current situation to a desired situation. It provides the tools for leading, defining, planning, organizing, closing and controlling a project both effectively and efficiently, (Lock 1996: 02).

3.5. MANAGEMENT BY CRISIS

Managers find themselves reacting rather than pro-acting to their circumstances. Something happens and they try to fix it. No sooner had they fixed one problem than they have to fix another one. Unfortunately this is the type of management that one often finds in the public sector. For example the Department of Education reacts to bad matriculation result or the Department of housing to the lack of housing, or poor service delivery. Refer to the diagram below.

Figure 3. 5: Management by crisis

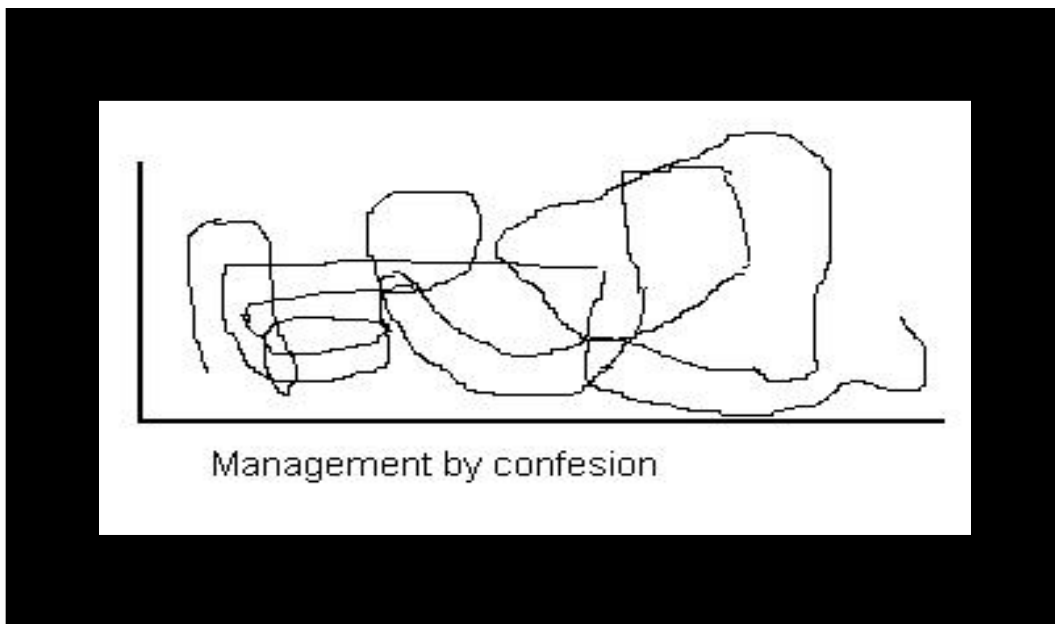


Source: Knipe et al (2002:16)

3.6.MANAGEMENT BY CONFUSION

Management by confusion is almost as bad as management by crisis. Work handled in this mode is similar to a person walking around with one foot nailed to the floor as they walk around and around repeating their steps. As a result the work is ineffective and entails much duplication of effort and waste of resources. Refer to diagram below.

Figure 3.6 Management by confusion

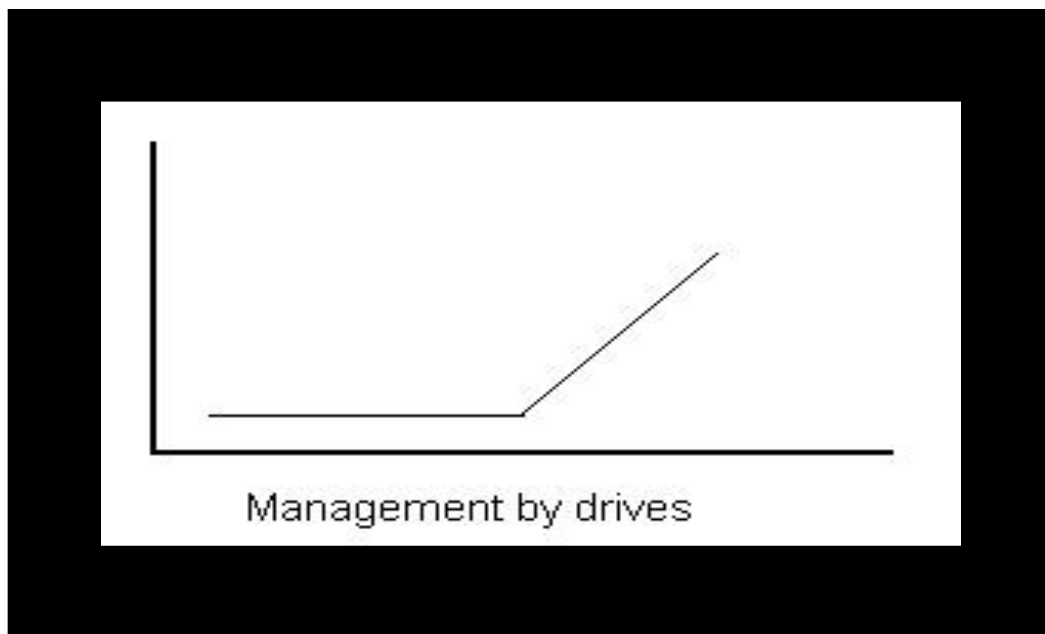


Source: Knipe *et al* (2002: 18)

3.7. MANAGEMENT BY DRIVES

Management by drives is like a person walking through a valley and suddenly climbing a steep mountain. Nothing much happens on the project or in the work activity for a long time. Then, suddenly towards the end, there is a mad rush to finish the work or project. Everyone runs about as if having a caffeine fix. In this regard employees work long hours and may rely heavily on supplements such as “Red Bull” or Lucozade, Powerade and Energade. As a result the quality of work suffers. Refer to the diagram below.

Figure 3.7: Management by drive

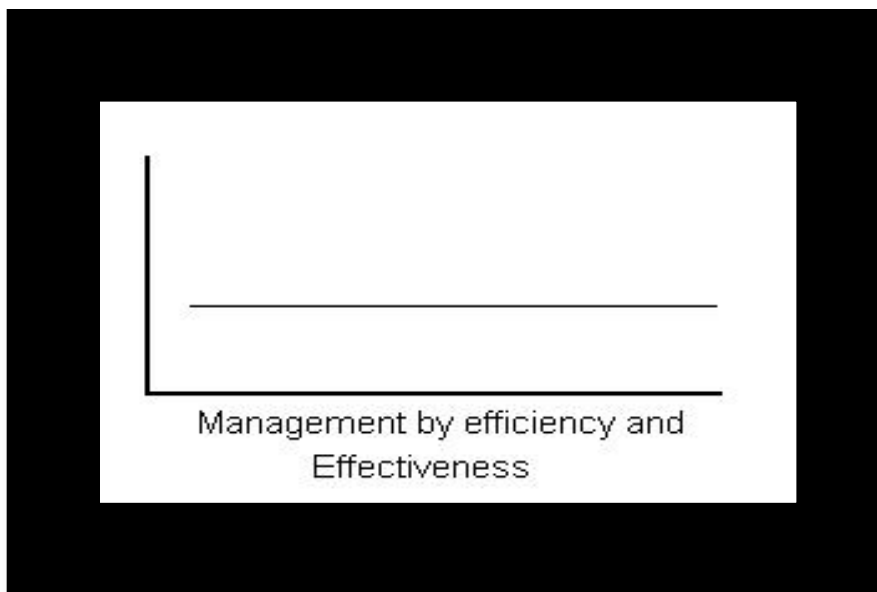


Source: Knipe *et al* (2002:21)

3.8. MANAGEMENT BY EFFECTIVENESS AND EFFICIENCY

Management by Effectiveness and Efficiency are well managed projects. The project manager who applies this technique is in control of the project. If it happens that the manager loses control he is able to get back into control quickly and effectively. People who are working on the project understand their responsibility very well and they also know when to perform them. In this case management knows and understands what the priorities are and know the resources required to address those priorities. Refer to the diagram below.

Figure 3.8: Management by efficiency and effectiveness



Source: Knipe *et al* (2002: 21)

3.9. CHARACTERISTICS OF REACTIVE MANAGEMENT

- a) Project managers who subscribe to this style are constantly behind in reaching the goals and objectives of projects,
- b) Managers tend to be impulsive and excitable,
- c) They think about overcoming the next hurdle, not about whether they are jumping over the right one,
- d) This short-range perspective is highly indicative of not being in control.
- e) These managers rarely plan or organize even themselves, and
- f) Quality is questionable, as customer and satisfaction,

3.10. CHARACTERISTICS OF PROACTIVE MANAGEMENT

- a) As expected project managers with this style have a long-range perspective.
- b) They look at the next hurdle, but can also see whether they are leaping in the right direction.
- c) They are restrained in their decision-making.
- d) They weigh all options and then make the right choice.
- e) They know what is required to regain control, should they lose it.
- f) They also plan and organize themselves before proceeding, and
- g) Their projects finish on time, within budget, with good quality results and satisfied customers.

The diagram below shows the kinds of pressures placed on project managers:

Figure 3.9: Kinds of pressures placed on project managers



Source: Knipe *et al* (2002:09).

3.11. PROJECT LIFE CYCLE

The project cycle is a structured methodology whereby all potentially fundable projects are steered. It is evident that however well-defined the desired outcomes might be the project process itself is, like all human endeavours, subject to change, growth and

decline (Kotze, 1997:54). A project grows from small beginnings, to become a large and impressive undertaking that matures and ultimately dies. This pattern of growth and decline is a familiar one which we see in the life cycles of many organic systems or organisms. The life cycle idea is also commonly used in management literature with examples from marketing that describe the variations in sales volumes over the life of a product, and from quality assurance that describes how production reliability varies with age. It can also be applied to projects. It is also crucial at the outset to see the project life cycle as a management tool or mechanism and not as something intrinsic to projects.

According to Knipe and Burger (2002: 27) “project sequences may or may not have a cycle”. To say that a project sequence has a life cycle suggests that projects sequences naturally go through stages, which is not correct. “Project life cycle is imposed on a project sequence by management so as to make it easier to manage project sequence; it is an artificial device used by management to gain control of the sequence of achieving the project”, (Healy 1997: 32). The choices of levels or stages to be followed in projects are determined by the structure of an organization. It is vital to take into consideration that the introduction of a performance management system has quite a different set of stages from those related to the construction of a building. Although there are common features, there are also a number of important differences. It is the responsibility of a project manager to consider organizational practice and experience in choosing the project phases.

It is also important to recognize that the procurement of any single project has a number

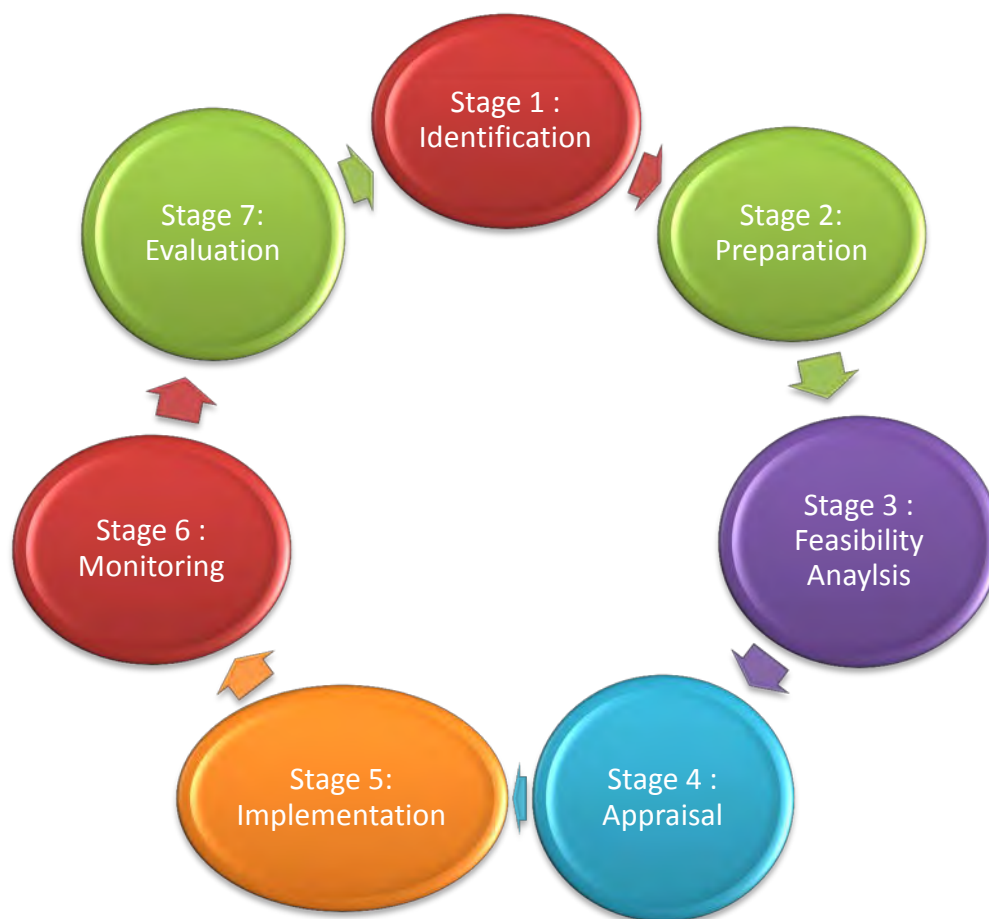
of life cycles. A project life cycle varies to suit the needs of project stakeholders and participants. Project life cycles explain the following:

- a) What technical work should be done in each phase (for example, is the work of the architect part of the definition phase or part of the execution phase?)
- b) Who should be involved in each level?

Most project life cycle descriptions share a number of common characteristics:

- a) Cost and staffing levels are low at the start, higher towards the end, and drop rapidly as the project draws to a close.
- b) The probability of successfully completing the project is lowest; hence risk and uncertainty are highest at the start of the project. The probability of successful completion generally gets progressively higher as the project continues.
- c) The ability of the stakeholders to influence the final characteristics of the project product and the final cost of the project is highest at the start, and gets progressively lower as the project continues. A major contributor to this phenomenon is that the cost changes and error corrections generally increase as the project continues, (Knipe *et al* 2002: 30).

Figure 3.10: Refinement of policy and planning



Source: (Burke, 2001: 24)

3.11.1. Stage 1 - Identification

According to Nel (1997: 13) the first task of the entire project cycle is simply to identify the project area. Projects should be a response to a readily apparent community need or a deficiency in the development of the local environment. According to NORAD (1999: 86) project identification is the stage at which the initial project proposal is conceived and formulated.

During this stage the project is identified, its feasibility reviewed and initial estimates of cost generated. This stage will also involve an initial definition of performance and time. At the end of this stage, during which the project is compared with other projects or standards of performance, will be marked by a decision to implement the project or not. The decision to implement will lead to the next stage of growth while a decision not to proceed will lead to the death of the project. Many projects sometimes die at this stage. The project idea is assessed in relation to:

- Development policy and priorities of the partner country,
- The donor's guidelines for development aid, and
- Related on-going development activities in the partner country.

In the identification phase, the main justification for the project, the description of potential target groups and external factors which are likely to influence the project, are more important elements than questions of choice of technology and ways of organizing the project.

At the identification stage of a project, clarity must be established concerning the socio-economic conditions of the target community, the availability of community resources which could be mobilized by the intended project, and the local capacity of the community to participate in the project through representative organizations (Kotze 1997: 54). What we are most interested in is the justification, the context and the anticipated effects of the project, and not the project itself, its output, activities and inputs.

3.11.2. Stage 2 - Preparation

During this stage the detailed design of the project is developed and decisions are made about who will do what and when. Cost and time estimates are also refined. Both this and the earlier stage involve a relatively low though accelerating pace of activity.

The technical preparation of a project comprises the physical design of the project: what is required, what needs to be provided, cost calculations and physical design (Kotze 1997: 54). Hazlewood (1995: 15) writes that project preparation provides the basis upon which the loan or grant for the project will be determined, and around which agreements will be signed. It is furthermore stated that the preparation of a project usually covers the full rationale, a through feasibility analysis, plan schedule, and cost estimate of the proposed project complete with supporting documents , tables, schedules and special studies.

Similarly, it is the opinion of Shaghil and Mushataque (1993: 73) that the preparation of a project for approval is a “painstaking process” requiring the assembling of all relevant data, careful assessment, and the examination of all possible alternative approaches. Project preparation therefore invariably involves making decision relating to technology, scale, location, costs and benefits, degree of risk and uncertainty, financial viability, and other factors. The alternatives are evaluated to help select that combination which is likely to prove the most appropriate from technical, financial, economic, management, and other perspectives.

3.11.3. Stage 3 - Feasibility Analysis

This analysis examines whether or not it is possible to implement a project given the standard and criteria set forth in the preliminary design. A well prepared feasibility analysis questions every aspect of the preliminary design within the context of the actual project environment and determines whether a project can be satisfactorily carried out with the financial, technical, human, material and institutional resources available. Together with project appraisal, feasibility analysis functions as the interface between conception and reality (Nel, 1997: 17).

3.11.4. Stage 4- Appraisal

During the appraisal of the project, decision makers need to satisfy themselves that the project meets the conditions which enable it to proceed effectively and efficiently. The chief concern in this respect is to determine whether or not the project is the best means of achieving policy objectives.

Conyers and Hills (1984: 130-131) elaborate on the meaning of project appraisal by stipulating that it basically means comparing alternative courses of action formulated during the initial , planning phases of the project management cycle, prior to exercising a choice among them. The term “appraisal” embraces an *ex ante* analysis of a proposed project or, in other words, constitutes an analysis conducted before a project is selected, funded and implemented.

Nel (1997: 19) supports this by describing the appraisal of a project as an aid to assist in decision-making as to whether to approve and / or support the implementation of a project.

Project appraisal needs to address two questions namely:

- a) Will the project, as it is designed, meet its own objectives as well as the wider needs of its location and nation? and
- b) How does the project compare with other projects it may be competing with for funding?

Again, wide consensus exists among funders in respect of project appraisal procedures. As can be depicted from the set of common development principles mentioned, development agencies normally appraise projects according to their

- a) Economic viability
- b) Financial affordability
- c) Social feasibility and impact
- d) Institutional soundness of project arrangements
- e) Technical appropriateness
- f) Environmental impact.

3.11.5. Stage 5 - Negotiation

A legal contract is usually completed, which becomes a formal agreement between the funder and the recipient - usually the representative community organization. This contract contains information on the nature and content of the funded project.

It also states how funds should be applied and confirms how the project will be implemented, by describing the roles and responsibilities of all role players in the project. The project description is a mutually agreed upon document and its signing will introduce the implementation stage.

3.11.6. Stage 6 - Implementation and Supervision

This is the stage in which the planned work takes place. It is also the stage with the highest activity rate and as such it requires effective monitoring, control and forecasting procedures which will tell the project manager what has or has not been done or spent what ought to have been done or spent, and what will need to be done or spent in the future. At the end of this stage the project will have reached completion and the projects should have been handed over to those who will use it.

3.11.7. Stage 7 - Monitoring

Monitoring is the continuous or periodic surveillance of the implementation of a project. The monitoring of implemented projects is necessary to ensure ongoing feasibility but more importantly, to allow for early recognition of social effects, in particular, which are regressive or incompatible with equity objectives. Monitoring is usually conducted by development funders to ascertain the impact of their investments on communities in the longer term, and to assess the necessity of follow-up development support and intervention (Kotze 1997: 56).

There should be one format for monitoring and reporting throughout the life of the project. This will help provide a solid basis for analyzing trends and defining strategies, and will be particularly useful when there is a change of personnel, management and decision-makers. The format of progress reports should be such that inputs, activities and outputs are monitored with reference to the immediate and development objectives.

3.11.8. Stage 8 - Evaluation

Organizations with the aim of promoting development, needs to be learning organizations (Kotze 1997: 57). Formative evaluation can be provided through monitoring. Summative, however, are equally important since they can provide views on which development interventions are successful in meeting their objectives.

According to Nel (1997: 22), evaluation of each phase of the project cycle is required in order to determine its contribution to the project in respect of budget, timetable and other factors. Evaluation analysis can assist the public manager in assessing various factors, such as:

- The extent to which the project produced intended effects (for example how many households enjoy minimum health standards).
- The distribution of benefits between different groups.
- The cost effectiveness of the project as compared with alternative delivery systems.
- Nevertheless public managers need to note the complications when evaluating a completed project. Those complications are:
 - goal change/ not clear
 - inadequate criteria for measuring success,
 - cost of evaluation
 - timing of evaluation,
 - unintended consequences, and
 - results of evaluation too academic or technical.

The final task of the public manager with respect to the evaluation of a project is the refinement of policy and planning (Nel 1997: 22).

3.12. PROJECT LIFE CYCLE AS MANAGEMENT TOOL

The project life cycle assists in the management of the sequence of tasks needed to complete the project. It assists in identifying issues and in decision- making on these issues, and identifying the work to be done and when it is to be done. While many are tempted to look on the project life cycle as simply a descriptive device, it is an important decision and control mechanism for suppliers and the various stakeholders in the project, as well as for the project manager, (Knipe, Burger and et al 2002: 31).

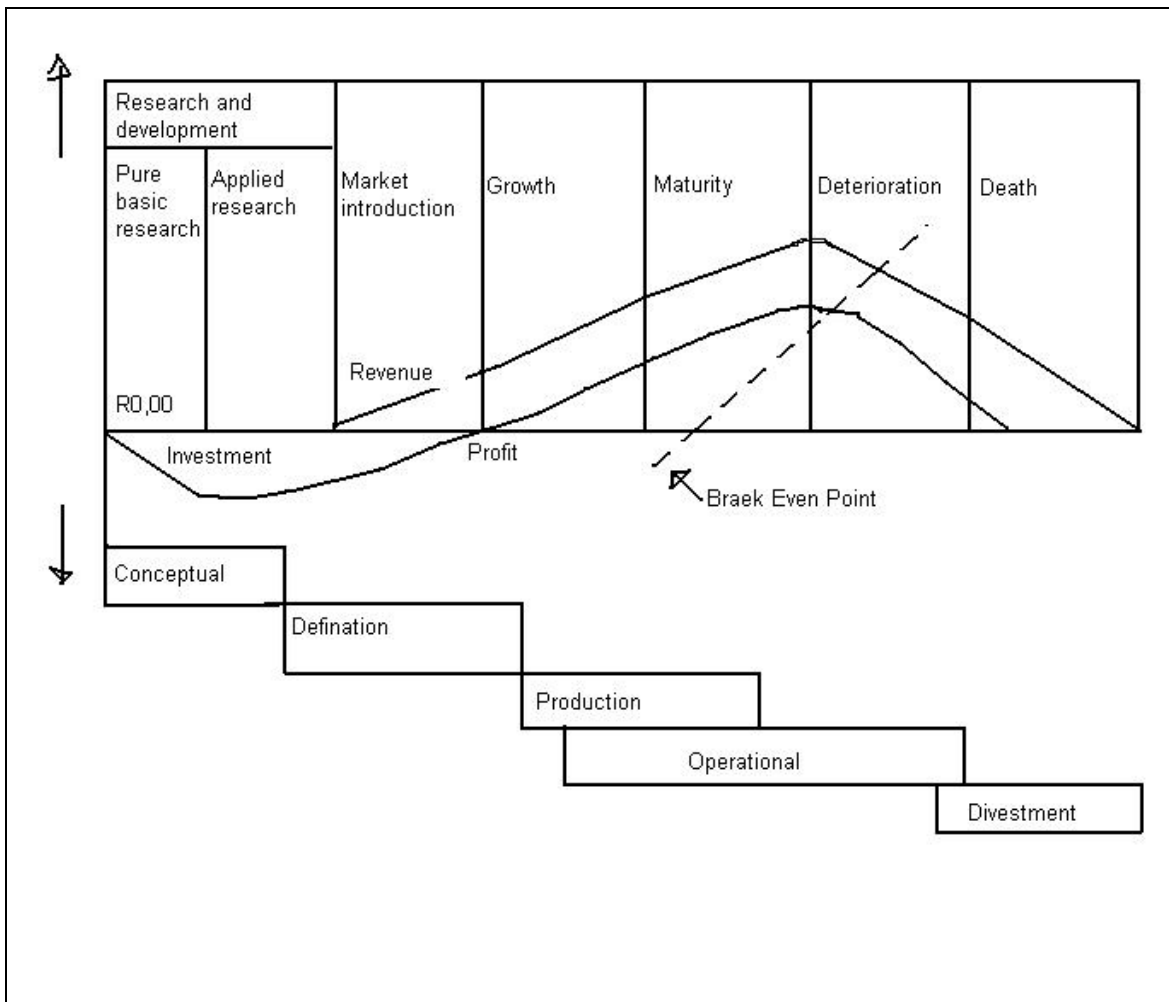
The following uses of project life cycle as management tools can be identified:

- a) To maintain an overview of the project
- b) To assist in identifying the tasks
- c) To break the project sequence into manageable parts
- d) To promote a sense of urgency among project management staff
- e) To decide on the acquisition strategy (i.e. who does what in the project)
- f) To identify appropriate staff qualities (i.e. characteristics, behaviour)
- g) To integrate activities
- h) To time decisions and
- i) To guide the levels of contingency (i.e. a key indicator of the cost and time performance) (Healy 1997: 38).

3.13. The Cycle group

Cycle group is another lineage life cycle model which reflects more generally the way organizations in the continuous project business operate.

Figure 3.11 Project management phases



Source: Knipe *et al* (2002:32).

Most project life cycles concentrate on the feasibility- design- implementation phases to make several points about the nature of work within and between phases.

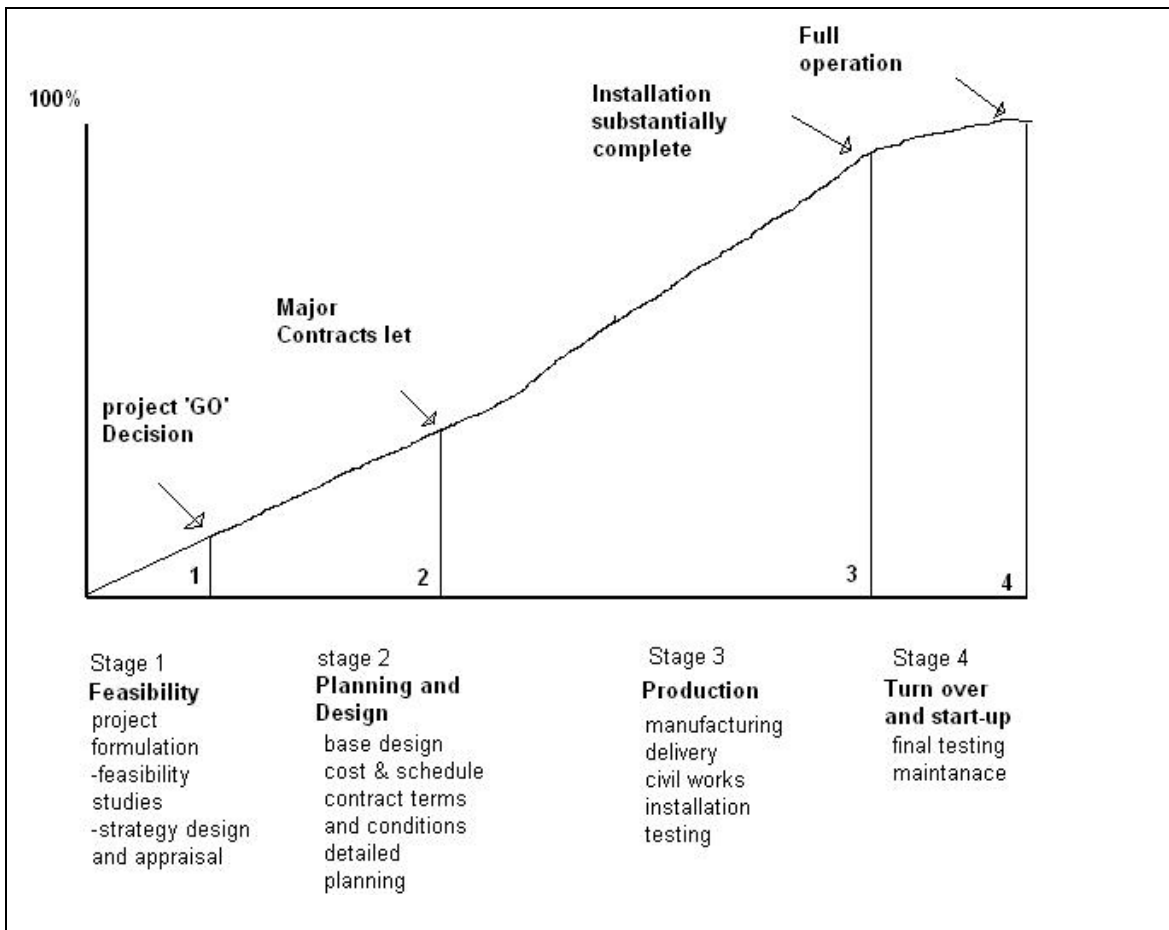
Conceptual and Initiation Phase: The first phase starts the project by establishing a need or opportunity for the product, facility or service. The feasibility of proceeding within the project is investigated and on acceptance of the proposal moves to the next phases, Burke (2003: 28).

Design and Development Phase: The second phase uses the guidelines set by the feasibility study to design the product, outline the building-method and develop detailed schedules and plans for making or implementing the product (Burke 2003:28).

Implementation Construction Phase: The third phase implements the project as per the baseline plan developed in the previous phase.

Commissioning and Handover Phase: The fourth phase confirms the project has been implemented or built to the design and terminates the project (Burke 2003:29).

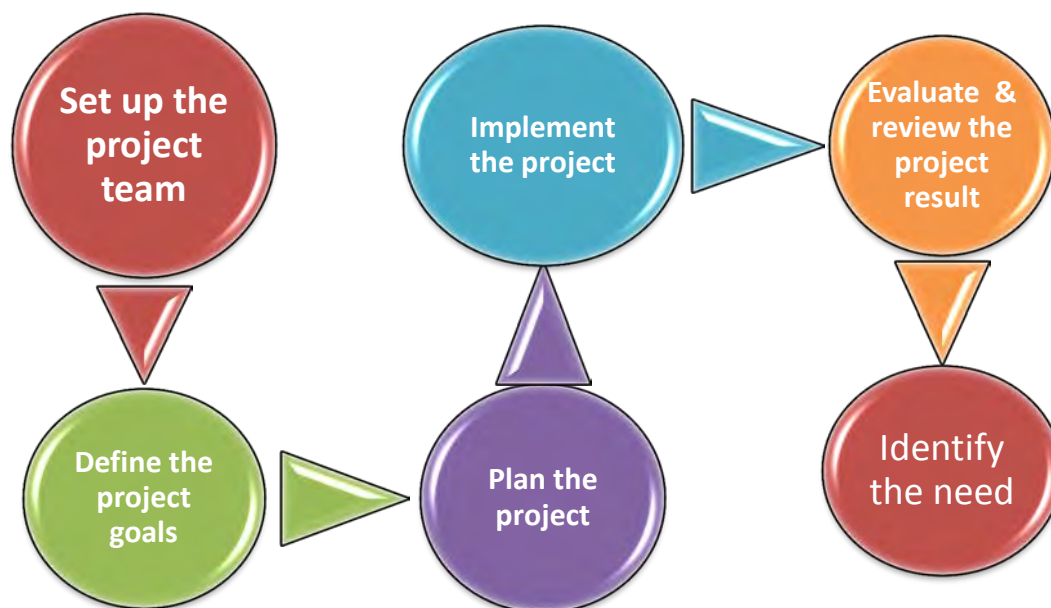
Figure 3.12 Cycle group diagram



Source: (Burke R 2003:29)

Another lineage of life cycle models is the cyclical group, which reflects more generally the way organizations in the continuous project business operate (Knip, 2002: 33).

Figure 3.13: Developmental stages



Source: (Knipe 2002: 33)

3.14. Community participation in projects

As main signatories to the legal agreement with development funding agencies community committees are responsible for implementing the project according to the agreed-upon project description. The following need to be taken into consideration:

- a) Community committee members must receive sufficient capacity-building which will enable them to perform their project management responsibilities.

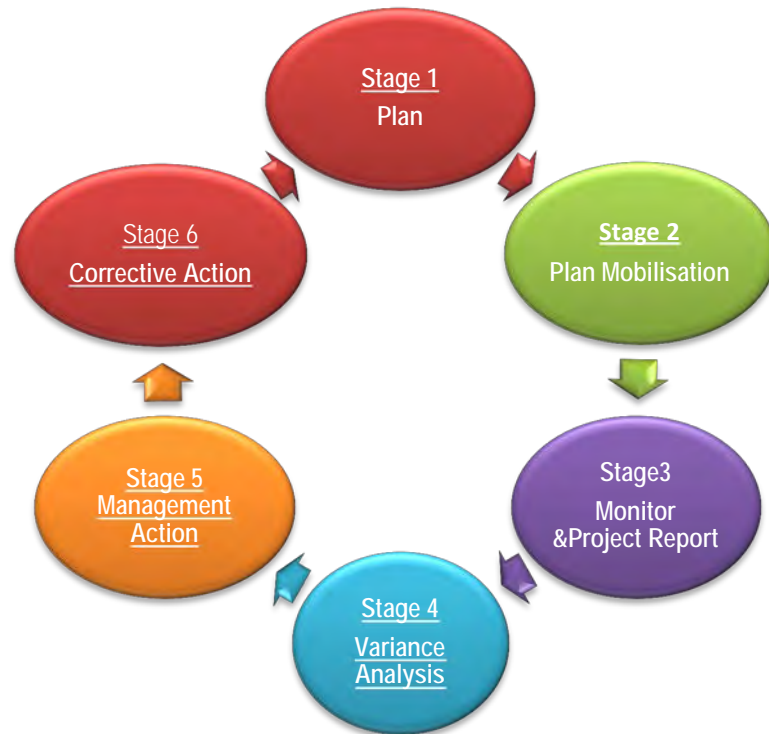
The following aspects need to be covered such as capacity building,

bookkeeping, project finance management, and overall supervision skills (Kotze 1997:57).

- b) Community committees may assume responsibility for the identification and employment of community labour teams. These teams will be nominated and appointed at community meetings in line with democratic principles. Experience has shown that communities normally ensure that the most deprived households receive priority in the selection of labour teams (Kotze 1997:57).
- c) The strength of local leadership is critical. Committees need to ensure that a long-awaited benefit is realized within a particular community.
- d) A major test for community committees is the financial management of a project during implementation. Committees as a whole, but office-bearers in particular, have to administer the expenditure of projects, keep records of invoices and settle accounts (Kotze, 1997: 58). In this regard it is vital for all officials to understand Public Financial Management Act (PFMA) of 1999. All financial records must be in an acceptable form; this means that general acceptable accounting practice must be adopted.
- e) Community committees are the ultimate control mechanisms of a project's implementation.

3.15. Project Planning Process

Figure 3.14: Project plan process



Source: Kerzner (2003:14)

3.15.1 Stage 1- Planning:

Project planning is part of project management, which relates to the use of schedules such as Gantt charts to plan and subsequently report progress within the project environment.

According to Kerzner (2003: 15) initially, the project scope is defined and the appropriate methods for completing the project are determined. Following this step, the durations for the various Activities necessary to complete the tasks are listed and

grouped into a WBS. The logical dependencies between tasks are defined using an activity network diagram that enables identification of the critical path.

Float or slack time in the schedule can be calculated using project management software, then the necessary resources can be estimated and costs for each activity can be allocated to each resource, giving the total project cost. At this stage, the project plan may be optimized to achieve the appropriate balance between resources utilization and project duration to comply with project objectives.

Once established and agreed, the plan becomes what is known as the baseline. Progress will be measured against the baseline throughout the life of the project. Analyzing progress compared to the baseline is known as earned value management.

The inputs of the project planning phase include the project charter and the Concept Proposal. The outputs of the Project Planning phase include the Project Requirements, the Project Schedule, and the Project Management Plan.

3.15.2. Stage 2 - Plan mobilization

Project Vision

It is where the scope of the project is determined, and what the project will achieve upon completion. It determines the expected outcome and its objectives in terms of solution, budget and schedule. It assists in identifying stakeholders in the project. At this stage, plan mobilization provides a direction on how to establish a project team, based on skills, competencies, abilities and qualifications (MEB Consulting 2011: 01)

3.15.3 Stage 3 - Monitor report

- Review major project risks and challenges. To prevent being caught off guard by potential project risks it is a good practice to examine any near-term risks in order to determine if a prepared response should be implemented. Simply having a risk response prepared will not be adequate if the response is invoked too late.
- Emphasize the most immediate milestone. While the ultimate project goal is vital to the project's success, the most immediate milestone is also important. The first major milestone will be an opportunity to show a project's success for the first time. If met, a modest celebration should be conducted. Everyone on the project should be included whether or not they were actively involved in the first milestone. This breeds a team spirit within the project (Michael D. Taylor 2009: 04).
- Recognize exceptional performers. Too often a project manager's attention is given to problematic teams and exceptional performers are taken for granted. "After all, exceptional performers are only doing their job" is the common mindset. This is poor management. Exceptional performers, whether they are individuals or teams, should be recognized and appropriately rewarded.
- Encourage and assist lagging performers. Instead of humiliating lagging performers in the project status review meetings, project managers are wise to encourage and assist them. This may require informal mentoring by the project

manager or by one of the high-performance teams. As a result, a salvaged low performer will often develop a high sense of loyalty to a supportive project manager.

- Review the project schedule and cost status. If EVM or Zone Tracking methods are used, schedule and cost control charts should be reviewed. Unacceptable variances will require corrective actions, and metric trends should also be examined and remedied to prevent the untenable growth of schedule or cost problems.
- Review the product development status. The technical status of the product should be reviewed to identify any anomalies, and to ensure that it is successfully moving to meet customer requirements.
- Anticipate potential problems. In addition to reviewing the project's present status efforts should be made to look for potential downstream problems. Asking key project participants to look for near-term risks is far better than looking too far in the future. "Near-term" can mean the next three to four weeks.
- Review project-level action items. Often there are open action items related to the project's customer or other corporate projects. A review of these types of action items should be done since the project manager will often depend on key project personnel for providing needed action item resolutions.

3.15.4. Stage 4 - Variance analysis

The main reason for conducting project status reviews is to identify significant variances from the project management plan and to ensure that corrective actions are taken to get back on track. Recognizing that corrective actions may not be formulated within the status meeting it may be necessary to develop them afterwards but as quickly as possible. Project managers should hold problematic teams accountable to their proposed corrective actions (Taylor, 2009: 03).

3.15.5. Stage 5 - Management action

At this stage of the project is guided by project scope, resources and deliverables. The project scope identifies all project phases and resources required to execute the project. The project team is established based on project requirements and expertise of individuals required to carry activities in the project. This is about project execution. Project communication is fundamental at this stage to enhance smooth project processes. Project teams are expected to act swiftly to rectify and to avoid risks in the project.

3.15.6 Stage 6 - Corrective action

Preventive action much of the responsibility of the project management team and or the project management team leader falls in the course. Control refers to a specific

technique that involves making measured and deliberate comparisons of the actual resultant performance with what monitoring and controlling processes the project management term action of monitoring and controlling processes refers specifically to those particular processes that are implemented in the project.

According to Cleland and King (1988: 740) leadership skills are the key to becoming an effective project manager. One part of leadership is the ability to delegate tasks and responsibilities. Project management must always keep in mind the predicted completion of the task. Once the work has ended the project review and hand over is executed.

3.16. Chapter Summary

This chapter presented different project management areas including the project management body of knowledge. This incorporates project phases, project identification, project preparation, planning, execution, project closure and project hand over. Each stage of the project was discussed in detail to establish sufficient knowledge and understanding of project management methodology.

The following chapter presents in public service delivery detail. The constitutional provisions are presented to support service delivery processes. Government documents such as the Municipal Systems Act, the Municipal Structures Act, and White Paper on Public sector Transformation are consulted to support presentation on public service delivery.

CHAPTER FOUR

PUBLIC SERVICE DELIVERY

4.1 INTRODUCTION

Public service delivery is the most important aspect of a government's functions all over the world. It is government's responsibility to deliver services to the public. Government is responsible for provision of services and to create conducive environment for all sectors to properly and to benefit the citizens.

In South Africa service delivery is critical because of its bitter past. South Africa was once a country that was divided according to racial and ethnic lines. Before the first democratic election of 1994, the majority of South Africans were not receiving equal treatment before the state. As a result of that there was a huge backlog in service delivery for those marginalized areas. These areas are characterized by lack of infrastructure, poor housing, no sanitation, no tap water, poor road networks, poor communication channels, poor education, poor health facilities, and many more.

To support the quest of service delivery in South Africa (Landman 2003: 03-05) argues that inequality and poverty has been the challenge for some time post and past apartheid. This justifies the need for government to deliver services to the vast majority of South African.

The government of South Africa has created new policies and procedures to dismantle this unjust, unfair and racial oriented past. The first step towards creation of democratic

government was to establish a new constitution. In 1993 the interim Constitution was adopted to create an enabling environment for transformation. The 1993 Constitution opened the opportunity for a first democratic election in 1994. This was followed by the Constitution of the Republic of South Africa of 1996.

This leads to new challenges related to service provision by government. Sohail (2003:08) outlines capacity challenges facing local government. These can include skills, organizational development, poverty reform and legislative enablement in planning and management, legal skills and knowledge, organizational development and community relations.

In support of these challenges (Human 2011:20) articulate other challenges as: cash flow shortage, challenges with Supply Chain Management Policy, financial crisis, the need to improve planning among three spheres of government, Crime and violence, unsatisfactory progress in youth, women and disability programmes and service delivery backlogs and decaying infrastructure.

This chapter looks at the role of the Constitution of 1996 in accelerating service delivery in South Africa. It also takes into account all policies relating to service delivery such as Public Sector Transformation, and chapter two and ten of the Constitution. Other significant aspects covered in this chapter are good governance matters, the impact of monitoring and evaluation, JIPSA, ASGISA, and performance management.

The chapter examines government reviews service delivery from 1994 to date. These reviews provide evidence on government performance and the level of service delivery.

4.2 The Constitution of the Republic of South Africa of 1996

The Constitution of South Africa created the bases for all laws, policies and procedures that enable effective formulation and implementation. There are two chapters that are critical for this study. These chapters are as follows, chapter two (The Bill of Rights) and chapter ten democratic values and principles.

According to chapter two where all Human Rights are enshrined, all people are equal before the law, must have access to services, a clean environment, right to life and etc. All these prescriptions protect the rights of all citizens. This is leveling the ground for service delivery to all citizens.

Chapter ten of the constitution provides democratic values and principles that stipulate the expected behaviour for public officials. The Principles are as follows:

A high standard of professional ethics must be promoted and maintained;

- a) Public Administration must be developmental oriented;
- b) Public Administration must be accountable;
- c) People's needs must be responded to, and the public must be encouraged to participate in policy-making;
- d) Transparency must be fostered by providing the public with timely, accessible and accurate information;

- e) Good human resource management and career- development practices, to maximize human potential, must be cultivated;
- f) Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation;
- g) Services must be provided impartially, fairly, equitably and without bias;
- h) Efficient, effective and economic use of resources must be promoted

These principles apply to: - Administration at all spheres of government, organs of state and public enterprises.

These democratic values and principles created a solid foundation for the creation of White Paper on Public Sector Transformation. At the same time these two principles enforce the implementation of the Bill of Rights.

4.3 Mechanisms for Combating Unethical Conduct

4.3.1 Code of conduct

Chapman (1993:18) defines a (formal) code of conduct as a statement of principles and standards about the right conduct of officials. It normally contains only a portion of a government's rules on public service ethics and is therefore, a narrower term than ethical rules, which include statutes, regulations and guidelines. Rosenow and Rosenthal (1993:360) define a code of conduct as a set of principles that is adopted by associations or institutions to define specific principles for which the institution stands. It makes a specific policy selection of the basic ethics in general society and seeks to use them to influence a particular institution's definition of its programme of action and what kind of institution – orientated behaviour is acceptable.

Codes of conduct have the following objectives: promoting and maintaining responsible conduct of officials, providing guidelines to officials in their relationship with fellow officials, elected representatives, and with members of the public; and providing guidelines to officials in the exercise of their discretionary powers (Hanekom Rowland and Bain 1987:163).

Chapman (1993:80) remarks that a code of conduct is necessary to promote public trust and confidence in the ethical performance of officials, to decrease, and, if possible, to eliminate, unethical practices by discouraging and punishing them; to legitimize the imposition of sanctions for unethical behaviour, to sensitize both current and aspiring officials to the ethical and value dimensions of bureaucratic decisions, reduce

uncertainty as to what constitutes ethical and unethical behaviour; to develop skills in the analysis of ethical and value issues, to assist officials to resolve ethical and value dilemmas and to promote moral development.

Both officials and their political bearers benefit from the increased public trust in government that tends to result from careful drafting and effective administration of code of conduct. A code of conduct provides a means by which political office bearers can hold officials accountable for their activities. In addition, if ethical standards are raised by the existence of a code, the chances that the government of the day may suffer political embarrassment from the ethical misconduct of its officials are reduced. Members of the public receive both psychological and practical benefits from ethical performance by officials. Taxpayers are assured that officials on the public payroll are less likely to use their positions for personal gain. Therefore, citizens can expect and demand that officials serve them in an equitable and impartial manner (Kernaghan and Dwivedi 1983:34).

The code of conduct for the Public Service as stated in Chapter 2 of the *Public Service Regulations* (No. R.679 of 1999) was drafted with the purpose of giving practical effect to the relevant constitutional provisions relating to the public service, acting as guideline to municipal provisions relating to the municipal service, acting as guideline to officials in terms of to what is expected of them from an ethical point of view, enhancing professionalism and helping to ensure confidence in the public service. Although the Code of Conduct was drafted to be as comprehensive as possible, it does not provide a detailed standard code of conduct.

Heads of departments are, in terms of Section 7(3) (b) of *Public Service Act, 1994* (Proclamation 103 of 1994), inter alia, responsible for the efficient administration of their departments and the maintenance of discipline. They may therefore supplement the Code of Conduct in order to provide for their unique circumstances. These departmental codes of conduct should be agreed upon with the appropriate representative bodies of officials and promulgated in writing to every official.

It can therefore be argued that the Code of Conduct contributes in inculcating and safeguarding ethics and accountability in officials. The reason for this is that officials will endeavour to perform their duties effectively and efficiently for them not to violate the provision of the Code of Conduct and get punished.

4.3.2 Communication Media

Reports by communication media are used to safeguard ethics and accountability in public officials. They do this by exposing scandals, mismanagement and corruption in the public sector. (Rasheed and Olowu, 1993: 66) argue that the traditional values of honesty, diligence in work, probity and accountability should be used constantly in the communication media for educational and entertainment purposes. Such positive values should be frequently promoted in the communication media. The communication media such as television and radio have a great potential to contribute more in developing ethics and accountability, especially if government control is reduced and a more community-based approach can be pursued, for example, by freeing more air time to allow all stakeholders to state their views on the work behaviour of public officials

(Collins 2001: 21).

An example of the communication media's role in exposing manifestations of unacceptable and unaccountable ethics of public officials is that of the Sunday Times (24 August 1997:24) which states that the reputation of the hard working public officials is discredited by those who are disrespectful towards their employer, members of the public, or are simply lazy or dishonest. The newspaper further states new measurements should be obtained to remedy this situation by enabling the government to demand specific levels of performance from its public officials. Thus bringing manifestations of unethical and unaccountable behaviour to the attention of the members of the public performs two functions: deterring the public officials concerned and educating members of the public about ethics and accountability. This enables members of the public to effectively serve as whistleblowers.

Teaching members of the public about the right of expression, including freedom of the press and other media is important. They should be taught that they could voice their dissatisfaction with the corrupt practices of public functionaries through communication media such as television, radio and newspapers.

4.3.3. Ad hoc bodies

Ad hoc bodies are established to serve a specific purpose; after that purpose has been attained they cease to exist. *Ad hoc* bodies include commissions of enquiry, which are appointed to investigate matters of national or provincial interest. The President of the

State or the Premier of the Province could appoint a commission of enquiry to enquire into matters of national interest, for example, where there are allegations of mal-administration, subjective and arbitrary decisions, corruption or fraudulent appointments. In South Africa it is a fixed practice to appoint judges to head commissions of enquiry and to do other no-judicial work. Their services are utilized because of their public standing, their reputation for impartiality, integrity and capacity to ascertain the true state of fact and make fair proposals for the solution of vexed problems.

Rasheed and Olowu (1993:158) contend that commissions of enquiry investigate some aspects of allegations of mismanagement by public functionaries and that such an enquiry has a deterrent effect on others. Most public officials would be scared to be involved in such mismanagement because they will be aware that there may be a public enquiry resulting in one losing a job and being publicly castigated. The setting up of an enquiry should be a testimony to intolerance and disapproval of unethical and unaccountable practices. Those involved in corruption must be punished as recommended by commissions of enquiry for commissions of enquiry to be seen as effective measures for safeguarding ethics and accountability in the public sector (Collins 2000: 33).

4.3.4 Constitutional Mechanisms

The following institutional mechanisms are used in promoting the ethical behaviour of political office-bearers and public officials.

4.3.4.1. Public Protector

Section 112(1) of the *Constitution of the Republic of South Africa Act, 1996* authorizes the Public Protector to investigate under his/her initiative, or on receipt of a complaint, any alleged maladministration, abuse or unjustifiable exercise of power or unfair, discourteous or other improper conduct or undue delay, improper or unlawful enrichment, or receipt of any improper advantage, or promise of such enrichment or advantage, by a person as a result of an act or omission in the public administration of public institutions; or act or omission by a person in the employ of any sphere of government, or a person performing a public function, which results in unlawful or improper prejudice to any person.

The establishment of the Office of the Public Prosecutor as watchdog of the democratic process was probably the best thing ever to happen to the Republic of South Africa and its people. The Public Protector, as illustrated through the investigation of Sarafina 2, was seem to keep the government aware of its responsibilities and accountability and also helps to instill ethics and accountability in political office-bearers and officials (Mafunisa 1999:241).

4.3.4.2. Auditor-General

According to PFMA (1999: 08) and MFMA (2004: 118) the post of the Auditor-General, as it presently operates, was created in terms of Section 191(1) of the

Constitution, 1996. The functions of the Auditor-General are to ascertain, investigate and audit all the accounts and financial statements of all the departments of the central, provincial and local sphere of government as well as any statutory body or any other institution which is financed wholly or partly by public funds. He/she also conducts, at the request of the President, performance audits.

In the performance of his/her functions, the Auditor-General has the power to summon accounting officers. The accounting officers are the administrative officials standing at the head of the administrative executive institutions such as state departments. They are also known as chief executives and administrative officers. Whereas these officials usually work under the direct supervision of ministers, in respect of financial matters they are directly accountable to the legislatures. The legislatures appoint some of their members to public accounts or finance committees, which can summon accounting officers to give account of financial transactions involving their specific institutions. The word *accounting* in the title of the officials concerned, argues Cloete (1998:197), refers to the *rendering of account* and to *answerability*, and not to accounting in the sense of bookkeeping.

The Office of the Auditor-General promotes ethics and accountability, in that public officials will endeavour to perform their duties effectively, efficiently and ethically if they know that their actions may be investigated to ensure whether effective management principles have been taken into account in order that

resources are procured economically and utilized efficiently by the Auditor-General.

4.3.4.3. Public Service Commission

4.3.4.3.1. Legislative Mandate

According to PSC Report on the Evaluation of the Training Needs of Senior Managers in the Public Sector January 2008, the PSC derives its mandate from sections 195 and 196 of the Constitution 1996. The PSC is tasked and empowered to, amongst others, investigate, monitor, and evaluate the organisation and administration of the Public Service. This mandate also entails the evaluation of achievements, or lack thereof of Government programmes. The PSC also has an obligation to promote measures that would ensure effective and efficient performance within the Public Service and to promote values and principles of public administration as set out in the Constitution, throughout the Public Service. These values and principles are:

- a) A high standard of professional ethics
- b) Efficient, economic and effective use of resources
- c) A development-orientated public administration
- d) Provision of services in an impartial, fair and equitable way, without bias

- e) Responding to people's needs and encouraging the public to participate in policy-making
- f) Accountable Public Administration
- g) Fostering transparency
- h) The cultivation of good human resource management and career-development practices
- i) A representative public administration with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past.
- j) Monitoring and evaluation have been defined as:
- k) Monitoring
- l) "A continuing function that uses systematic collection of data on specified indicators to
- m) provide management and the main stakeholders of an ongoing development intervention
- n) with indications of the extent of progress and achievement of objectives and progress in the
- o) use of allocated funds"¹.
- p) Evaluation
- q) "The systematic and objective assessment of an on-going or completed project, programme
- r) or policy, its design, implementation and results. The aim is to determine the relevance and

- s) Fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An
- t) evaluation should provide information that is credible and useful, enabling the incorporation
- u) Lessons learned into the decision-making process of both recipients and donors.
- v) Evaluation also refers to the process of determining the worth or significance of an activity,
- w) Policy or programme. An assessment, as systematic and objective as possible, of a planned,
- x) On-going, or completed development intervention.

Note: Evaluation in some instances involves the definition of appropriate standards, the

- y) examination of performance against those standards, an assessment of actual and expected
- z) results and the identification of relevant lessons”
- aa) Evaluation is the determination of merit or shortcoming. To make the judgment one needs
- bb) a standard of what is regarded as meritorious to compare with.

Evaluation is thus a process

- cc) of comparison to a standard. For instance, the statement “a high quality service has been
- dd) delivered that met the needs of clients and improved their circumstances” is an evaluation.

- ee) The evaluation will be better if “quality”, “needs” and “improvement in circumstances” have
- ff) been quantified.
- gg) The emphasis in monitoring is on checking progress towards the achievement of an objective.
- hh) A good monitoring system will thus give warning, early on in the implementation of a course
- ii) of action, that the end goal will be reached as planned. Monitoring also involves a process of
- jj) comparison because actual performance is compared with what was planned or expected.

A simple example is the monitoring of the completion of the planned activities of a project against the target dates that have been set for each activity. Another example is routine activities like the processing of applications for social grants to monitor the number of applications received against the number completed per month. If 100 are received but only 90 completed and if this trend is repeated for a number of months, it means that a backlog of unprocessed applications is building up (Smit, Forster and Krone 2007: 09).

4.3.4.3.2. Ethics perspective

Fox (2010:03) defines ethics as a branch of philosophy is considered a normative science, because it is concerned with norms of human conduct, as distinguished from the formal science, such as mathematics. This term is derived from Greek

word *ethika*, which means the study of habits.

According to Fox (2010:02) ethical principles are guided by social setting, the leadership evoked for good conduct was seen as the will of a deity, the pattern of nature or rule of reason.

Evaluation from an ethics perspective will require, on the one hand, an evaluation of certain ethics outcomes, such as an actual change in the conduct of public servants to better comply with the Code of Conduct for Public Servant or a lower incidence of corruption, and, on the other hand, an evaluation of whether adequate measures have been put in place to ensure such outcomes. These measures have been called an ethics infrastructure and include:

- i. Anti-corruption strategies and fraud prevention plans.
- ii. Risk assessment.
- iii. Activities to promote the Code of Conduct.
- iv. Minimum anti-corruption capacity.
- v. Investigation procedures and protocols.
- vi. Effective reporting lines (whistle blowing).
- vii. Inter-agency cooperation.
- viii. Management of conflicts of interest.
- ix. Dealing with financial misconduct.
- x. Assignment of responsibility for the ethics functions in the organisation.

- xi. re-employment screening.
- xii. Ethics training.

Minnaar (2009:20) argues that ethical companies attract and retain better talent, protect their reputation more easily, build trust in the community and are more profitable and sustainable.

The Public Service Commission is, at present, established in terms of the Constitution of 1996. Its independence and objectivity are provided and safeguarded by Section 211(1) (b) of the Act in the interests of the promotion of effective public finance and administration and a high standard of professionalism and ethics in the public service.

According to Sangweni (2009:16) in SDR acknowledge that the Public Service Commission's is competent to make recommendations, give directions and conduct enquiries with regard to personnel practices in the public service. The promotion of efficiency and effectiveness in the departments and the public service, and a code of conduct applicable to members of the public service, is enforced and supported by (Section 210 (1)(a) of the Constitution, 1996.

The Public Service Commission' powers include the promotion of the democratic values and principles applicable to public administration. These values have been discussed under the constitutional environment.

4.3.4.3.3. Judicial institutions

Rasheed and Olowu (1993: 20) argue that the judiciary contributes to the checking the abuse of administrative power and making political office-bearers and public officials accountable for their actions. Legal disciplinary sanctions are instituted against the erring political office-bearers and officials.

According to Thornhill (2012: 73) most judicial institutions attend to cases in public, and give motivated reasons for their judgment after evidence has been heard. Court cases usually receive wide publicity from the press. The fear of being exposed to the public by the press is a factor which may discourage political office-bearers and public officials from acting in an irresponsible and unaccountable manner. For the court of law to be effective in instilling a sense of accountability to political office bearers and public officials, their independence and objectivity must be maintained (Cloete, 2009: 75).

4.4. Public Sector Transformation

According to the White Paper on Public Sector Transformation of (1997:27) the Government of South Africa has a responsibility to transform the public sector to create an enabling environment to respond to public needs as per the mandate of the Constitution of 1996. Public sector transformation is one of the enablers of better

service delivery. The Public Sector Transformation policy encourages all public officials to put people first when executing their daily duties. This is made explicitly in “Batho Pele Principles”. According to the White paper on Public Sector Transformation of 1993 and Kwazulu-Natal Citizen Charter of 2006 these Batho Pele Principles are as follows:

According to Stofile (2003: 14) of SDR Vol. 2 No. 3, the civil service is operating in a changing environment. The managers are therefore challenged to be amenable to change. They must be versatile and creative. In order to attain this public servant need to be intellectually inclined.

4.4.1 Batho Pele Principles

The term “Batho Pele” is a Sotho word meaning people first. These principles are guiding the way in which public officials treat customers (the public). There are eight national principles that guide officials all over the country. KwaZulu-Natal government has added three principles to make Batho Pele user friendly for this province. The national principles are as follows.

According to Batho Pele Hand Book of 2003 and KwaZulu-Natal Citizen Charter of 2005 the principles are articulated as follows:

1. Consultation: Citizens will be consulted for the level and standard of service to be delivered by government departments. All government departments in all spheres commit to the following arrangements:

- Creation of effective consultation forums relevant to the service delivery and target customers;
- Establishment and implementation of assessment tools that will be used to conduct customer fulfillment reviews.
- Provision of quarterly, half yearly and annual reports.

This is supported by Strategic Priorities of Local Government (2006 – 2011: 37) improving communication can be deepened through izimbizo programme and social mobilization.

2. Value for money: Public officials need to provide services economically, efficiently and effectively in order to provide best services and value for money. All government departments commit to the new arrangement to ensure value for money in service delivery. The commitment is as follows:

- Service delivery must be based on the approved business plan and with budgetary framework;
- Identifying best practices and creative cost reducing strategies that will be included in the annual report.

3. Redress: Dealing with complaints. If service delivery is not at acceptable standards, the public needs to be given apology, explanation and a speedy and effective remedy. When complaints are made the public must receives a sympathetic and positive response. All government departments commit to this new arrangement as follows:

- Establish and implement complaints policy and procedure framework commencing in November 2005;
- Capacitate staff to deal with public/ customer complaints;
- Attend to complaints at a stipulated time;
- Complaints procedure to be available on the website;
- Frontline teams to demonstrate that they have analyzed and used complaints made to enhance service provision on an ongoing basis.

4. Information: the public will be provided with accurate information about the public service they are entitled to receive. All government departments have committed to this new arrangement to improve the flow of information as follows:

- Publish results of customer satisfaction survey;
- Addressing the citizens in a language that they understand; and
- Publish government reviews annually.

5. Service standards: the public will be informed about the quality of public service to be delivered so that they are aware of what to expect. All government departments have committed to this new arrangement as follows:

- Performance against the standard set will be reviewed annually and as standards are met, these will be raised on a yearly basis;

- Delivery of all promised services according to an improved business plan and within approved budget;
- Development and implementation of a Service Commitment Charter as well as Service Delivery Improvement Programme;
- Full compliance with the management regulatory framework; and
- Full compliance with department-specific legislation and policies.

6. Access: All citizens will have equal access to the services to which they are entitled. All government departments are committed to the new arrangement to improve access as follows:

- Establish and implement strategies to facilitate service delivery and for these to be included in strategic plans;
- Establish call-centres that will serve as a gateway to public services;
- Establish departmental One-Stop service centres;
- Establish websites to enable online access;
- Increase accessibility to all service centres to disabled customers; and
- General improvement of treatment of citizens at access points as well as at points of frontline delivery.

7. Openness and transparency: the public will be given information on how the three spheres of government, that is, national, provincial and

local government and the various departments function, as well the cost of the services provided. All government departments have committed to the new arrangement as follows:

- Quarterly report to be submitted to relevant stakeholders;
- Submission and publishing of developmental annual reports to the relevant stakeholders, this to be on a yearly bases;
- The Service delivery Improvement Programme reports will include progress against business plans, the budget used as well as the extent to which Batho Pele principles are being observed;
- Making available contact details of relevant officials; and
- Full compliance with the Promotion of Access to Information Act,

8. Courtesy: Customers will be treated with courtesy and consideration.

All government departments have to comply with this new arrangement as follows:

- Capacity building to all public officials to improve customer care;
- Dissemination of information, creation of awareness and conduct workshops on the Public Service Code of Conduct to all public officials;

- Provision of training on protocol to all relevant stakeholders and key staff;
- Provision of cultural diversity training to all public officials;
- Training of receptionists before placing them;
- Acknowledgement of correspondence within three working days;
- Speedy reply to correspondence, and
- Improvement of public relations, code of conduct, dress code and telephone etiquette.

The province of KwaZulu-Natal has added three principles to make it more relevant for the province and to cover all other aspects not well covered by national principles. The province has added what is listed below:

9. Encouraging Innovation and Rewarding Excellence: Department will ensure that the environment is conducive for service delivery and it also allows capacity improvement for officials delivering services. Government complied to this by making the following commitment: To

- Encourage Innovation and creativity;
- Facilitate the sharing of best practices;
- Recognize and reward good performance;

- Identify new ways of rewarding excellence; and
- Keep track of the number of contributions made by each employee and how many were implemented and the impact thereof.

10. Service Development Impact: Departments will measure and report regularly, using the sum total of all “Batho Pele” initiatives, the impact of the “Batho Pele”-based service delivery on the lives of the citizens. All leaders in the service delivery chain will provide direction, create alignment, engage staff, create effective partnerships and demonstrate ethical and sound values. All government departments committed to this new arrangement as follows:

- o Leaders have a personal development plan in place;
- o Develop mechanisms by which leaders obtain feedback from subordinates, peers, superiors and customers on their leadership style, conflict-handling, skills, communication, motivation, decision making and inter-personal skills;
- o Customer focused, effective, user friendly and aligned strategic plans to be in place.

11. Making Batho Pele a Reality: “Together beating the drums for service excellence” According to Batho Pele Hand Book of (2003: 45) and KZN Citizen Charter (2005: 07).

- Create excitement, passion and better understanding of programmes, and take urgent collective action towards efficient and effective service delivery;
- Revitalized Batho Pele programme in the province;
- Re-orientate all staff and stakeholders to the importance of service excellence; and
- Include formal customer care training in the annual developmental Work Place Plans and ensure that there is on-going training for public officials.

Mhlambi (2003:64) argues that the biggest threats to the sustainability of the implementation of Batho Pele are the critical shortage of professional staff. This was also supported by President Zuma in the state of the nation address in 2010. He stated categorically clear that the country is suffering from shortage of skills.

Matomela (2003:45) argues that SAMDI that is known as PALAMA needs to expand training and capacity building to all spheres of government to respond to acknowledged shortage of skills.

4.5. Service Delivery Process

To enhance service delivery is the continuous process not a once-off all task. As a result of raised standards high targets must be set as well. Goldfinch and Wallis (2009:90) argue that the

era of networked governance public managers should seek to demonstrate public values-seeking leadership. Public sector managers must take responsibility for mobilizing networks in pursuit of initiatives to create public values. According to White Paper on Transforming Public Service Delivery (25-28, 2007) there are eight steps that best illustrate the service delivery improvement programme. They are listed as follows:

- a. Customer Identification
- b. Establish the customers' needs and priorities;
- c. Establish the current service baseline;
- d. Acknowledge improvement gaps;
- e. Set service standards;
- f. Gear up for delivery;
- g. Announce service standards;
- h. Monitor delivery against standards, and published results.

Ahmad and Brosio (2009:257) suggest that decentralization of government power contributes to better services delivery. Government powers needs to be decentralized in order to accelerate prompt decision making. This approach is also relevant for South Africa as there are three spheres of government. Each sphere makes it decisions but aligned to national parameters.

4.6. Good Governance

According to Khan (1998:44) Governance is a many faced concept. The general acceptable definition of governance must incorporate contemporary developments in an intricate and fast changing interdependent global environment. Khan (1998:44) and Geyer and Jenkins (2009:07-10) argue that good governance emanates from the following pillars:

- Maximizing economic performance and ensuring social cohesion requires government to adjust rapidly to changing environment to create and exploit new opportunities.
- Highly centralized, rule-bound, and inflexible that emphasizes process rather than the results impede good performance.
- Large government debt and fiscal imbalances exacerbated by recession and their implications of interest rate, investment and job creation place limits on the size of the state and requires government to pursue greater cost effectiveness in the allocation and management of public resources.
- Extensive and unwieldy government regulations, that affect the cost structuring of productivity of the private sector restrict the flexibility needed in an increasingly competitive global market; and lastly
- Demographic changes and economic and social development are adding to the service that the people expect from government, while customers are demanding the greater say in

what government do and how they do it and they expect value for money.

According to Kauzya (2009: 91) recently the terms "governance" and "good governance" have been increasingly used in development literature. Bad governance is being increasingly regarded as one of the root causes of evil within our societies. Major donors and international financial institutions are increasingly basing their aid and loans on the condition that reforms that ensure "good governance" are undertaken, (Khan, 2009: 93).

This article tries to explain, as simply as possible, what "governance" and "good governance" means.

Good governance has eight (8) major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law.

Chapter ten (10) of the Constitution of the Republic of South Africa Act no 108 of 1996 makes provision for democratic values and principles of public administration. The enforcement of these will assure that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

According to Deeb (2009:21) in SDR, non-Governmental Organisations should be a critical voice – the conscience – of the society, a role many are succeeding in playing.

As a result the relationship between civil society governance and state governance is critical to establish better governed society.

The diagram below illustrates the significance and processes to be executed to ensure that good governance is upheld by government departments.

Figure 4.1: Aspects of good governance



(Adapted from Chapter ten of 1996 Constitution of the Republic of South Africa)

- a. Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression, on the one hand, and an organized civil society, on the other hand.
- b. Rule of law: Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.
- c. Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.
- d. Responsiveness: Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

- e. Consensus oriented: There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

- f. Equity and inclusiveness: A society's wellbeing depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires that all groups, but particularly the most vulnerable, have opportunities to improve or maintain their wellbeing.

- g. Effectiveness and efficiency: Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Accountability: This is a key requirement of good governance. Not only governmental institutions, but also the private sector and civil society

organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to who varies depending on whether decisions

- h. or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

Dingeldey and Rothgang (2009:66-97) argue that governance can be achieved through application of agenda setting, policy formulation and policy coordination. Good governance will be the result of effective and efficient execution of all these to suit the needs of the public.

According to Laubscher (2007:47) for managers to improve good governance certain questions need to be asked. Managers need to ask themselves whether resources are received/ obtained and used in an economical, effective and efficient manner.

4.6.1. Governance

Khan (1998:45) argues that governance is an elusive concept. Governance according to Landell-Mills and Serageldin (1991: 304) is how people are ruled, how the affairs of the state are administered and regulated as well as a nation system of politics to how this functions in relation to public administration and law.

The concept of "governance" is not new. It is as old as human civilization. Simply put "governance" means: the process of decision-making and the process by which decisions are implemented or not implemented. Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance (Mgidi 2006: 42).

Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision (Mckenzie 2008: 18).

Oyugi (2007: 52) argues that governance is a rubric under which economic, political and administrative aspects are discussed. Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion. This argument is more relevant to South African situation.

In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, Non-Governmental Organizations (NGOs), research institutes, religious leaders, finance institutions, political parties, and the military.

The situation in urban areas is much more complex. Figure 1 provides the interconnections between actors involved in urban governance. At the national level, in addition to the above actors, media, lobbyists, international donors,

multi-national corporations, etc, may play a role in decision-making or in influencing the decision-making process.

All actors other than government and the military are grouped together as part of the "civil society." In some countries in addition to the civil society, organized crime syndicates also influence decision-making, particularly in urban areas and at the national level.

Similarly, formal government structures are one means by which decisions are arrived at and implemented. At the national level, informal decision-making structures, such as "kitchen cabinets" or informal advisors may exist. In urban areas, organized crime syndicates such as the "Land Mafia" may influence decision-making. In some rural areas locally powerful families may make or influence decision-making. Such informal decision-making is often the result of corrupt practices or leads to corrupt practices.

According to Batho Pele Hand Book (2003: 80) has provided Public Service Delivery Charter to guide all government department at all spheres of government on service delivery improvement plan and strategies to be used to enhance public service delivery. The charter responds to service delivery backlogs of past apartheid regime and challenges experienced by the present regime.

The charter helps public servants to rise to these challenges of transformation. This is supported by the legislation that is known as the regulatory framework.

This is also supported by new public service management framework aimed at making service delivery a reality for every citizen.

According to former Minister of Public Service and Administrations Fraser-Moleketi (2006:80) argues that the main challenge facing the public service is to move from knowing to doing. This statement suggests that public officials need to discover new ways of working that encourages new attitudes and organizational culture that develop new skills and competences.

The former Minister of Public Service and Administration Baloyi (2011: 33) argues that all public servants needs to use this slogan “my public servants my future”.

The argument from these two former Ministers sends around one message. Public servants are the country’s future that needs to be nurtured by relevant knowledge, required skills and competences to deliver public services effectively and efficiently to all.

4.7. Public Service Delivery Improvement Plan

Over and above all these initiatives and strategic activities, government has also introduced the public service delivery improvement plan mechanism. This plan was approved by cabinet in 2003 as an additional mechanism to provide better services to the public. According the Department of Public Service and Administration (DPSA) A

Guide to Revitalise Batho Pele: (2003: 31- 41) Public Service Delivery Improvement Plan has eight flagship programmes and these are the pillars of improving public service delivery.

4.7.1.1. Service delivery watch

This approach was adopted emanating from the Batho Pele revitalization strategy approved by Cabinet in 2003. This approach is about unannounced site visits by senior officials or political office bearers. Through unannounced visits political office bearers demonstrate the significance of service delivery review and come to give support and encouragement to public officials who deliver service to the public.

Officials who can do this include Ministers, Premiers, MECs and Municipal Mayors, but it does not preclude the President from visiting various service delivery points and scrutinizing the state public services provision. President Jacob Zuma visited some areas unannounced in 2009. This project is encouraging all officials to do their level best in serving the public. Information collected from these unannounced visits should be included in a report to provide recommendations on interventions to be applied with a view to deal with service delivery challenges head on.

4.7.2. Public service week

This is one of the Batho Pele flagship projects intended to give impetus to the Batho Pele revitalization strategy. This is the platform for different government departments to work together to address identified challenges in any area of public service with intentions of serving the public. Public officials are highly encouraged to participate in the public service day to ensure that the public is made aware of government interaction with the public and also how service delivery is accelerated for all. This is the vehicle through which the urgent needs of the public are taken care of. The public service week has three key objectives listed below:

- a. To create a conducive environment to review imperatives and hindrances to public service delivery.
- b. To improve quality and efficiency in public service delivery process and
- c. To examine the execution of the Batho Pele Strategy.

Public service delivery week enables officials to identify gaps and required interventions to enhance public service delivery. It also aims among others, to benefit women, youth and people with disabilities. This is the platform for the public to air their frustrations and views about the services delivered to the public.

In 2005 the former Minister of Public service and Administration Geraldine Fraser-Moleketi stated that *“the Public Service Week is an opportunity for rededication by public servants. We recommit ourselves and I recommit cabinet as Minister that we will support and do support the public servants, but we want public servants to do what they must do and that is serve the people of our country”*(SDR Vol. no.5 2007:127- 130).

4.7.3. Africa Public Service Day

This followed on the declaration in 1994 of the 1st Pan African Conference of Ministers of Public Service and Administration, Public Sector Management and Civil Service Administration held in Tangier, Morocco that June 23 be celebrated annually to highlight the value and virtue of public service to the African community.

The key objectives for APSD are as follows:

- a. Provide and deliver value and quality services to the public;
- b. Better working conditions for officials who serve the public;
- c. Create a positive image of government departments ;
- d. Creates a platform for Public and Civil Services to showcase and reward good initiatives and achievements in the public sector.

4.7.4. Project Khaedu

This is also one of the Batho Pele revitalization strategies. This project is responding to survey conducted by DPSA in 2003 with regard to the extent to which both national and provincial government departments implement Batho Pele principles. The finding for this survey was that although some departments at national and provincial level implement Batho Pele principles the vast majority still regards this as a separate entity that does not relate to their day to day running of the departments.

In response to this predicament Cabinet decided in August 2004 that all SMS must, during performance review cycle, be deployed to service delivery points and this must form part of Performance agreements as one of their key performance areas.

The objectives of Project Khaedu are as follows:

- a. To enable Senior Management Systems (SMS) with basic management tool kit for problem identification, analysis and resolution,
- b. Introduce SMS from all departments to service delivery issues at the coalface, and
- c. Monitor and evaluate the execution to ensure that the toolkit is understood and utilized.

The participants develop their problem solving and analytical skills in the

following areas:

- a. Process design
- b. Organisational effectiveness
- c. People management
- d. Budgets and controls
- e. Communicating for results.

This project has been successful piloted in the Mpumalanga and KwaZulu-Natal provincial administrations. More than 200 managers in the public service have completed this programme. Project Khaedu is one approach of dealing with matters of leadership and management development because it capacitates managers to develop core management skills required to manage units, programmes and projects.

4.7.5. Know your Service Rights

The former Minister of DPSA (Fraser-Moleketi 2007:15) initiated a communications a campaign through SABC radio and television channels to create awareness among the public about Batho Pele in general. This is part of creating a new service centred culture in the public service. It is imperative to exert a positive pressure on the public service and its officials through a concerted public education and awareness campaign aimed at educating and making public aware of its rights in relation to service delivery.

The campaign must not just deal with rights related matters only it must also focus on the means of an institution for exercising such rights. The campaign also ensures that these rights are explained in a user-friendly manner and are easily understood. This campaign will have a positive effect on officials and the departments because it will force them to be on their toes and also minimize complacency due to the fact that public would be more aware and knowledgeable about their service rights.

The Cabinet has approved the following to enhance this campaign:

- a. “DPSA and other departments embark on an over-arching, comprehensive and concerted public awareness and education campaign to address these issues; and
- b. Platforms such as Izimbizo, Citizen’s Forums, Africa Public service Day, Batho Pele, Change Management engagement programmes should also be consciously leveraged to promote awareness and education on citizen’s rights in relation to public service” (Kwazulu-Natal Citizen Charter 2005:34).

4.7.6. Change Management Engagement Programme

After recognizing the need to re-orientate the character of the public service culture towards a people and service-centric one, DPSA in partnership with

national and provincial departments has initiated and embarked on a Public service- wide Batho Pele Change Engagement Programme, dubbed, “*together Beating the Drum for Service delivery*”, the programme was officially launched by the former Minister Fraser Moleketi in (05 March 2005).

The objective of the programme is as follows:

- a. Introduce and roll out the belief set – We belong, We serve, through a series of workshops and leadership engagements in national and provincial departments;
- b. Create excitement, passion and better understanding about the Belief Set and Batho Pele in general ;
- c. Motivate those public officials who go beyond the call of duty;
- d. Ensure that the Belief Set is rolled throughout the public sector and, in the process, ensure programme ownership by the departments.
- e. Deepen the understanding of Batho Pele as a noble government service delivery policy deserving support and implementation by all who work in the public sector;
- f. Catapult the subject of culture to the centre stage of public service discourse and, thereby, raise the level of consciousness about the subject matter; and
- g. Start a process of institutionalizing and embedding the belief set through a series of workshops.

This re-orientation process also tackles the issue of red tape in government departments by the “From Red Tape to Smart Tape Programme” It is acknowledged that not all processes, systems and procedures in government promote efficient and effective service delivery. Red tape is a huge predicament in service delivery and over and above that it is costly financially and human resources are invested in maintaining regulations, processes and systems that do not necessarily lead to value added service delivery.

4.8. Batho Pele Learning Network and Coordinating Forums

This network provides a platform for all government departments to engage in all service delivery challenges to find a common solution and achievements in order to share good experiences. It also provides a platform to demonstrate the significance of leadership support in the service delivery process (Sekwati 2003: 43).

4.9. Service Delivery Improvement Plans and Standards.

The Public Service Regulations 2001 state the following with regard to service delivery improvement programmes:

- a. Part III.C.1 - an executing authority shall establish and sustain a service delivery improvement programme for his or her department; and

- b. Part III.C.2 - the executing authority shall publish an annual statement of public service commitment which will set out the department's service standards that citizens and customers/clients can expect and which will serve to explain how the department will meet each of the standards.

The White paper on the Transformation of Service Delivery (Batho Pele), 1997 also emphasizes in paragraph 7.1.2 that administrative heads of departments are responsible for service delivery Improvement Programmes and that this responsibility should be clearly assigned to a person or group of people, accountable directly to the administrative head of department. Paragraph 7.1.5 describes that the relevant Minister/MEC/ executing authority must approve the department's Programme and that a copy of the approved SDIP must be sent to the Department of Public Service and Administration (DPSA) to inform the DPSA's yearly progress report to Parliament.

According to these policy documents the SDIP is required to -

- a. specify the main services to be provided to the different types of actual and potential customers, based on an assessment of their needs;
- b. contain the consultation arrangements with actual and potential customers to determine their needs;
- c. specify the mechanisms or strategies to be utilized progressively to remove the barriers so that access to services is increased; with due regard to the customers' means of access to the services and the existing barriers to increased access,
- d. contain arrangements as to how information about services is to be provided; and

- e. stipulate a system or mechanisms for handling complaints.

Departments are required to publish their service standards in an annual Statement of Public Service Commitment or a Service Charter. These service standards must specify the level (quantity) and quality of services, and they may cover processes, outputs and outcomes. They must be set at a demanding but realistic level to be reached by adopting more efficient and customer-focus working practices (Batho Pele Hand Book 2003: 99).

According to van der Molen *et al* (2002: 325) service standards are required to be operational for one year and be subject to an annual performance review. These should be progressively raised and ideally may not be reduced, except to accommodate changed priorities based on changing customer needs. Service standards are furthermore to be benchmarked against international standards, taking into account South Africa's current level of development. Apart from the Public Service Act, 1999, The Public Service Regulations of 2007 and the Batho Pele White Paper (1997: 55), the Public Finance Management Act, (2000) (read together with Treasury Regulations), also requires Accounting Officers of national and provincial departments to submit financial and non-financial performance related information to the relevant Treasuries. Service standards or performance related issues at local government is governed by the Municipal Finance Management Act, 2003 (no 56 Of 2003) (read together with regulations), the Municipal Systems Act, 2000 (No. 32 Of 2000) and the Municipal Structures Act, 1998 (no 117 of 1998).

Based on a scan of available SDIP's, it seems as if there is a need to broaden the understanding of what constitutes a service standard. There are many ways in which this may be done, not just in terms of their reflecting processes, outputs and outcomes, but also in terms of their measuring effectiveness, efficiency, service quality, access to services and equity in service provision. In setting service standards, it is important that service delivery also be viewed from the customer's viewpoint and judged from criteria that he or she might use.

Du Toit *et al* (2002: 90) argues that in order to deliver the services that a society requires maintains and improve its welfare, government institutions require structures and suitably qualified personnel.

For most customers, services must conform to the following measurable criteria: According to Batho Pele Hand Book (2003: 100- 101) these are known as basic categories of standards. These standards aim at assisting each government department to draft departmental service standards.

- a. **Quantity:** Are the services and products supplied in sufficient volume and diversity to sustain basic needs?
- b. **Quality:** Are the services and products of such quality that they will last for an appropriate period of time so that they do not have to be re-supplied at additional cost?
- c. **Time/Timeliness:** Are the services and products rendered on time so that customers can derive maximum benefit from them?

- d. **Value for money:** Is the cost of the product or service balanced against the value derived by the recipient? Irrespective of whether or not customers pay directly for products and services, it is important that the cost of the product or service is abalanced against the value derived by the recipient.
- e. **Access:** Are the services and products being delivered at the ideal locality to relevant customers to enable them to make best use of them, without incurring undue cost to gain access to the point of delivery?
- f. **Equity:** Are the services and products provided without discrimination?

Public Service Commission Report (2008: 18) report of the Public Service Commission on the Evaluation of Service Standards in the Public Service, it was found that only 64 out of 131 departments in the Public Service had service standards. Of these, only 44 departments had service standards that conformed to the concept of QQT (Quantity, Quality and Time). Only 9 departments referred to cost as part of their service standards (Peele 2008: 85 and Cele 2006: 37). Previous surveys on the utilization of SDIP's as a means to plan for service delivery improvement, as contemplated by the Public Service Regulations of 1999, has revealed that most departments have either very poor SDIP's or none at all. In many cases, the SDIP's did not identify the clients of those departments, nor did the service standards contained in the SDIP's conform to the key criterion of measurability. As stipulated in Batho Pele Hand Book (2003: 83) these weaknesses make it impossible for departments to develop strategies for the improvement of service delivery in general, and more specifically in those areas where delivery is under threat (Peele 2008: 84).

As a result of this, it became increasingly relevant that the current situation, regarding the development of SDIP's and service standards, does not successfully contribute to efforts to improve service delivery. Many departments have, in reaction to the PSC report, initiated actions to ensure that they conform to the requirements of the Public Service Regulations regarding the development and application of SDIP's and service standards. In the Eastern Cape, a project has been initiated, with IPSP resourcing, to assist provinces with the development of service standards. Although this project is being managed and led by the Eastern Cape Department of the Premier, it is aimed at providing assistance to all 9 provinces in this regard. A service provider has already been appointed and substantial progress has been made with the development of service standards. The DPSA is also involved with this project.

From existing information emanating from the PSC's report of 2008, the Batho Pele Learning Network, interaction with stakeholders of the Eastern Cape Service Standards Project and a very superficial web search, it is clear that considerable confusion exists amongst departments regarding:-

- their roles and responsibilities pertaining to service standards and SDIP's;
- the role and responsibilities of role-players such as the DPSA and the PSC; and
- the objective and nature of service standards and SDIP's.

4.10. Eight steps to enhance service delivery

According to Service Delivery Improvement Plan of 2010 and Draft Public Administration and Management Bill (2008: 11) there are eight steps that need to be considered. These steps will improve service delivery in the public sector.

- a. Identification of a customer: Public officials need to identify customers for specific service to be delivered. The project objective needs to be communicated unambiguously to all.
- b. Establish customer's needs and prioritize them: after identifying competing public needs the officials needs to priorities activities bases on the significance of each activity. Water, sanitation, electricity and shelter needs to be given first priority as it falls within the basic needs.
- c. Establish current service baseline: the quality of service to be delivered needs to be stipulated and be specified clearly to all involved parties.
- d. Identify the improvement areas: the areas of improvements needs to be clearly identified.
- e. Set service standard: the quality of service must be known by all parties.
- f. Gear up for delivery: Officials must be prepared to deliver as expected.
- g. Announce service standards: In the terms of reference book the standard must be stipulated.
- h. Monitor delivery against standard and publish results.

Each government department is expected to cooperate with these standards to enhance service delivery.

4.11 South Africa service delivery review report

According to AA Network report of July 30, 2008, government has delivered services to millions and build infrastructure to support service delivery all over the country. The figures are as follows:

- 4 million homes are electrified,
- Over 2.3 million housing units are built,
- 1 600 clinics and health care centres are built,
- Almost 100 percent enrolment in free primary education,
- Almost 90 percent of households have access to tap water -

government has achieved all this in just 15 years, writes
(Benton 2009: 98).

The achievements of government since the advent of democracy in 1994 also highlight the challenges remaining as the executive looks at what more needs to be done in the future by government.

4.11.1 Sanitation

The number of households using the bucket system is heading closer to nil: a previous figure of 609 675 using this sanitation system has dropped to 211 508, with access to sanitation increasing from 50 percent to 71 percent of households.

4.11.2 Tap water

Homesteads with access to a communal tap have increased from 62 percent in 1996 to 88 % (percent) in 2007, while those households with access to running water in their homes has jumped from 61 percent to 70 percent.

4.11.3 Housing

Government has provided just over 2 358 667 housing units, at a cost of R48.5 billion, while 9.9 million people - 53 percent women - have benefited from state-subsidized housing opportunities.

Briefing the media on Sunday on the latest Cabinet Lekgotla which took place from 22 to 24 July 2008 former President Thabo Mbeki said that the basic services which were previously denied to most of the country's 48 million citizens were currently the subject of a rigorous scientific analysis (Lekgotla Report 2008: 49).

Government's review, incorporate as far as possible the latest statistics on progress, will be the current government's contribution to an assessment of

halving poverty and unemployment by 2014.

Central to the achievement of these goals is the performance of the economy, said President Mbeki, pointing out that while jobs are being created the rate was not yet at the levels required to reduce the unemployment rate. The economy was at a growth of 3 percent since 2001 (Lekgotla Report 2008: 78).

For this to happen, Gross Domestic Product (GDP) growth must be closer to seven percent and exports must grow three times faster in order to raise employment levels by 5 percent. Much of the Lekgotla concerned itself with economic issues, with the APEX priorities outlined by the former President in the February State of the Nation address receiving "quite a bit of attention" during the three-day session that involved ministers, deputy ministers, premiers, directors general and South African Local Government Association (SALGA) representatives.

A key challenge for the conference, According to Mbeki (2008: 34), was to achieve growth in the context of the global environment, with attention needing to be focused on the need to build on macro-economic success while accelerating micro-economic reforms.

The APEX priorities involve 24 projects which government has committed to, many of which dovetail with the objectives of the Accelerated and Shared Growth Initiative of South Africa (ASGISA) and are seen as the bedrock for consistent further economic growth.

Apart from the Industrial Policy Action Plan, which is Project One under the priorities, business process outsourcing is one area where the real success at job-creation is a strong possibility. Nine projects have been approved already, former President Mbeki told reporters, with over 9 000 jobs created so far in a wave of R658 million in investment.

Agreement has been reached with Telkom on telecommunications prices - subject to regulatory approval - which is vital to further growth of the sector, while another project involves the roll-out of the Sentech wireless broadband network to boost the uptake of ICT usage.

The construction of fibrotic submarine cables continues at a pace, while South Africa will be participating in an international telecommunications costs benchmarking exercise in the coming months with Brazil, Chile, Korea, India and Malaysia, among others.

Another intervention linked to the APEX priorities is the provision of rebates for foreign and local film and television production. This was launched in March 2008 (Parliament Lakgotla 2008).

Another specific action is the establishment of a jewellery manufacturing precinct at OR Tambo International Airport, which is to be designated as an industrial development zone, set for implementation soon.

Energy consumption is another key issue. The country remains way off the 10

percent savings target, with a national average saving sitting at only 4 percent.

This is largely because of reticence among residential consumers, as Eskom's key industrial customers have achieved a seven percent target.

Skills development is another critical area government is committed to addressing.

A revised human resources development strategy was agreed to at the lekgotla for the period 2009 to 2014. An additional one million books are to be distributed to 3000 schools, while 2000 schools are to receive 2.2 million reading books in 11 languages.

The objective of government's land and agrarian reform is to redistribute five million hectares of white-owned agricultural land to 10 000 new agricultural producers.

At total of 2.5 million hectares of land were to be delivered by the end of March 2009, while the other half is to be delivered, by the end of the 2009/2010 financial year, according to the former President.

Agricultural production is to be increased by 10 percent to 15 percent, spurred on by rising food prices, which has led to a number of other actions, including the establishment in South Africa of a national Food Control Agency.

The Justice, Crime Prevention and Security Cluster is expected to see a shake-up.

Deputy Minister of Justice Johnny de Lange is to lead the process of implementation of the programme resulting from a comprehensive review of the criminal justice system.

The reforms for this sector are designed to ensure further improvements in the safety and security of all South Africans.

Seeking to get to the bottom of the disturbing violence that often accompanies crime, the Centre for the Study of Violence and Reconciliation has been tasked with undertaking a special study on the causes of the violent nature of crimes in South Africa, said former President Thabo Mbeki.

The centre has already submitted some reports to government on the subject, but a full report is expected by the end of the year, with the complete report to be discussed by the January Lekgotla, former President Mbeki said.

The aim is to get not only government but society as a whole to consider the question, while the three-day meeting of senior government executives also noted that Parliament will be holding public hearings on the Bills for the incorporation of the Directorate of Special Operations into the South African Police Service.

In the end, the Cabinet lekgotla agreed that the course that was taken with regard to responding to the challenges of poverty, human resource development, transformation and strengthening of the government system to be able to respond

to these challenges, had been achieved.

According to former President Mbeki these achievements indicate that South Africa needs to continue in that direction, and that "indeed we had the possibility to meet the commitments that we have made ourselves with regard to the progress we needed to achieve."

"In these last remaining months the task of government would be to focus particularly on the APEX priorities, and for that reason the presidency would then put in place a particular system of monitoring and evaluation so that the presidency is kept regularly informed [about progress] towards the APEX priorities.

"Thus, when the current government comes to the end of its term, it would be able to say, that we have done everything we could to live up to the electoral mandate that was given by our people in 2004," said Mr. Mbeki.

4.12. Public Service Delivery Challenges

4.12.1 Unethical behaviour of official:

- a. Corruption: this has been enemy number one for developing nations. South Africa has suffered from corruption for some years. Corruption is a maladministration where resources are not used for the benefit of the general public but used for individual gain. This usually takes place

where there is a conflict of interest. Public official is misusing organizational facilities for person gain.

- b. Fraud is a purposeful misrepresentation which causes another person to suffer damages in most cases monetary losses. Many fraud cases include complicated financial transactions conducted by white collar criminals, business professionals with specialized knowledge and criminal intention.
- c. Maladministration: is a political term which describes the actions of a government body which can be seen as causing an injustice. It is a malfunctioning of an organization caused mainly by the top management.

This can include the following: Delay

- Incorrect action or failure to take any action
- Failure to follow procedures or the law
- Failure to provide information
- Inadequate record-keeping
- Failure to investigate
- Failure to reply
- Misleading or inaccurate statements
- Inadequate liaison
- Inadequate consultation
- Broken promises

- d. Red tape: this term for excessive regulation or rigid conformity to formal rules that is considered redundant or bureaucratic and hinders or prevents action or decision-making. It is usually applied to governments, corporations and other large organizations.

- e. Nepotism/ Favoritism: shown to relatives or close friends by those with power or influence. Favoritism granted to relatives or close friends, without regard to their merit. Nepotism usually takes the form of employing relatives or appointing them to high office.

- f. Poor Planning: poorly co-ordinate activities as a result task are not completed in time. This result to poor service delivery.

After identifying all these stumbling blocks it is of paramount importance to establish resolutions that can be used. Wilson (2009: 28) suggests the remedy to the situation. This solution is Service Delivery Model Toolkit. This toolkit has five pillars:

- Confirm mandate
- Define services
- Analyse methods of delivery
- Risk and constrains and
- Planned service delivery model

The benefit of this toolkit is better service delivery process that talks to government

mandate and responsibilities with clear focus supported by required resources.

Government has introduced a more coordinated planning for the country through national Planning Commission. The purpose of this commission is to bring about one nation one development plan. This will enable government to have a clear direction when it comes to national priorities. Government has realized that un-coordinated planning is not working for the country as a result there is huge backlog in service delivery. Government strategy to manage this backlog is to establish a national planning commission. The revised Green Paper on National Planning Commission outlines the following.

4.13. National Planning Commission

Government efforts to massively reduce poverty and roll back the extreme inequalities of the apartheid era have only begun to take effect. Government of the Republic of South Africa needs a long term perspective, focus and determination to realize this vision. Growth and development, strengthening institutions, nation-building and the making of a developmental state are long term projects for the state. Project of this nature do not happen overnight. A single term of government is too short a time to complete project of building a prosperous, non-racial, non-sexist and democratic South Africa, where all citizens can share in the fruits of opportunity.

Lack of a coherent long term plan has weakened government ability to provide clear and consistent policies. It has limited government capacity to mobilize all of society in pursuit of developmental objectives. It has hampered government efforts to prioritize

resource allocations and to drive the implementation of government's objectives and priorities. In addition, weaknesses in coordination of government have led to policy inconsistencies and, in several cases, poor service delivery outcomes. Government is determined to fix these weaknesses.

Critically, it will work with all social partners to mobilize society in pursuit of objectives that are broadly accepted and enshrined in the 1996 Constitution of the Republic of South Africa. More focus on planning and more attention to coordination are related interventions to remedy what has not worked.

The establishment of a National Planning Commission is the embodiment of government's efforts to improve long term planning and rally the nation around a common set of objectives and priorities to drive development over the longer term. This revised green paper sets out the role and purpose of the National Planning Commission, describes how it would work and interact with government and the broader society and presents an institutional framework to support the work of the Commission.

4.13.1. The process so far

In 12 August 2009, Cabinet approved the release of the Green Paper: National Strategic Planning, for public consultation. The Green Paper was launched at a press briefing on 4 September 2009 and officially tabled in Parliament on 8 September 2009. Parliament established an Ad Hoc Committee to solicit

comments and representations from organizations, institutions and individuals as part of a broader public engagement process.

The Ad Hoc Committee concluded its work and presented its report with recommendations to the National Assembly on 12 November for debate. After extensive debate, the National Assembly noted the report. The main recommendation of the Ad Hoc Committee is that Parliament supports the Green Paper and the primacy of Cabinet as the final arbiter and ultimate collective decision-making body responsible for all major policies and plans. In addition to the main recommendation, Parliament also noted the following seven recommendations for consideration by the Executive:

- i. A consultation process should be embarked on to clarify matters such as the appointment and role of Commissioners. Clarity should be provided on the role and responsibility of Cabinet Ministers, in relation to the National Planning Commission.
- ii. The Minister in the Presidency: National Planning Commission should clarify the process to be undertaken in the appointment of Commissioners, as envisaged in the Green Paper: National Strategic Planning.

- iii. A pronouncement should be made on whether a white paper process will ensue.

- iv. Consistency and a common understanding should be ensured in the usage of concepts such as Policy, Planning, Co-ordination, and Implementation; in order to prevent interchangeability that results in undue confusion.

- v. To structure the relationship between the National Planning Commission and the Performance Monitoring and Evaluation functions so as to ensure complementarities, and the implementation and measurement of the same objectives across government,

- vi. Consideration should be made on the role of Parliament to provide a national platform for public participation.

- vii. Consideration should be made on a proposed role for Parliament to recommend nominations for the appointment of Commissioners to the National Planning Commission. At about the time that the Ad Hoc Committee finalized its report, the Select Committee on Finance of the National Council of

Provinces also produced its report and recommendations. It too supported the Green Paper and proposed that the President or Deputy President chairs the Ministerial Committee on Planning and that clarity needs to be given on how the NPC will work with departments and external stakeholders.

The Green Paper was also discussed at a political level by the ruling party and its alliance structures. Again, these processes reaffirmed the commitment to planning, to the establishment of a National Planning Commission and to the primacy of Cabinet as the seat of decision making in government.

The Revised Green Paper responds to some of the recommendations and concerns raised by the Ad-hoc Committee. It deals only with the National Planning Commission and provides options and recommendations on the key debates raised in the hearings. It also sets out the role and functions of the National Planning Commission, its establishment, composition, its operations and proceedings and related matters.

4.13.2. Defining the outputs

The idea that South Africa needs a well-articulated national vision and long term strategic plan received widespread support during the public hearings and subsequent political engagements. Furthermore, South Africa needs well

researched, evidence-based input into the policy process on broad cross-cutting issues that have long term implications for our development, such as water security or energy mix.

The first output of the National Planning Commission is to draft Vision 2025 and a long term strategic plan. The Vision 2025 will be an articulation of the type of society all South Africans would want to see in about 15 years time. It would set out the high level aspirations for the nation in terms of social, economic and political development. The long term strategic plan would be the plan to achieve that vision. It will attempt to define the path to achieve the particular objectives set out in the vision, defining the issues, weighing the trade-offs and putting together a coherent plan to achieve our long term aspirations.

Why does South Africa need a vision and a long-term strategic plan?

- **The mobilization of society** around a commonly agreed set of long-term goals is a key aspect of a successful developmental state.
- **Greater coherence in government's work between departments and across spheres** can only be achieved if there is a common understanding and enough detail of the long-term objectives and direction of our society.
- **Longer term planning provides longer term certainty, improving the quality of decision making** for all parts of government – from national to local – and for the private sector – from big businesses to small. A national vision that is widely understood and agreed on will encourage a longer term view from all key

institutions, allowing them to invest with greater confidence in buildings, equipment and their employees.

- **Providing a basis for trade-offs between competing objectives** and facilitating sensible sequencing of major decisions.

In this context, *South Africa Vision 2025* will spell out where South Africa wants to be as a society in 2025:

- a) How far poverty and inequality will be reduced?
- b) How many people will be employed in what kind of jobs, and how will we care for the remaining unemployed?
- c) How much lower will the rate of violent crime be, and how will we have achieved that objective?
- d) How will our health be cared for, and how low will TB and HIV and AIDS infection rates have fallen?
- e) How many children will finish school and how many will go to colleges and universities?
- f) How many of us will need private vehicles to get to school and to work, and how will our public transport system operate?
- g) Where will we be living? How much more urbanization do we expect and plan for?
- h) Conversely, by how much do we expect the output and wealth of our rural areas to improve?

- i) What will be the underlying growth rate, on average, that will allow us to achieve our other goals, and how will we reach that growth rate?

Given that the National Planning Commission includes external Commissioners, the NPC would produce such a document in consultation with government and broader society and present its report to government for consideration. Cabinet would be ultimately responsible for adopting a national vision and strategic plan. A clear understanding of how government works as well as independent input that clearly articulates the aspirations of ordinary South Africans are two essential ingredients of this national vision and strategic plan.

Secondly, on an ongoing basis, the National Planning Commission would produce research reports and discussion papers on key cross cutting issues that affect our development. These thematic papers will cover issues such as food security, climate change and human resource development trends and will be tabled in Parliament for discussion. The reports will be produced by the Commission working with sectoral experts both within and outside of government.

4.13.3. Cross-cutting issues that should be the subject of focused investigations:

- a. Long-term macro social and demographic trends
- b. Long-term availability of water
- c. Energy consumption and production

- d. Conservation, biodiversity and climate change mitigation and adaptation
- e. Local economic development and spatial settlements trends
- f. Food security and sustainable rural development
- g. Innovation, technology and equitable economic growth
- h. Public transport: medium and long term choices
- i. Poverty, inequality and the challenge of social cohesion
- j. National health profile and developmental health care strategies
- k. Defence industry and long-term defence capabilities
- l. Regional, continental and global dynamics and their long-term implications
- m. Industrial development trends and changing structure of the economy
- n. Capability and performance of the public service
- o. Advancing human resources for national development.

Again, these reports will contain recommendations for the executive to accept, refine or reject. The task of developing legislation, policies and programmes to implement any of the recommendations contained in these thematic papers lies with line departments, provinces and municipalities.

4.13.4. Envisaged planning

Planning means many things to many people. It is found in most fields from transportation and urban development to defence matters. All organizations conduct planning of some form. The construction of a bridge requires planning and so does the

delivery of study material to schools. Firms plan and so do governments. The type of planning that the National Planning Commission would concern itself with is mainly high level national strategic planning. A national strategic plan provides a road map, a set of beacons along the way in achieving a particular objective. For example, if government has a plan to reduce our carbon emissions by 2025, a national strategic plan would outline the path by which we get there, setting measurable targets for specific timeframes, outlining key policy trade-offs and setting out the sequence of decisions required in achieving such an objective.

Operational plans must take account of the broader national plan. The development of a national plan would not remove the need for the police service to continue to plan for the reduction of crime or for water authorities to continue to plan to supply water to economic centres and households. Each department, sphere of government and state agency should therefore have planning capacity. The outcomes of their planning would feed into the development of the national strategic plan. The national strategic plan would, in turn, define high level outcomes and impact. Sector plans would take account of the national plan and define what role sectors would play in achieving the outcomes defined in the national plan. This, however, does not mean that the planning horizons of all sectors should be the same. It is acknowledged that planning timeframes may differ from sector to sector with some sectors' long-term plans going beyond the envisaged 15 year horizon of the national long-term strategic plan.

To illustrate, take examples of planning in respect of energy and social security.

4.13.5. Example 1: Strategic planning and energy security

South Africa has to make a key choice in the next few years on energy sources. Given the lead times, the nature of network industries, environmental externalities and the costs of producing energy on a large scale, long-term strategic planning will be critical. Seminal choices will have to be made early on. A national strategic plan would help guide these decisions by clearly prioritizing objectives. This would make it easier to resolve trade-offs where there are competing objectives. It would also signal clear choices about long term energy options, including the sequencing of decisions required. It would provide a policy framework for pricing regulated network services, while the actual pricing policy will be developed by respective regulatory bodies and overseen by a department which has mandate for the functional area in question. It would set targets for greenhouse gas emissions and for the energy intensity of our economy in general.

Developing such a plan calls for detailed research including projections on energy demand and supply. That would take into account such factors as the nature of economic growth, demographics and income mobility, build programmes across the sub-continent, research and development on new energy sources, spatial development dynamics and so on. The Departments of Energy and Public Enterprises and ESKOM would be critical to this; as would National Treasury and the Departments of Trade and Industry, Economic Development and Transport. A critical role would also be played by other departments, such as those dealing with mining and other economic sectors,

water, the environment, international relations, science and technology. This is besides external research, academic and private sector bodies.

The national plan would provide the parameters for the Departments of Energy and Public Enterprises and Eskom to make certain choices. Together with the state-owned enterprises and regulators, they would take operational decisions. It would also signal key areas of research that further public research funding could be channeled into.

4.13.6. Example 2: Social security reform

Social security reform has implications for all South Africans and for future generations. Decisions on social security reform require long-term perspectives - as seen in many advanced countries, getting the design wrong can bankrupt countries in two or three generations. Secondly, social security reform involves several areas of government's work from regulating the financial services sector to national health insurance initiatives and managing of the Road Accident Fund.

Several government agencies are involved in implementing policy decisions on such matters, from the South African Revenue Service and the South African Social Security Agency to the Unemployment Insurance Fund.

A national plan with clear objectives and priorities will ease their task. It would provide clear guidance on the sequence of decisions needed and their possible timing. It would provide a consensus view of long-term demographic trends which are critical in social

security reform. It would answer such questions as, how important it is to introduce a contributory social security system, who should pay and who should benefit, and by when each specific objective should be achieved.

Departments would contribute to research in their areas of specialization and make proposals on targets and milestones for purposes of the national strategic plan. They would need to come up with detailed plans on several fronts: retirement reform; the future shape of unemployment insurance; post- retirement health care funding; taxation systems; IT and administrative systems; long term fiscal plans and so on. The existing institutions, working together, are best placed to fulfill these tasks. The national strategic plan would set parameters and milestones for the detailed work.

The distinction between plans and policies varies in different contexts. In some contexts, a plan is a detailed account of how to implement a policy – with the latter deriving from electoral mandates and ensuing choices of the Executive and/or legislatures. In this context, planning means translating policies into long-, medium- and short-term objectives, prioritizing the objectives and sequencing implementation.

The planning process described in this Green Paper is mainly about providing a coherent vision and long term plan to achieve the political objectives of social justice, economic development, environmental protection and freedom and security. It is the function of the Executive to ensure that appropriate policies and strategies are developed, enhanced and applied to attain intended objectives. It is the task of line

departments to develop and implement the specific policies required to achieve government's long term objectives.

It is quite conceivable that the national strategic plan will identify areas in which the quality of policies or operational plans of departments may need to be improved in order for the long-term goals to be achieved. This implies that the relationship between planning and policymaking will have to be dynamic. Building concrete walls between planning and policymaking may turn out to be counter-productive.

4.13.7. The role and composition of the National Planning Commission

Section 85(2) of the Constitution clearly assigns the responsibility for policy to the President and Cabinet by stating that:

The President exercises executive authority, together with other members of Cabinet, by

- a) implementing national legislation...;
- b) developing and implementing national policy;
- c) coordinating the functions of state departments and administrations;
- d) preparing and initiating legislation; and
- e) performing any other executive function provided for in the Constitution or in
- f) national legislation.

The NPC will be an important institution tasked with working with government on a long term vision for the country and a long term strategic plan for government. Furthermore, the NPC will also provide input on cross-cutting developmental issues

that will impact on our long term success or failure as a country. Cabinet remains responsible for policy decisions including the adoption of a long term vision and strategic plan.

The National Planning Commissioners, serving on a part-time basis for a period of five years, will have the following functions:

- a) Lead the development (and periodic review) of a draft Vision 2025 and long-term national strategic plan for approval by Cabinet (first plan 2010);
- b) Lead investigations into critical long term trends under the supervision of the Minister in the Presidency for the National Planning Commission, with technical support from a Secretariat and in partnership with relevant other parties;
- c) Advice on key issues such as food security, water security, and energy choices, economic development, poverty and inequality, structure of the economy, human resource development, social cohesion, health, defense capabilities and scientific progress.
- d) Assist with mobilizing society around a national vision and other tasks related to strategic planning;
- e) Contribute to reviews of implementation or progress in achieving the objectives of the National Plan;
- f) Contribute to development of international partnerships and networks of expertise on planning. After considering the

advantages and disadvantages of various options for the nature of the commission, it is proposed that the panel broadly be an expert panel but that commissioners need to be representative of the major social forces in society. The nature of the Commission cannot be one where the plan is negotiated, but instead one where a plan is developed that is based on the best evidence, in the long term interests of the country as a whole.

The operating principle should be that people sitting on the Commission should be knowledgeable and representative of the diverse views in the country, but willing and able to work collaboratively to develop a coherent and consistent national plan. Commissioners should therefore be drawn from various sectors of society based on experience, knowledge and expertise in various fields.

The NPC will work under the guidance of the Minister in The Presidency to produce a long-term plan for South Africa with technical and administrative support from a Secretariat. This advisory and expert nature of the Commission has three broad implications. Firstly, the Commission can develop an independent perspective on our long term plan unencumbered by the structures and systems of government and bureaucracy. The Commission can get the best experts on any issue to make recommendations that are in the best interests of the country's long term success.

Secondly, the Commission can garner input and perspectives from a range of parties, organizations, individuals and groups to broadly reflect what all South Africans want. In this respect, it would work with Parliament to lead a national dialogue on the South Africa we aspire for. Thirdly, the Commission must interact with government to understand the capabilities, resource constraints, potential and limitations of what is possible and achievable in a specific timeframe. (Report on National Development Plan, 2011: 234).

The Commission's interaction with the Ministerial Committee on Planning is therefore critical. The composition should also be broadly reflective of South African society. The NPC will be a permanent institution with part-time commissioners. The mandate of the NPC will be updated and renewed periodically by the President. *How will the Commission be appointed?* Given that an expert commission is broadly the preferred approach and the need for the speedy formation of the Commission, it is proposed that the Presidency call for public nominations to the Commission and that the President appoints 20 Commissioners on the basis of their experience, knowledge and expertise in various fields.

4.13.8. The role of the Ministerial Committee on Planning

The Ministerial Committee on Planning will be tasked with facilitating a constructive interaction between the National Planning Commission and Cabinet on our vision and long term strategic plan. Given its role, this Committee may, from time to time, meet with the full National Planning Commission. This Committee will not have decision

making powers in its own right, but will advise Cabinet on, amongst other things, the outcomes of the National Planning Commission.

The Minister in the Presidency: National Planning Commission will chair the Ministerial Committee on Planning and the President will appoint the other members from the members of Cabinet. The Minister will facilitate interaction between the NPC and the other structures that play a role in National Strategic Planning, including the President's Coordinating Council (PCC).

4.13.9. The Secretariat

The National Planning Commission will have a secretariat based in the Presidency tasked with supporting the work of the Commission and the Minister. This secretariat will be composed of capable people who can manage complex research processes, consultative processes and who are skilled enough to help draft reports. The secretariat will work with key centres of excellence in planning such as the Human Science Research Council, the Development Bank of Southern Africa, the Council for Scientific and Industrial Research, universities, research institutions and think tanks. The typical person employed in the secretariat may not be a career bureaucrat but instead the secretariat may include people who are brought in for limited periods of time (public sector, including secondment from government departments, agencies and universities) to work on the outputs that the Commission is tasked with producing.

4.13.10. Role of Parliament

During the process of tabling the Green Paper in Parliament and the ensuing comments/debate, it became evident that the character of the planning function and the composition of the structures should enjoy broad support and legitimacy. This is particularly the case with the composition of the NPC. The NPC has been assigned a key role in the development of a long-term vision and plan for the country. The process by which the NPC is appointed and its composition is therefore critical for the success of the entire national strategic planning initiative.

If its composition is contested this would undermine the entire process of developing a participatory consensus building national strategic vision. While the Commission will invite input in its own name and right, it is envisaged that Parliament will be the key facilitator of a national dialogue on a long term vision and strategic plan for the country. Parliament has the legitimacy, credibility and constitutionally mandated role to draw in a diverse range of comments from South Africans into the process of developing a national vision.

The process by which an ad-hoc committee was created and public inputs received on the Green Paper was an exemplary one that could serve as a model for how the public can provide both input and comment on work of the Commission. Furthermore, Parliament is responsible for holding the executive accountable for the implementation of government's decisions and policies. In this regard, Parliament would also play an

oversight role over the work of the executive in respect of planning and in particular, in the development of a national strategic plan.

4.14. National Development Plan

The National Development Plan has been adopted in 2012. The objectives of the plan are to deliver coherent service to the public by government regardless of spheres.

The National Development Plan is about identifying the key drivers of change. This looks at scales are tipping, balance of economy activity, opportunities, the environment and science and technology. South Africa as a country needs to attend to these matters very closely to enhance growth. According to the National Plan (2011:75-84) the issues of dominant trends, South Africa's demographic profile and policy implications is discussed for the sake of enhancing development.

According to National Development Plan (2011: 89) the key elements of employment creation such as creating environment of sustainable employment and economic growth, promoting employment in labour absorbing industry, promoting exports and competitiveness, strengthen the capacity of government to implement its economic policy, demonstrating strategic leadership among stakeholders to mobilize around national vision. The National Development Plan looks at employment scenarios structural challenges, specific economic proposal, achieving and sustaining growth acceleration, raising the rate of investment, gaining global market share and providing a stable and enabling macroeconomic platform.

According to National Development Plan (2011: 137) the country needs to invest in economic infrastructure, and deal with its challenges, regulations, planning and policy guidelines to enhance sustainable development that will address national needs.

It is imperative to look at environmental friendly means of economic growth, positioning South Africa in the world and rural economic development. Other objectives of the plan are as follows; enhance human settlements, education and training, health, social protection, building safer communities, building a capable state, accountability and fighting corruption, transforming society and uniting the country.

4.15. Chapter summary

From the above discussion it should be clear that good governance is an ideal which is difficult to achieve in its totality. Very few countries and societies have come close to achieving good governance in its totality. However, to ensure sustainable human development, actions must be taken to work towards this ideal with the aim of making it a reality.

The government of South Africa came up with very interesting policies and legislative frameworks when it comes to good governance. This has as its foundation the Constitution of the Republic of South Africa. That is where Democratic Values and Principles and the Bill of Rights are enshrined. This applies to the White Paper on Public Sector Transformation that is where “Batho Pele” principles are highlighted. The public Financial Management Act and Municipal Financial Management Act also play a critical role to regulate management of public funds.

Government recently has introduced the National Plan to establish more coordinated function to give direction to all spheres of government. This will encourage all spheres to work towards national priorities that are stipulated in the national plan. National planning will eliminate planning in isolation by different government departments, and those units that work closely with government.

Government needs to acknowledge market failure that result s to government failure. Goldfinch and Wallis (2009: 21) define the concept of government failure as inability of a public agency and department at any sphere of government to secure desired economic, social and policy objectives.

Government needs to be aware of its criticism paradigm. This does not attract only scholars and practitioners but strong criticism from media and opposition parties.

The next chapter presents research methodology used to collect data for this study. It presents the usage of structured questionnaires to collect data from the identified sample. It also presents the way in which the data will be interpreted and presented.

CHAPTER FIVE

RESEARCH METHODOLOGY

5.1 INTRODUCTION

This chapter outlines the research methodology used in this research project. The outline discusses the research pillars identified by Mouton (2002:132) research approach, research sampling, research instrument, data collection, analysis and presentation. These pillars will be discussed thoroughly to justify the relevance to this research.

According to Bless and Higson-Smith (1995:99), research is about the collection of quality facts through research design and representative sample and constructing the appropriate and accurate instrument for measuring and collecting data.

Research methodology is the most critical and significant aspect of a research project (Saunders, Lewis and Thornhill, 2009: 108). According to Welman and Kruger (2003: 02) Research involves the application of different methods and techniques in order to create scientific generated knowledge by utilizing objective methods and procedures.

This chapter serves to outline all aspects and elements of research used in this research. This chapter outlines the method of research used in this study. It covers research approaches, research instruments, sampling techniques, data collection techniques such

as questionnaires, open ended, close ended and structured questionnaires, recoding and processing techniques, and interpretation of results and finally a research report. All these will be thoroughly discussed to demonstrate their significance and relevance to this research project.

5.2 Defining research methodology

When conducting research, there are many possible ways of gathering information from participants. Birley and Moreland (1998:12) describe data collecting as the part of a project where many researchers feel that the “real” research occurs. Van Manen (1990) cited in Angellil-Carter (1995:33) defines the term, “methodology,” as referring to the *“philosophical framework, the fundamental assumptions and characteristics of a human science perspective.”* Neuman (2011:96) suggest that research methodology focuses on the research process, the kind of tools and procedures to be used, the point of departure as well as on the individual (not linear) steps in the research process and the most “objective” (unbiased) procedures to be employed.

Guba and Lincoln (1989:183) regard methodology as the overall strategy for resolving the complete set of choices or options available to the inquirer. Far from being merely a matter of making selections among methods, methodology involves the researcher utterly from unconscious worldview the enactment of that conscious worldview *via* the inquiry process (Guba and Lincoln, 1989:184)

5.3 Problem statement and the objective of the study

McDaniel and Gates (1998:25) argue that the research process begins with the recognition of a problem opportunity. According to Sekaran (1992:4) research can be described as a systematic and organized effort to investigate a specific problem that requires a solution. This means that the first step in research is to acknowledge and identify a phenomenon and outline research aims, objectives and questions intended to be answered by the study.

The study is identifying the service delivery challenges and intends to recommends remedies to address these. More than 18 years of democracy the vast majority of South African Citizens are still hard hit by extreme poverty that is characterized by lack of the following:

- Sanitation
- Running water;
- Infrastructure such as roads, energy and new means of communication;
- Housing;
- High rate of illiteracy; and
- Unemployment

It is the responsibility of the state to create an enabling environment or conditions for services to be delivered to the public. Government addresses these challenges through programmes and projects.

5.4 Choosing the participants

The study is in all six metro municipalities in South Africa the City of Tshwane, City of Johannesburg, Ekurhuleni Metro, eThekweni Metro, Nelson Mandela Metro and City of Cape Town.

The target audience in these metro are project managers. Ten project managers have been identified in each metro. The total number of respondents for this study is sixty project managers and their knowledge of the subject matter will be systematically collected.

5.5 Research Approach

Purposive sampling was used to select 10 project managers from each metro-municipality. Each metro municipality has project managers ranging between 16 and 18. Ten was a reasonable number to select from each municipality. These ten project managers were selected from project that has direct impact to the people of each of these municipalities. This includes housing project, Urban renewal projects, water and sanitation, roads construction projects, recreational facilities development projects, economic development projects, tourism enhancement project, heritage projects, youth and women development projects and community participation projects. The convenience sampling and a purposive sampling were used to identify all these project managers in the above mentioned category. The study targeted all project managers in the above classification in order to maximize the examination of the impact of these projects to the people of these metro-municipalities.

5.5.1 Seeking permission for research

At this stage permission was obtained to conduct research in all Metro Municipalities in South Africa. Since the research was conducted in Metro Municipalities in South Africa, it has been of critical importance to obtain permission from the senior project managers from each metro. After the approval of questionnaires, the researcher prepared a consent letter stating the purpose of the research, targeted officials, confidentiality, and procedures (for example; no financial gain, the participant is free to pull out at any time). This letter was forwarded to all senior project managers via E-mail, and they responded via E-Mail permitting the study.

Soon after permission was granted the process of scheduling appointments began. The researcher did manage to secure appointment with all project managers in all metro municipalities to conduct interviews.

All letters written to receive permission to conduct study and letters received granting permission to conduct research are attached under.

5.5.2 Interrelationship between Facts and Theory

According to Bless and Higson-Smith (1995: 10) fact gives rise to theory. In this study it is imperative to demonstrate the significance of facts that we found through research to create new theories. In order to carry out an investigation for the purposes of this research, questionnaires were used to collect data about theories and practices in Project

Management implementation by Metro Municipalities all over South Africa. The questionnaires were distributed to all subjects to establish the distinctiveness between theory and practice when it comes to the impact of project management on service delivery. This research was conducted to establish the following:

- To obtain the views of municipal managers on the various aspects of project management.
- To give an exposition of data collected by means of questionnaires.
- To discover additional factors affecting project management and nature of these factors.
- To attempt to link theory with practice.
- To interpret the data collected and offer possible explanations for the various phenomena and establish new theoretical framework.
- To offer recommendations, strategies/ proposals for the effective management of projects.

5.5.3 Research Instrument

Isaac and Michael (1982: 101) describe instrumentation as the steps of choosing and creating measuring systems or methods appropriate to a given phenomenon. To carry out this project management methodology investigation questionnaires were used as a technique. These questionnaires were distributed to all project managers who were targeted as samples for the study in each metro municipality. This was done solely for accumulating knowledge about strategies and approaches used to manage projects in

each municipality. The other reason was to find out how much knowledge and skills they have on project management, general management, political roles in project management, professionalism in management and governance.

In each metro ten project managers were interviewed to reduce bias as the research methods. This method was selected because of their relevance to this research. It was reliable and valid.

5.5.4 Questionnaires

Out of different techniques used in research to collect data, questionnaires were given first preference based on the nature of this study. Questionnaires were used to collect data from all samples (Metro Municipal Managers). The questionnaires were used to collect data to demonstrate the distinctiveness and complementary nature of theory and practice of project management. This technique was selected to maximize responses from the respondents to questions without being intimidated by being identified or influenced by the research. As a result the research is more objective. The researcher is able to collect sensitive information.

5.5.5 The research instrument

Appropriate data for research sometimes lies deeply within the minds, attitudes, feelings and reactions of people. To acquire the required data for the study it was critical to devise a mechanism to probe below the surface. A common instrument to

gather research data, which is beyond physical research of the observer, is the questionnaire (Leedy, 1993:187).

Van Rensburg, Landman and Bodenstein (1994: 504) define questionnaires as a set of questions that deal with some topics or related groups of topics, given to a selected group of persons for the purposes of accumulating information on a problem under consideration. Questionnaires were used to collect data from six metro municipalities and a total of sixty participants were interviewed. This instrument was selected because it was regarded as the best one to accumulate required answers from the research questions. This instrument was chosen because respondents would feel free to respond to questionnaires without being acknowledged and known by the researcher. This provides the opportunity for a researcher to collect sensitive information, which face-to-face interviews could not elicit.

Questionnaires enable a researcher to take full control of a research proceeding. This also ensures that any information used as answers to the questions is exclusively that of the respondents. Furthermore, it also reduces the mortality rate of the questionnaire to zero as the researcher makes sure that the total sample size was interviewed. The researcher also has room for collect supplementary information that may be used in the data interpretation stage of this study. The structure and design of the questionnaires was influenced by the objectives and the questions of the study as it is outlined in chapter one.

According to Mouton (2002: 36) certain principles need to be applied when a research questionnaire is formulated. There is a structured format of creating questionnaires. For instance, section A has to do with demographics and section B starts with easy questions and questions that follow were guided by research questions that are formulated based on the objectives of the research. In the case of this research open ended questionnaires were used. The reason for this is that this research is measuring the speed of service delivery through project management.

The questionnaires took the form of structured and open ended questions to get more information from the respondent. This was to minimize the effect of the researcher's perceptions and to acquire more and explicit non ambiguous information.

The questionnaires had questions to ascertain the socio-economic characteristics of respondents. Such questions were on age, gender, educational, marital status, and occupation. Other questioners were on the reasons for project success and failure, project scope, and project management in general and were designed with the study's research objectives closely in mind. The questionnaire is attached.

5.5.6 Questionnaires as Research Instrument

According to Bryman (2004:132) and Brynard and Hanekom (2006:35) questionnaires are a set of questions that deal with some elements or topics given to targeted groups of individuals for the purpose of collecting data to respond on an identified problem.

Schnelter (1993: 76-78) argues that questionnaires play a crucial role in the operational phase of the research process. It also serves as a measuring instrument that has a huge impact or influence on the reliability of collected data. Provided questionnaires are properly managed, data collected might be of questionable quality. That will have a negative impact on the authenticity of the research.

In the case of this research, questionnaires are the structured prepared questions which were distributed to the targeted audience (Metro Municipality Project Managers). This has been done to acquire information about the theory and practice of Project Management Methodology practice in these metro municipalities in South Africa.

5.5.7 Questionnaire Construction

As much as guidelines and clues can be given on how to construct a questionnaire, it is somewhat complex to avoid pitfalls altogether. This is due to greater variety of types of questions, questions formats and interviewing techniques available to researchers, Bless Higson-Smith (1995: 115). It is imperative for a researcher to seek for advice from the specialist. This will enhance the quality of the research. Question used have to be tested on a smaller group of people to reduce possible unwanted results and errors.

5.6 Advantages and Disadvantages of questionnaires

Bryman (2004: 85) outlines a number of advantages and disadvantages of using questionnaires as a form of data collection:

5.6.1 Advantages of questionnaires

- a) Guide literature search;
- b) Guide on data to be collected and sample identification;
- c) Guide decisions about the kind of research design to use;
- d) Guide data analysis;
- e) Guide research report writing;
- f) Provide direction

5.6.2 Disadvantages of questionnaires

- a) Loss of direction easily;
- b) Collection of incorrect data;
- c) Incorrect literature search;
- d) Wrong technique of data analysis;
- e) Wrong sample formation; and
- f) Incorrect research report.

A theoretical review of the study was made through the utilization of different and selected literature. Qualitative research methods were employed for data collection purposes.

These comprise of the following:

- a) Documentary research/ survey

- b) Questionnaires administered to six metropolitan municipalities. Those are as follows, eThekweni Municipality, City of Tshwane, Ekurhuleni, City of Johannesburg, Nelson Mandela Metro, and City of Cape Town.

5.7 Data Collection Process

The method used to collect data was face to face interview with the target audience. This process started by making appointments with the project managers in each metro municipality. After receiving the permission to conduct research from each municipality I have made 10 copies for each municipality and used them as proof of permission. The first interviews we conducted at Tshwane municipality I have allocated 30minute per project manager. The researcher spent 6 hours in this municipality alone.

Two project managers could not be available at a scheduled time due to work commitment, as a result the sequence of interview changed two other people came earlier than the initial time. This resulted to some delays. The next metro municipalities were city of Johannesburg, Ekurhuleni, Nelson Mandela Bay Metro-municipality, City of Cape Town and the last metro was eThekweni municipality. It took 60 hours to complete the interviews. The challenge with this process was to get funding for traveling and accommodation in some cases.

5.8 Data analysis

The SPSS had been used to analyze quantitative data collected for the study. The collected data has been recorded into data viewer for the purpose of defining variables, variable names, missing value, variable labels and value labels. This process has enhanced the quantitative analysis of the research findings. It also enables the generation of frequency table and bar chart as it was used to analyze data for the study.

The thematic contents approach has been used to analyze qualitative data collected for the study. Project manager find it very much interesting to manage projects. Project management is outcome based. It makes project managers produce required result. Nevertheless, it must be noted that there are structural challenges. Project management in the public sector does not stick on time. The project can be for 12 months but be completed in three to four or more. In some cases most municipal structures do not talk to programme and project approach of management it is based on the old bureaucracy. Most managers recommended the structural change to create a suitable environment for the implementation of programme and project based management in municipalities.

5.9 Summary chapter

In this chapter, an overview of the research methodology used in this research was provided. The research methodology was defined, the problem statement and research objectives were presented and the various pillars of research approach, choosing participants, designing the questionnaires, collecting the data and its analysis have been discussed.

Chapter six presents the research findings from participants in the six metropolitan municipalities interviewed by the researcher. Findings are presented in diagrams, graphs, tables, bar charts and statistically.

CHAPTER SIX

DATA COLLECTION AND ANALYSIS

6.1. INTRODUCTION

This chapter presents the main findings of the research study. As was stated in the research methodology chapter, the sources of the data were ten project managers from each metro municipality and a 100% response was achieved. The findings are initially interpreted as per metro-municipality and the consolidated response will follow, where the comparison will be made.

6.2. Presentation of data

Questionnaires and interviews were conducted between November 03, 2010 and April 20, 2011. The questionnaire was divided into section A (Demographical information) and section B of the questionnaires.

6.3 Demographic data gender, race, years of experience

6.3.1. Gender (all 60 are employed as project managers)

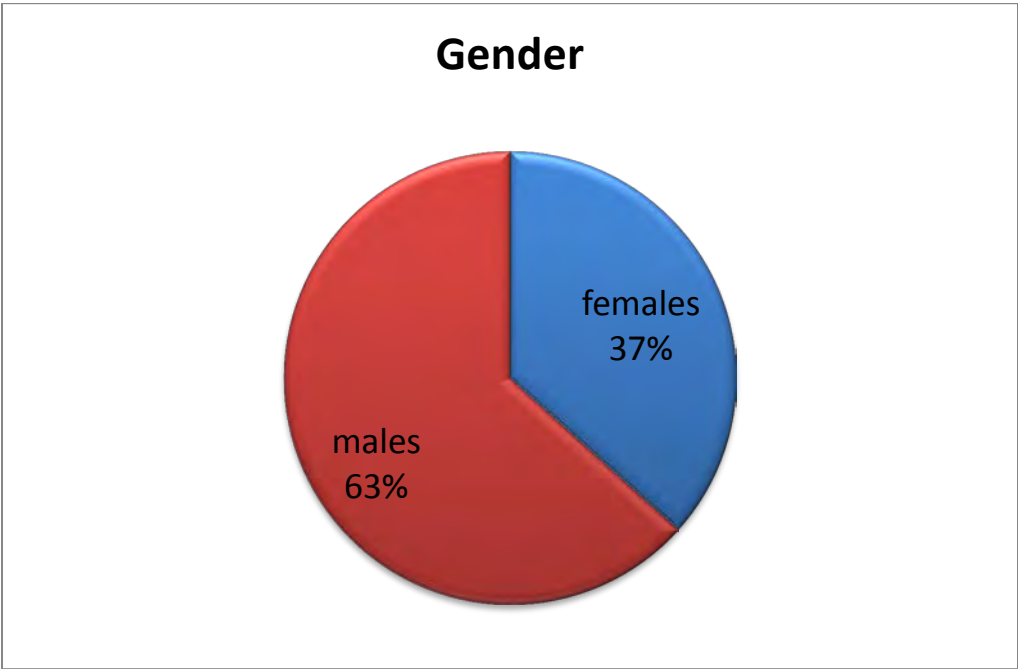


Diagram 6.1: Gender Pie Chart

The above diagram represents the gender percentage for all six metropolitan municipalities. The overall percentage of females occupying these project management positions is 37 percent, with males occupying 63 percent.

6. 3.2 Racial groups of all six Metropolitan Municipality

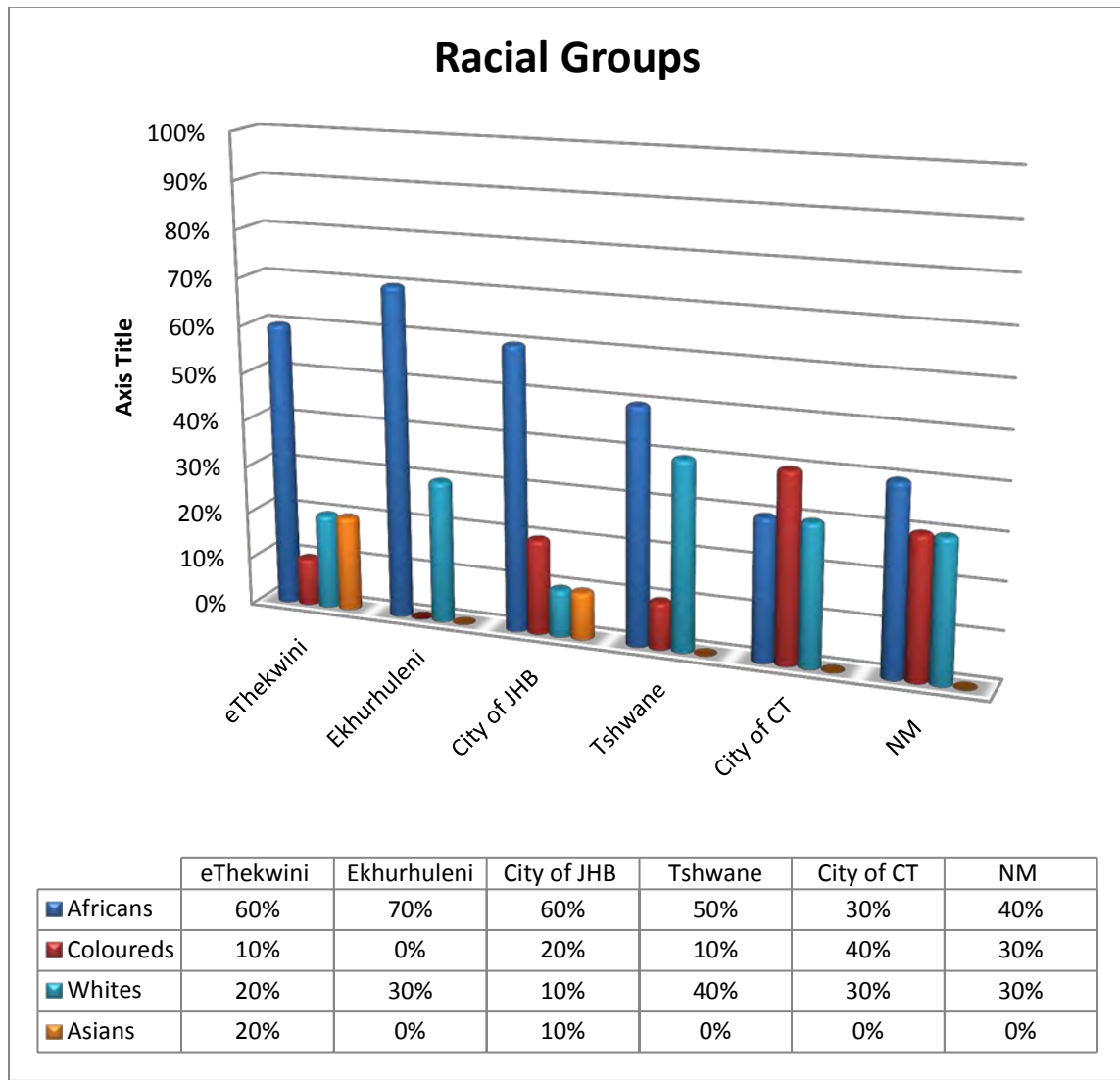


Diagram 6. 2: Racial Groups graph analysis

The above diagram illustrates the percentages of project managers in six metropolitan municipalities along racial lines.

Block one presents the statistics for eThekwini Metropolitan Municipality. In this table Africans are at 60% Coloureds are at 10%, Whites are at 20% and Asians 20%.

Block two is tabulating the racial statistics for Ekurhuleni metropolitan municipality. Africans are at 70%, Coloureds are at 0%, Whites are at 30%, and Asians are at 0%.

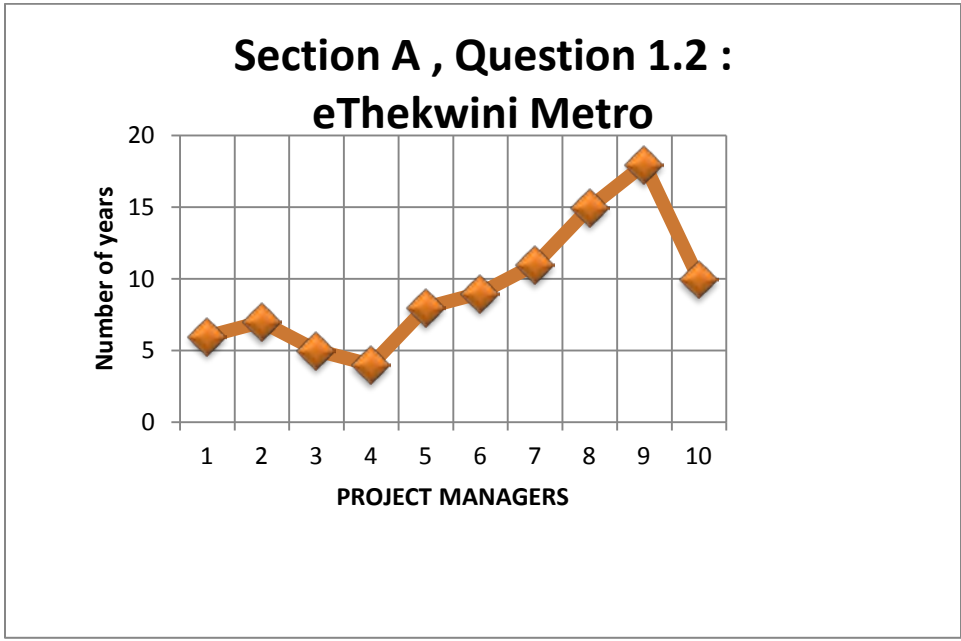
Block three describes racial statistics for City of Johannesburg. Africans are at 30%, Coloureds are at 40%, Whites are at 30% and Asians are at 10%.

Block four presents racial statistics for City of Tshwane. Africans are at 50%, Coloureds 10%, Whites are at 40% and Asians are at 0%.

Block five presents racial statistics for City of Cape Town. Africans are at 50%, Coloureds 10%, Whites are at 40% and Asians are at 0%

Block six presents racial statistics for Nelson Mandela Metropolitan Municipality. Africans are at 40%, Coloureds 30%, Whites are at 30% and Asians are at 0%.

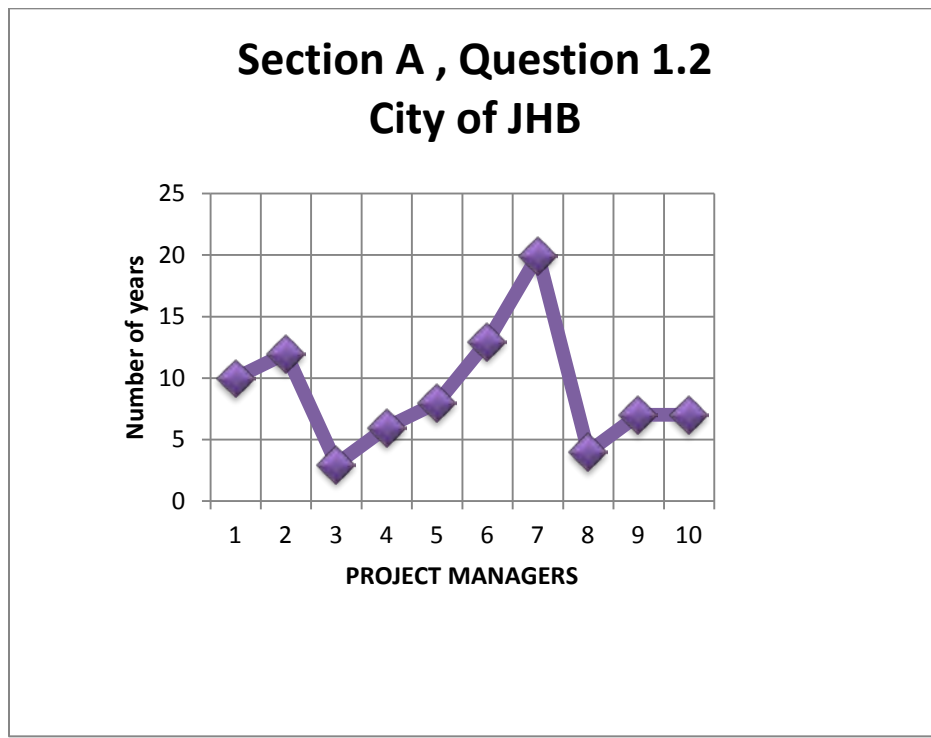
6.3.3 Total managers work experience for all six metropolitan municipalities



Graph 6. 1: Section A Q 2 - eThekweni Metro

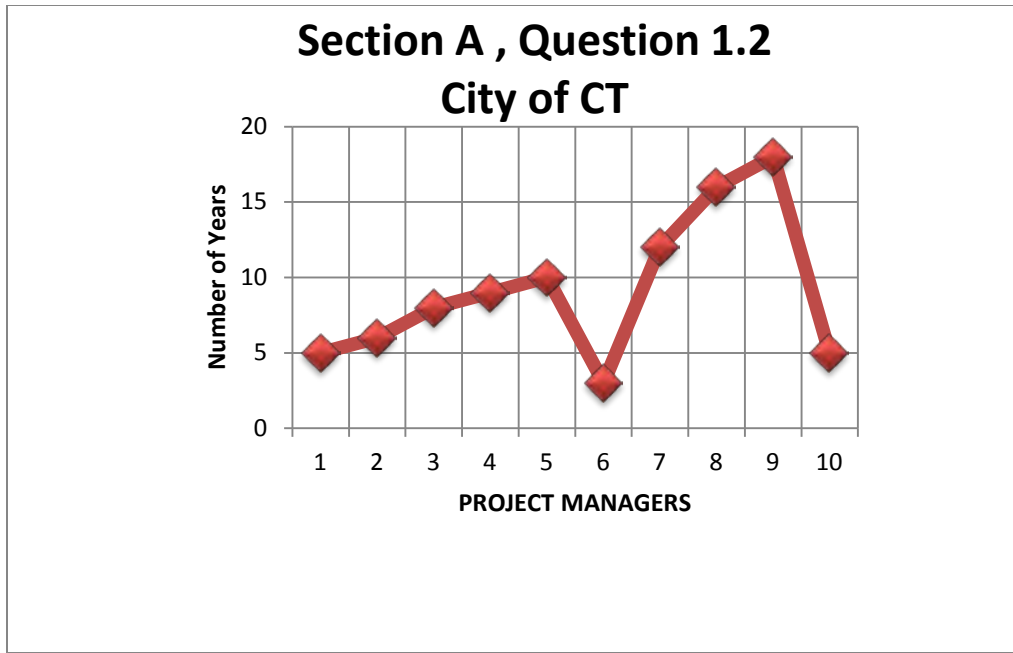
The graph above provides the schedule for the total managers working experience at eThekweni Metro Municipality:

Years of Experience	Project Managers
0 – 5 years experience	Project Manager 3 and 4
5 -10 years experience	Project Manager 1, 2 , 5 and 6
10 -15 years experience	Project Manager 7, 8 and 10
15 -20 years experience	Project Manager 9



Graph 6. 2: Section A, Q 2 - City of Johannesburg

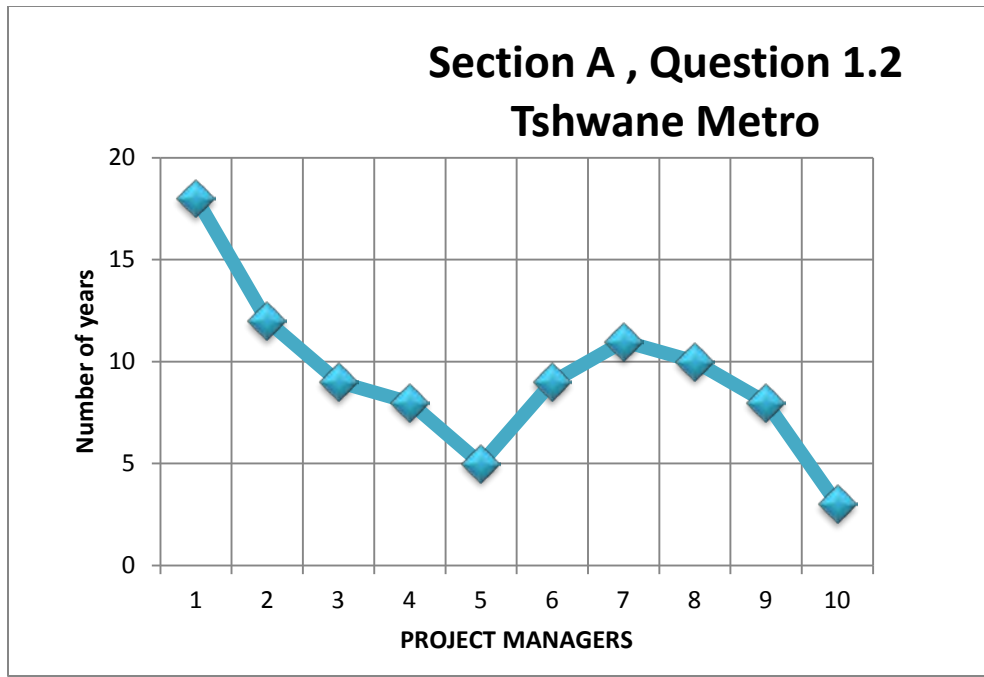
Years of Experience	Project Managers
0 – 5 years' experience	Project Managers 3 and 8
5 -10 years' experience	Project Managers 1, 4 , 5 , 9 and 10
10 -15 years' experience	Project Managers 2 and 6
15 -20 years' experience	Project Manager 7



Graph 6. 3: Section A, Q 2 - City of Cape Town

The diagram above presents experience for each project manager at City of Cape Town.

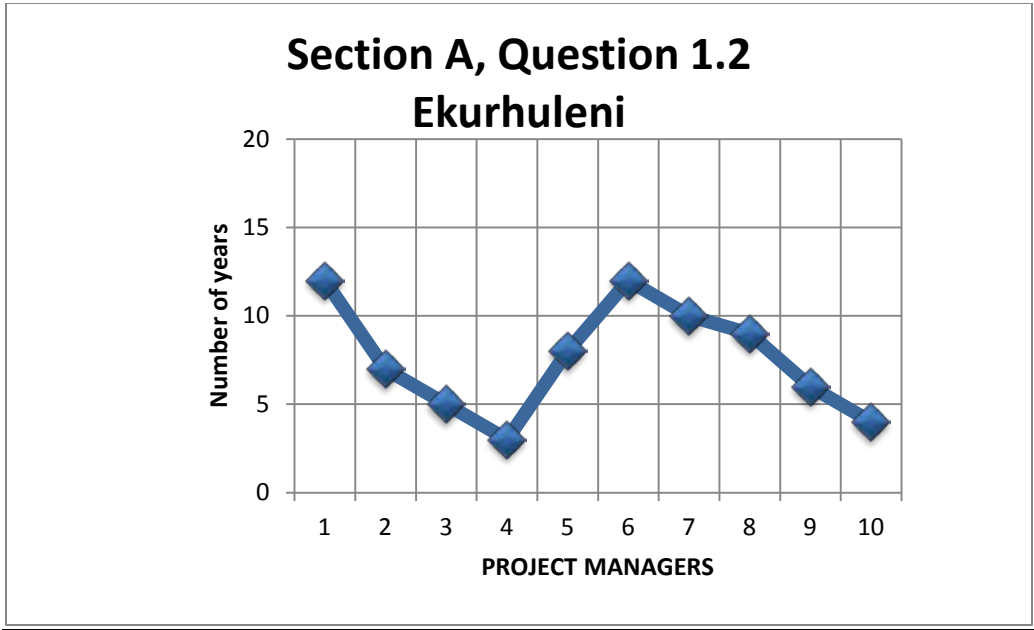
Years of Experience	Project Managers
0 – 5 years' experience	Project Managers 1 ,6 and 10
5 -10 years' experience	Project Managers 2, 3,4 and 5
10 -15 years' experience	Project Manager 7
15 -20 years' experience	Project Managers 8 and 9



Graph 6. 4: Section A, Q 2- City of Tshwane

The above diagram outlines the number of years that each project manager has.

Years of Experience	Project Managers
0 – 5 years’ experience	Project Managers 5 and 10
5 -10 years’ experience	Project Managers 3, 4, 6,8 and 9
10 -15 years’ experience	Project Managers 2 and 7
15 -20 years’ experience	Project Manager 1

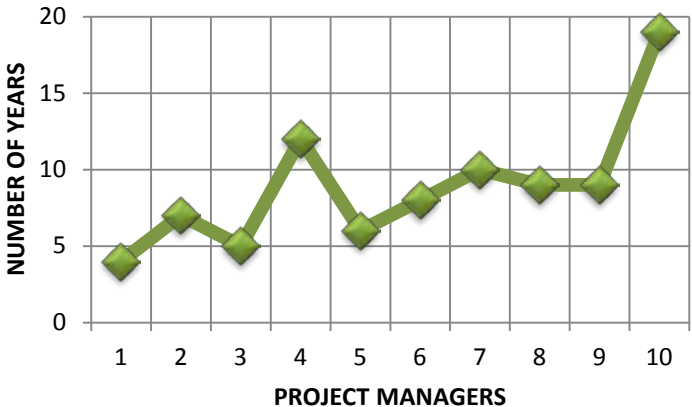


Graph 6. 5: Section A, Q 2 - Ekurhuleni

The above diagram articulate the experience for each project manager

Years of Experience	Project Managers
0 – 5 years’ experience	Project Managers 3,4 and 10
5 -10 years’ experience	Project Managers 2, 5, 7, 8 and 9
10 -15 years’ experience	Project Managers 1 and 6
15 -20 years’ experience	Project Manager 0

**Section A, Question 1.2
Nelson Mandela Bay Metro**



Graph 6. 6: Section A, Q2 - Nelson Mandela Bay Metro

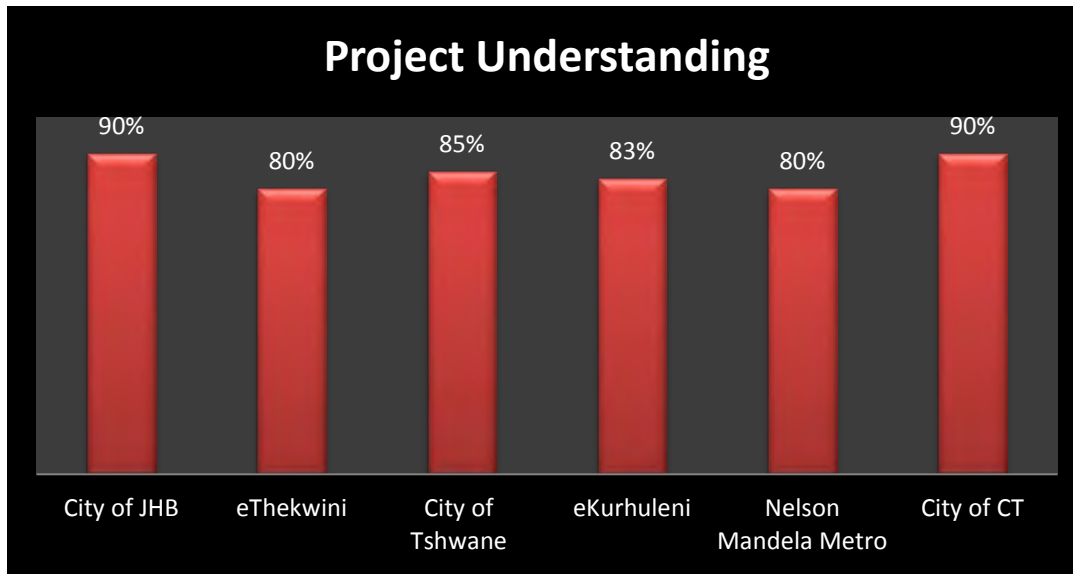
The above diagram presents years of experience for each metro municipal manager:

Years of Experience	Project Managers
0 – 5 years’ experience	Project Managers 1 and 3
5 -10 years’ experience	Project Managers 2 ,5, 6, 8, and 9
10 -15 years’ experience	Project Managers 4 and 7
15 -20 years’ experience	Project Manager 10

6.4 Section B Questionnaire (data concerning project management)

6.4.1 Question 1

Understanding of project management



Graph 6. 7: Project understanding

The above diagram presents the average understanding of project for each metro municipality

- At city of JHB the understanding is rated at 90%. Nine project managers from this municipality have defined project management using practical example to support theoretical background. One project manager was more theoretical in the definition. This project manager was very scanty in providing actual examples of project management.
- At eThekwini Metro the understanding is rated at 80%. Eight project managers from this municipality have defined project management using practical example to support theoretical background. Two project managers were more theoretical

in the definition. These project managers were very measly in providing actual examples of project management.

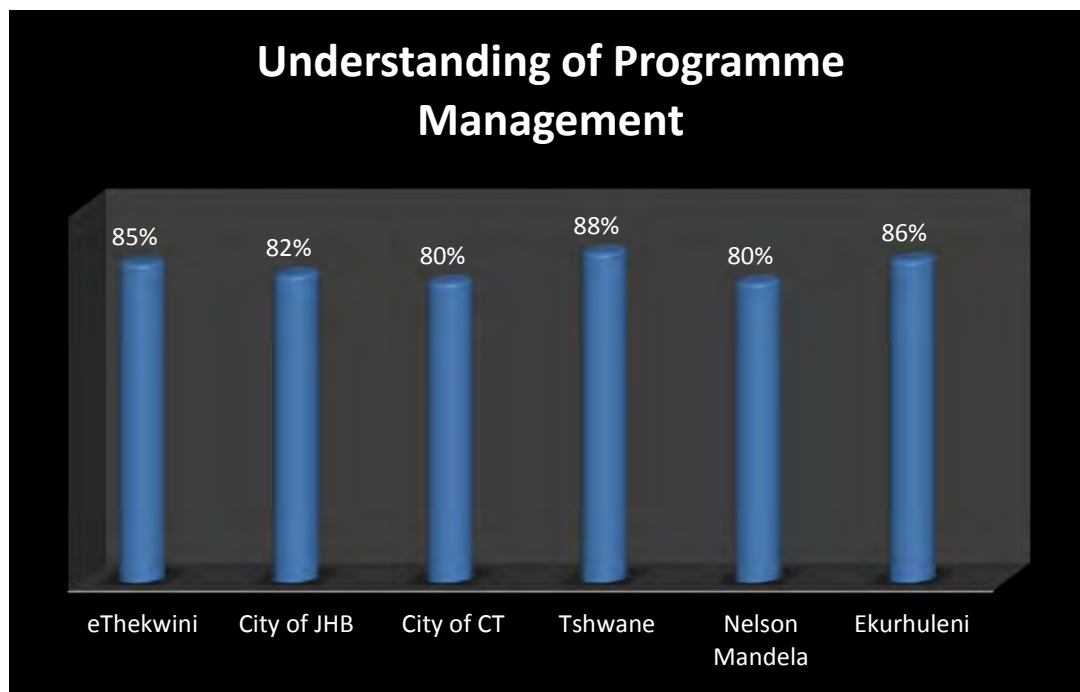
- At City of Tshwane the understanding is rated at 85%. Eight project managers provided world class definition of project management and one was very shallow and one was satisfactory.
- At Ekurhuleni Metro understanding is rated at 83%. Eight participants were very good and one was below satisfactory and one was unsatisfactory.
- At Nelson Mandela Metro understanding is rated at 80%. Eight project managers from this municipality have defined project management using practical example to support theoretical background. Two project managers were more theoretical in the definition. These project managers were very measly in providing actual examples of project management.
- At City of Town understanding is rated at 90%. Nine project managers from this municipality have defined project management using practical example to support theoretical background. One project manager was more theoretical in the definition. This project manager was very scanty in providing actual examples of project management.

Project managers define project, and build the product. Project differs in project scope and purpose, for example skills training and community training. These forms of project activities do not give a tangible product. Projects such as township renewals and infrastructure development end up with a product. Project in Municipality are those activities stipulated on Integrated Development Plan (IDP), Medium Term Expenditure

Framework (MTEF) and Municipal Special Plans, Local Area Plans. Municipal Project is every activity identified by the above government procedures.

6.4.2 Question 2

Understanding of programme management



Graph 6. 8: Project management understanding

The above diagram presents the average understanding of project management for each metro municipality

- At eThekweni Metropolitan the understanding is rated at 82%. Eight participants provided world class knowledge and one was satisfactory with on relevant examples and one was unsatisfactory.
- At City of Johannesburg the understanding is rated at 80%. Eight project managers from this municipality have defined project management using

practical example to support theoretical background. Two project managers were more theoretical in the definition. These project managers were very measly in providing actual examples of programme management.

- At City of Cape Town the understanding is rated at 78%. Seven participants provided world class responses and the other three were satisfactory.
- At City of Tshwane the understanding is rated at 85%. Eight participants were outstanding in their responses, one was satisfactory and one was unsatisfactory.
- At Nelson Mandela Metropolitan the understanding is rated at 78%. Seven participants provided world class responses and the other three were satisfactory
- At Ekurhuleni Metropolitan Municipality the understanding is rated at 85%. Eight participants were outstanding in their responses, one was satisfactory and one was unsatisfactory.

Municipal managers define project management as comprehensive management, that incorporate all management principles, financial management, human resources management, conflict management, negotiation, communication, coordination, stakeholders management, resources management, time management and risk management. Project management is the process of executing municipal priorities within the financial year. Municipal projects in most cases involve different government departments. There are very few projects that are managed by a municipality alone. The municipalities therefore need to draw Memoranda of Understanding (MOUs) with those departments involved in the project.

The MOUs must stipulate clearly the responsibilities of each stakeholder, resources to be contributed and the dates for those resources to be mobilized and utilized. Legal knowledge is critical at this stage.

6.4.3 Question 3

Give examples of projects that you were involved in as a manager.

All six metropolitan municipalities are doing relatively similar projects. All municipalities interviewed for this study purpose are involved in the following projects:

- Township renewal project;
- Heritage sites development, this is meant to attract tourist;
- Tourism and recreational facilities;
- Urban renewal projects;
- Housing development projects;
- Economic development projects;
- Infrastructural development projects;
- Building one stop shop project;

6.4.4 Question 4

Give reasons as to why projects are divided into phases

The respondent reported that, projects are divided or sub-divided into phases; this is in order, to manage projects effectively and efficiently in terms of resource allocation and

control. Each project phase is treated with the deserved attention to ensure that each phase is completed successfully and start the next phase.

Another reason is that a project can take more than one financial year so it helps to work in terms of project phases. Project phases can be done in financial years one, phase two can be conducted in the next financial year two and the last phase may be conducted in the financial year three. This can be determined by the project scope or resources required for the project. Another reason is that this is the project methodology that has been adopted and accepted by all project managers as the systematic approach to manage projects effectively and efficiently.

6.4.5 Question 5

<p>Discuss and explain the role of project management to your organizational operations.</p>

The respondents reported that metro municipalities are often delivering services through a project approach. This is emanating from the directive of national government. All three spheres of government are expected to adopt project management approach in delivering services to the public. This approach is outcome based or result driven. Project Management is the most recent tool at metro municipalities' disposal to deliver services, especially infrastructure. This includes houses, roads, recreational facilities, water supply, and electricity supply and may include more services. Project management approach to service delivery enables metro

municipalities to combine all management principles, skills and techniques at the same time to maximize output.

The approach has improved / enhanced the metro municipality's levels of service delivery. This is because each project has its duration, resources and specific objectives to be accomplished.

This has also helped metro municipalities to respond directly to the public's needs as project needs are determined by their needs, demands and wants. At project is the direct response to particular people within a metro.

This approach assists municipalities to pay for services rendered, if the activity is outsourced, as there is no payment made without a project report. The report must be satisfactory before the service provider is paid. Municipalities pay for services rendered. This improves financial management for municipalities.

6.4.6. Question 6

<p>Discuss each of the project management knowledge areas, and how do your department comply with it.</p>
--

Project integration management

6.4.6.1 All interviewed project managers provided this response, as metro municipalities we do what is required by the people, in the form of expectations,

needs and demands through community meetings. These are in the form of, ward committee meetings, izimbizo and surveys conducted by research institution. At this phase a metro municipality conducts a feasibility study to ascertain the project cost effectiveness, environment and sustainability after accomplishment. At this stage different experts from different fields are utilized to maximize project positive impact to beneficiaries.

It is imperative to state that some projects executed by municipalities are determined nationally. In this case, municipalities do not conduct feasibility studies for such projects. Municipalities are expected to execute these projects. The resources come directly from national government.

6.4.6.2 Project scope management:

According to interviewees, each project differs in scope. Project scope is determined by the nature of project. Resources required in a project are determined by what will be achieved by the project as the final outcome / output. The interesting aspect in this area is that the scope can be changed as the project implementation process is taking place. This could be due to new priorities of the Council, challenges in implementation, redirecting funds to unexpected disaster or any contingency.

6.4.6.3 Project time management:

All participants agreed that each project has its own time frame defined at planning phase. Some projects have a duration period of less than or more than

12 months, some two years. As project managers we need to stick to project time to manage cost effectively, so time for a project is of a paramount importance for a municipality and the beneficiaries. It is critical that projects are completed in time to minimize cost. It is also important to stick to time targets to be able to handover the project to the beneficiaries on time as stated at the beginning of the project. Project time management is not as important at project preparation stages. It kicks in at project execution stage. The reason is that there is no financial commitment at preparation stages. Once project funds (Capital Funding) are made available, project packaging will be made and all activities for the project must be conducted within a financial year. Project funds are made available only when the preparation is complete. That might include land acquisition, approval by engineers and approval by environmentalist. This is determined by project scope.

6.4.6.4. Project cost management:

All project managers have agreed that project financial management must be with the policies, regulation and procedures guiding municipalities. It is managed through Municipal Financial Management Act (MFMA), internal finance policies and procedures, invoice management, payment milestones or schedules. All invoices must be in before the end of financial year. All the invoices must be accompanied by project report.

As the municipality, we manage projects cost through application of financial management principles. Budgeting is one of the most critical elements of cost

management to the project, if the project is outsourced metro-municipality must appoint a service provider that has credentials and within the budget. One reason for metro to outsource is when there is no internal skills that can be utilized or when it is costly to do the project in house.

Project cost management is enforced through strictly budgetary control. Each budget is spent according to its specification, for instance, budget for housing cannot be spent on road construction. In case the money is required for roads, virement procedures are followed.

6.4.6.5 Project Quality Management:

All project managers agreed that project quality management is ensured through enforcement of monitoring processes during project implementation phase. All projects specifications are fully described in project terms of reference. When the project is completed the handover will be done and the beneficiaries will review the project. If there is any dissatisfaction they will inform the municipality. There after it is the responsibility of the municipality to start the process afresh. With each metro municipality there is a quality assurance unite that is responsible to ensure project quality.

6.4.6.6 Project Human Resources Management:

Project manager's responses are as follows. Project human resources management is guided by the nature of the project. If the project requires additional staff, municipality will employ staff for the duration of the project. In the contract it will be specified that the contract will be terminated at the end of the project. The employees need to sign the contract that is in accordance with project duration. Project term needs to understand project objectives and work towards accomplishment of it. Lines of reporting must be clearly defined at the beginning of the project.

This can be internal and external. It can also include community management, stakeholder management, project team management and executive management. It is the responsibility of the project managers to manage all people involved in the project to ensure project success.

There is an element of capacity building for people involved in the project. Project managers need to manage skills development for project team, through training institutions, community training to ensure that they understand the project objectives and expected outcomes.

Lines of communications must also be clearly stipulated at the inception of the project. Each employee needs to understand conditions of employment. This helps to manage project effectiveness and efficiency. As a result conflict between

project managers and project term will be minimized. Project team must be established based on experience, expertise and skills to maximize production.

6.4.6.7. Project Communication

All project managers rated this as the most significant tool for project success. Lines of communications need to be made clearly at the beginning of the project. Formal project communication is the one that is used mostly by the municipality to present project progress on weekly or monthly bases. Project supervisors report in writing to project managers on weekly or monthly bases. Project managers report to programme managers, but this depends on project nature.

The municipalities communicate with the public and project beneficiaries through newsletters, press releases community radio stations, notice boards, website, and stakeholder meetings, meeting with community representative structures and community in general.

6.4.6.8. Project Risk Management

All interviews demonstrated high regards of this pillar of project management. This is the activity that requires experts from risk assessment unit of the municipality together with the project team. At this stage it is where the risks are identified as low, medium and high. There after the strategy to manage risk is

developed, but more attention will be given to high risks, medium and low risk. High risks are those which have negative impact on the organization. Project risk management strategies develop techniques to manage all identified risks to eliminate project failure.

Risks are minimized at project inception stage. It is the responsibility of project managers to identify action plan to diffuse possible project risks. To prevent political risks and community rejection risks, the Political Intervention Committee (PIC) must be established. This committee will meet as frequent as the need arises.

6.4.6.9. Project Procurement

Project managers gave a differing perspective in this regard. Project procurement process, this takes place when metro-municipality outsources its activities to independent service providers. This can be the result of the following:

- i. Shortage of skills and expertise
- ii. When the service is expensive for the municipality to do it in house

The procurement process will be followed, where service providers will be invited. One service provider will be appointed based on preferential bid. The terms of reference are clearly articulated on the bid document. This is where the quality, cost and project time frame is clearly stipulated. Outsourcing does not take away municipal responsibility and accountability to deliver services to the public.

This can be managed through knowledge of MFMA, internal financial policies and procedures, understanding of procurement policies and procedures.

It needs to be mentioned as well that this might not be used at all if the municipality is using existing employees. The project team will be established by internal staff with an adjustment in job description and specification. As a result of these changes the reporting lines can also change. All project team members are expected to report the project manager or team leaders this differs according to project work break down structure.

6.4.7 Question 7

What are the strengths and weakness that you have observed in each project that has been executed? (Discuss)

Projects are directed to metro municipalities that are dealing with the service delivery. Municipalities are delivering services. These projects are responding to public needs or demands. These public needs are identified through various methods. These methods are izimbizo, community meetings and needs assessment research. Project approach in support of service delivery improves quality and responsiveness of municipality to public demands.

The strengths in any projects can be:

- Be involved in the project from stage one;
- Involved in all planning phases;
- Good planning can be determined at execution stage;
- Strong communication with all stakeholders.

The weaknesses in any project can be:

- Lack of understanding;
- Poor communication channels;
- Join the project in the middle;
- Poor planning;
- Lack of support from the executive.

6.4.8 Question 8

What do you propose to address the weaknesses? (Discuss)

According to project managers from target audience there are weaknesses that a metro municipality can deal with and there are those outside metro municipality where little can be done. The internal weaknesses include the following: planning issues, recruiting competent staff with required expertise and proper budgeting. All these are managed internally. Most weaknesses in projects are poor planning, shortage of skills, improper budgeting, and unanticipated situations, such as weather, high inflation and economic meltdown.

The project manager must establish action plan for each weakness identified. For example communication problem, communication must be enhanced through newsletters, frequent stakeholder meetings, regular community meetings and regular community radio announcements.

Lack of planning and understanding can be resolved by project briefings, skills training, mentoring and any forms of support these can be made available to assist the concerned project role player.

Metro municipality has significant strengths such as proper planning, skilled and committed staff, proper budgeting, and completing the project on time and before time and availability of resources are needed. This needs to be commanded and managed closely to ensure that it becomes a culture for the municipality.

6.4.9 Question 9

Give examples of internal and external stakeholders involve in projects.

According to interviewed audience, the project scope determines the role players and stakeholders for the project. There are some projects that cut across different units within the municipalities, different government departments provincial and nationally and the private sector such as commercial banks, Donors Agencies and Non-Governmental Organization, Community Based Organizations, Councilors and Inkosi (Traditional Leaders).

The Memorandum of Agreement and Memorandum of Understanding must be signed with all stakeholders involved in the project. The MOA and MOU helps to clarify role and responsibilities for each role players in the project.

6.4.10 Question 10

Discuss the effectiveness of these stakeholders involved

Interviewed audience has agreed that, metro municipalities have both internal and external stakeholders that contribute tremendously to project success. These can be:

External stakeholders:

- Private sector such as commercial banks
- Donor Agencies
- Private businesses

(a) Internal stakeholders:

- Government department;
- Different units within municipality;
- Government businesses

The internal stakeholders for the project are those people who are fully involved with it. This includes all people who have direct interest to the project. This can be employees, donors, politicians, Non- Governmental Organization, Community Based Organization and other interest groups.

External stakeholders include those people external from the project, but who are affected directly or indirectly by the project. These can include organizations such as green peace, natural conservation groups, and more.

Internal stakeholders play a critical role in the success of the project. This is the team that makes the project succeed or fail. The success of the project is more dependent on the project team. The team is expected to work SMART to ensure project success. Project donors make money available for the resources for the execution of the project. In all six metro-municipalities the internal stakeholders have been useful for project success.

(b) External stakeholders are also critical for project success. The role of external stakeholders is to be overseer for what is about to be executed and what has been executed. They help to keep the internal stakeholders on their toes in all project phases. The most complicated external stakeholders are auditors and media. These two are difficult in different various ways. Media is interested to report on any matter that attracts public and civil society. Auditors demand compliance to financial policies and procedures. Failure to comply results to involvement of other role players in financial control. This can result to impeditive measures being taken against the responsible persons.

6.4.11 Question 11

What processes are followed to determine the beneficiaries of the project?

According to interviewed project managers in most cases if not all the time, the beneficiaries in each project are metro residents, but with specific reference to those communities who requested that specific project. But it is necessary to distinguish between general community projects and projects for a specific community. A township Renewal project may be for all townships with metropolitan municipalities, but it will be implemented in phases. A project such as house building is specific to individual beneficiaries. Road construction and recreational facilities are for the general public.

The IDP, Municipal Special Plans, and Municipal Area Plans assist in determining the project beneficiaries for each and every municipal project.

To extent the municipalities do not identify the beneficiaries, because some projects are directive from the national government.

6.4.12 Question 12

What methods are used to determine the level of satisfaction of project, as it was expanded by beneficiaries?

According to interviewed audience project review is divided into two categories. One is the review that is conducted by the municipality and the other conducted by the

beneficiaries. If gaps were identified by either parties municipality must be informed to correct it with immediate effect.

This is new as well. In the past this was not done. Now the municipalities are expected to conduct monitoring and evaluation of the project to identify gaps. The most suitable way of doing this is to establish questionnaires and distribute them to targeted audience to establish whether they are satisfied or not.

6.4.13 Question 13

Which methods in terms of your experience are most effective and why?

The best approach at this stage when the project is identified is that a team of experts needs to compile the expected outcome, outcomes and impact. When this is compiled, performance indicators are clearly presented to guide project execution. The list of terms of reference is compiled for quality assurance, project monitoring and evaluation. After the project handover, the municipalities establish project review questionnaires to be distributed to beneficiaries. The response will determine whether the beneficiaries are happy or not. If not a plan of action must be established.

6.4.14 Question 14

What techniques are used to priorities projects?

Project prioritization is guided by the significance of the project to the municipality, and Integrated Development Plan (IDP) eight point plans. Projects are divided into two. Some projects are externally funded. As a result the municipality needs to comply with the specifications made by the funder. For example, municipality identifies projects for the year and a donor donates money to a project that was not a priority for this financial year. The Municipality would accept the donation and execute the project. Some projects are national government priority. Some projects are identified by the Cities management and small projects are identified and prioritized by Councilors.

6.4.15 Question 15

What methods are used to monitor and evaluate projects?

Each project is monitored according to articulated project specifics that are based on project outcomes, outputs and impact. The project is monitored in each step of the way. The monitoring process is checking the implementation of project steps against performance indicators. This process ensures the alignment of project proceedings to set standards. The monitoring process improves project quality and helps in identifying risks timorously and device a strategy to manage them. As a result resources are managed effectively and efficiently.

Performance of project managers is determined by project success and project failure. After the project has been completed it is handed over to the beneficiaries. The beneficiaries will do the evaluation of the service that has been rendered to them. At this stage beneficiaries would register their satisfaction or dissatisfaction out of the service that was rendered. One example in this case is for low cost houses. The beneficiaries have been complaining about the quality and size of the houses government is building for a number of years. Recently government has responded by building bigger size houses of better quality as well. In some cases, the old houses were small and compromised quality. Houses have been destroyed and new ones have been built.

There are also more examples such for electricity that goes off when there is a thunderstorm and bad weather. In some areas this has been the norm for some years. This was as result of prepaid electricity. Government has improved on this matter as well. Now most homes are electrified and the voltage has been increased for the card system to withstand whatever kind of weather and climate.

6.4.16 Question 16

<p>What information is contained in project management reports for submission to high authorities?</p>

Project report presents report on each phase of the project. The report presents on how financial resources, human resources and materials were used in each project phase. All challenges highlighted needs to be prevented in the future. This depends on the nature of identified challenges.

All financial discrepancies identified will be subject to auditing. The necessary steps will be taken thereafter. Income and Expenditure report must be available on monthly bases and it must be submitted to Department of Cooperative Government at Traditional Affairs (Cogta) Department before the 15th of every month.

6.4.17 Question 17

In your view, how projects management methodology does contribute to effective service delivery? Give examples.

Project management methodology approach is the most effective and efficient for service delivery. Project management balances all management approaches and principles at the same time. Project management is more specific and particular. For the task to be delivered it requires specific resources at a specified time frame. As a result this makes it different from routine operations of the municipality. In a project approach of service delivery the project team knows very well what are the objectives and due date to accomplish the project.

Yes, it does contribute to public service delivery and is necessary, (Neighborhood Development Partnership Grant (NDPG) programme). The National Treasury gives money direct to municipalities to implement project in this programme. One project in this programme is to re-new townships. Before the money is approved for these projects there municipalities must establish a relationship with the private sector investor (public private partnership) is encouraged by this. The reason is to make some funds available, but some funds must come from the private sector.

6.5 Summary Chapter

The chapter has presented all research findings from six Metropolitan Municipalities and from sixty project managers from these metros. This chapter presented the empirical findings through the analysis of data gathered from the questionnaires and interviews.

The following chapter will focus on the conclusion and recommendations emerging from both literature review and empirical research findings. This chapter also presents the suggestions for future research in the field of project management and its impact to service delivery.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.1 INTRODUCTION

The objectives of this study were to investigate the relationship between public administration and project management. Carry out a SWOT analysis of the principles, process and activities constituting project management methodology. Ascertain the adequacy of existing institutional and administrative structures and process for implementing project management. Investigate the depth, knowledge and skills in project management, and lastly. To propose a model to enhance the application of project management in metro municipalities service delivery process.

The study has successfully accomplished these desired outcomes. This chapter is articulating how the study achieves these study objectives. The finding is that bureaucratic administrative approach does not provide speedily required resolutions to service delivery backlog. The adoption of programme and project base administrative system must be adopted with immediate effect.

This chapter presents recommendations, conclusion and future study recommendations. All these are originating from research findings and literature review and previous research conducted in the same field.

7.2 Objectives of the study

This study is aimed at analyzing the impact and effect of project management on issues pertaining to service delivery based on the perceptions of project managers. The study focuses this on area due to the crucial role of project management in the whole process of reconstruction, development and transformation of the public sector. It is vital for this work to investigate performance levels of different Metropolitan municipal managers. At the same time, it is significant to identify areas of improvement for all municipal managers covered by the study.

The main objectives of the study are as follows:

- To investigate the relationship between public administration and project management methodology.
- To carry out a Strengths, Weakness, Opportunities and Threats (SWOT) analysis of the principles, processes and activities constituting project management methodology,
- To ascertain the adequacy of existing institutional and administrative structures and process for implementing project management,
- To investigate the level and depth of knowledge and skills of municipal functionaries in project management, and
- To propose a model to enhance the application of project management in Metro Municipalities service delivery processes.

7.3 The need for the study

The study is prompted by an urgent need to address issues relating to poor service delivery emanating from poor infrastructural development in the local government sphere. It will also help to emphasize a developmental approach to local government that will resolve the problem of poor service delivery by South African municipalities.

- How to ensure project success?
- How to create a people-driven project?
- How to build a diverse economic and development base?
- How to build quality jobs through project management?
- How to minimize project failure and to finish project on time?
- How to reduce uncertainty caused by projects risk?
- What are obstacles to project management at local government with particular reference to Metro- Municipalities?

The study investigates whether project management is improving service delivery for all.

7.4 Summary of chapters

Chapter one provided the justification of the study, and the critical elements of the study were identified. These include research objectives and research questions. Questionnaires were formulated around research question in order to gather required data to answer main research questions.

Chapter two and three are literature review chapters. These chapters were expanding knowledge and understanding of project management in the context of Municipalities and in government in general. Chapter four links project management and service delivery. Service delivery is presented in detail to create sufficient understanding and to identify whether project management methodology is in line with service delivery.

Chapter five presents the research methodology that has been used to collect data for this research study. This chapter presents different research approach to conduct research and it stipulates the one used specifically for this study.

Chapter six presents research findings from all six metropolitan municipalities.

Chapter seven presents conclusion and recommendations for this research study.

7.5 Recommendations

This section of the study outlines the recommendations that are based on literature review and on research findings. The recommendations are made for all Metropolitan Municipality as the challenges do not differ that much. Each metropolitan municipality has strong and weak points.

The project managers from all sample metropolitan municipality has sound understanding of project management. This does not necessarily mean that there is no

room for improvement. The common observation to all sixty (60) project managers who were interviewed is that the municipalities need to improve on the following areas:

- I. Continuous training and capacity building on project management.
- II. Project managers need to understand that the projects are part and parcel of service delivery.
- III. Project managers must be able to link “Batho Pele” principles to project management.
- IV. The contents of training must focus on the following areas:
 - a. Project scope
 - b. Project time, quality management
 - c. Project cost management
 - d. Project procurement management
 - e. Project legal management

These areas are identified based on research findings:

- I. Some projects are executed with no clear project scope.
- II. Most projects finish after time that is allocated has elapsed.
- III. Most housing projects have a challenge with quality. The quality has been compromised; for the municipality to improve quality of houses, a vigorous capacity building / training on project quality management.
- IV. Most projects are failing to manage cost effectively and efficiently. As a result, municipality fails to complete the projects; some projects started as long ago as 2001 are not yet completed to date.
- V. As project managers fail to manage cost, that results to failing in time

management.

- VI. Project procurement management needs to be given a close look. The process of procurement needs to be treated with more caution. Some projects are given to service providers that are not delivering good quality services. The committee needs to ensure that the company that is awarded is capable of delivering the service standards. The committee must ensure that service providers who are not delivering must be excluded for future projects.

Project legal management: The legal specialists need to be part and parcel of the contract between the service provider and the municipality. The contract must articulate clearly what will happen if the company fails to deliver quality service. There must be a contractual agreement that is fully understood by both parties involved.

7.6 Project Monitoring and Evaluation

Project Monitoring needs to be intensified to enhance project success. The project must be monitored in each and every project phase. Project monitoring must take place concurrently with project implementation. Report of monitoring must be submitted to project managers as soon as it is made available. This monitoring needs to have clear performance indicators. If problem is identified, a strategy to resolve it must be established.

Evaluation must be used as a tool for future improvements. All those shortfalls

identified by the review process must be recorded and used to enhance service improvement for future. The findings of the evaluation need to be achieved for knowledge management, distribution and knowledge sharing.

7.7 Conclusion

This research presented project management methodology presenting it based on literature review and research finding. According to literature review the project scope and project management body of knowledge are critical areas of project management.

The Research findings presented that Metro-municipalities need to comply with project scope and project management body of knowledge. Metro-municipalities need to intensify training and capacity building in the following areas: Project scope, project management body in knowledge, project time management, project cost management, project quality management, project monitoring, project hand over and project evaluation and lastly project closure.

Metro-municipalities need to create a synergy and cohesion between project management and service delivery on the one hand and Batho Pele principles on the other. This must be guided by chapter ten (10) of *Constitution* of 1996 the Republic of South Africa where democratic values and principles are articulated. Project managers need to understand the significance of the principles to service delivery and to comply with these because they are working for the public.

7.8 Chapter summary

This chapter outlined the six recommendations for this research thesis. These recommendations need to be considered to improve the quality in project management that will result to better service delivery. These recommendations are based on the research findings. These recommendations presents areas of alteration in project scope, project management body of knowledge and project time management. These are fundamental areas of project management. The conclusion of the project as a whole has been presented to briefly outline the objectives of the study and what the study has successfully accomplished.

Bibliography

Ahmad E. and brozio (2009) *Does Decentralisation Enhance Service Delivery and Povarty Reduction*, Cheltenham UK: Edward Elgar Publishing LTD

African National Congress (ANC), (1994), *Reconstruction and Development Programme (RDP)*, Government publishers and *Technology Principles and Practice*, UK: Butterworth-Heinemann,

Babbie E, Mouton J. and Prozesky B. (2001), *The Practice of Social research*, Oxford, Oxford University Press

Bailey K. D, (1994), *Methods of Social Research*, New York Press

Birley, M. and Morel, N. 1998 *A Practical Guide to Academic Research*, London: Kogan Page.

Bless C and Higson – Smith C, (1994) *Fundamentals of Social Research Methods: An African Perspective*: Kenwyn, Juta.

Bryman A (2008) *Social Research Methodology*, New York: Oxford University press.

Butler-Knight M (2002) *Every Manager's Desk Reference*: USA, ALPHA.

Bernard, H. (2000). *Social Research Qualitative and Quantitative Approaches*, India: SAGE Publishers.

Brynard P.A and Hanekom S.X, 2006, *Introduction to Research in Management Related Fields*, Pretoria: Van Schaik.

Burke R 2001: *Project Management Planning & Control Techniques*, PROMATIC International, Cape Town.

Burke, R. (2003). *Project Management Planning and Control Techniques*. Cape Town : The Rustica Press.

Casell, C.A. (1995). *Qualitative Methods in Organizational Research (A Practical Guide)*. India : SAGE Publishers.

Chui, N. (1997). *Service Targets and Methods for redress: Impact of Accountability in Malaysia* . 17.

Cleland, D. A. (2007). *Project Management Handbook*. New York: Van Nostrand Reinhold.

Cleland, D.I. and King, W.R. (1996), *Project Management Handbook*, Reinhold: New

York.

Cloete, J.J.N. (1993). *Democracy: Prospects for South Africa*. Pretoria: Van Schaik.

Cloete, J.J.N (1974) *Personeeladministrasie*, Pretoria , J L Van Schaik.

Conyers, D.A. (1984). *An Introduction to Development Planning in the Third World* . Chichester : John Wiley and Sons.

Chapman R.A (1993), *Ethics in Public Service Edinburgh*: Edinburgh University Press.

Chiu N.K (1997), *Service Targets and Method of Redress*: Impact of accountability in Malaysia, Volume 17 number 1 February 1997.

Cleland D I & King W R Sandown (1988) *Project Management Hand Book*, Van Nostrand Reinhold, New York

Cloete J. J. N (1993), *Democracy: Prospect for South Africa*, Pretoria J L Van Schaik

Cloete J. J. N (1997) *Democracy: Prospect for South Africa*, Pretoria J L Van Schaik

Cloete J.J N, (2009), *South African Public Administration and Management*, Pretoria, J L Van Schaik.

Cloete J.J.N (1996), *Accountable government and Administration*, Pretoria, J L Van Schaik.

Coetzee J. K *et al* (2007) *Development Theory, Policy and Practice*, New York: Oxford University Press.

Coetzee J. M. (1988). *White Writing: On the Culture of Letters in South Africa*; Yala University Press

Conyers D and Hills P. (1984) *An Introduction to Development Planning in the third World*: Chichester John Wiley and Sons

Craythorne D. L (2006) *Municipal Administration, the Hand Book*, Pretoria: Juta and Co.

Devenish G.E (1998). *A Commrntary on The South African Constitution*, Durban: Butter Worths Publishers.

De Villiers, B. (2009). *Crossing the line dealing with cross- border communities*.

Dingeldey I. and Rothgang H. (2009) *Governance of Welfare State Reform: A Cross National and Cross Sectoral Comparison of Policy and Politics*: Cheltenham UK,

Edward Elgar Publishing LTD.

De Villiers B (2009) *Crossing the Line: Dealing with Cross-Border Communities*, Konrad Adenauer-Stefung, Johannesburg.

Developmental Local Government, *Lessons from the South African Experience*, Cape Town UCT press.

Dodoo (1997) *The Other African American*, United Kingdom: Littlefield Publishers.

Dror Y (1997) *The Capacity of Government*, New York: Frank Cass Publishers.

Du Toit and Van der Waldt (1997), *Managing for Excellence in Public Sector*, Kenwyn: Juta.

Duncan, D. (1996) *Project Management Tool*, United Kingdom: Littlefield Publishers.

Ehlers T and Lazenby, K. (2010), *Strategic Management Southern African Concept and cases*, Pretoria: Van Schaik.

Executive Development Manual (2008), *Pogramme and Project Management*, Pretoria: Government printers.

Fox W & van der Waldt G (2007): *A Guide to Project Management*, Cape Town: Juta.

Fox, W. and Van der Waldt, G. (2008), *A Guide to Project Management*, Juta: Cape Town.

Golfinch S. F and Wallis J. L (2009), *International Handbook of Public Management Reform*, USA: Edward Elgar Printers, Inc.

Guan (1997) *Research Methodology*, USA: State University of New York Press.

Guba G. and Yvonna S.L (1994). *Competing Paradigms in Qualitative Research. In Handbook of Qualitative Research*, Thousands Oks: S A: SAGE

Hanekom, S., & Rowland, R. a. (1987). *Key Aspects of Public Administration*. Pretoria: Macmillan.

Hazelwood, L. (1995). *Desgning Fundable Development Projects for the RDP* .

Kloppenborg, T.(2009). *Project Management A Contemporary Approach*. Canada: Newgen Publishing .

Knipe A, Van der Waldt G., Van Niekerk, D., & Burger, D. A. (2002). *Project Management for Success*. Cape Town.

- Kruger D. Van Eck, S. and Visser, K. (2nd Edition) (2007) , *Project Management , A Multi –disciplinary approach*, Pretoria: FPM Publishers.
- Hanekom, S.X and Thornhill, C. (1994), *Public Administration in contemporary Society*, Pretoria: Southern Book Publishers.
- Hanekom, S.X, Rowland R.W and Bain E.G (1987) *Key Aspects of Public Administration*, Pretoria Macmillan.
- Hazelwood L.R (1995), *Designing Fundable Development Project for DRP: Municipal e Openbare Dieriste*.
- Herman Steyn (2003) *Project Management Methodology*, USA: Oxford University Press.
- Hughes O. E (1998) *Public Management and Administration: An Introduction*, New York: Saint Martin’s Press.
- Isaac and Michael (2005) *Fundamentals of Survey Research Methodology*, Washington: MITRE Publishers.
- Jones B (1996): *Financial Management in the Public Sector*, England: McGraw-Hill Publishing Co.
- Kaul (1996) *Hybrid Cultivar Development*, India: Narosa Publishing House
- Kernaghan and Dwivedi (1983) *Ethics in Public Service*, UK: Edinburgh University Press.
- Kloppenborg T. (2009): *Project Management A Contemporary Approach*, Canada: Newgen Publishers.
- Knipe A., van der Waldt G, van Niekerek D, Burger D and Nell K, (2002) *Project Management for Success*, Sandown: Hienemann.
- Kotze D A (1997) *Development Administration and Management a holistic Approach*, Pretoria: Van Schaik publishers.
- Landsman J. P (2003) *Breaking the grip of Poverty and Inequality in South Africa 2004 – 201*, Pretoria: University Press.
- Lock, D. (1988). *Project Management*, Gower publishing: England

- Lock, D. (1996). *Project Management*. Aldershof England: Gower.
- Lock D (2007), *Project Management*, England: Gower Publishing Limited.
- Lynette Louw and Peet Vertor: (2009), *Strategic Management, Money in the Southern African Workplace*, Cape Town: Oxford University Press, (Pty) Ltd.
- Maylor H. (2003). *Project Management* (3rd ed.). England : Pearson Education Ltd.
- Maylor H, 2005: *Project Management*, England: Person Education Limited.
- Mantel S J 2001: *Core Concepts of Project Management*, USA: John Wiley & Sons, Inc.
- McDaniel and Gates (2009) *Marketing Research International Student Version*, London: Wiley Press Printers.
- Mhone G and Edighejio (2003), *Governance in the new South Africa the challenges of Globalization*, Lansdowne: University of Cape Town Press.
- Miles & Huberman (1994) *Qualitative Data Analysis*, UK: Willey.
- Minnaar, F. (2010) *Strategic and performance in the Public Sector*, Pretoria: Van Schaik.
- Mouton J (1996), *Understanding Social Research*, Pretoria: Van Schaik Publisher.
- Mouton, J. (2002) *Understanding Social Research*, Pretoria: Van Schaik Publishers.
- Newell, M. W (2002). *Preparing for the Project Management Professional (PMP) Certificate Exam*. USA: AMACON.
- Newell, M. W. (2005). *Preparing for the Project Management Professional (PMP) Certificate Exams* (3rd ed.) AMACON.
- Nokes S. and Kelly, S. (2nd Edition) (2007), *The Definitive Guide to Project Management the Fast Track to Getting the Job done on Time and on Budget*, Person Education Limited: United Kingdom.
- Nokes S. and Kelly, S. (2007), *The Definitive Guide to Project Management the Fast Track to Getting the Job done on Time and on Budget*, Pearson Education Limited: United Kingdom

Ntombela E. M. S 2000: *An investigation into the Theory and Practice of Public Management in Public Schools of the Empangeni Region*. Thesis (D. Admin. UKZN).

PALAMA. (2009). *Executive Development Programmen Manual*. Pretoria: Government Printers.

PMI Standards Committee, (1996) *A Guide to the Project Management Body of Knowledge* (PMBOK). USA: Project Management Institute.

Public Administration Leadership and Management Academy (PALAMA) (2008) *Project Khaedu Programme*. Government publishers.

Project Management Body of Knowledge (PMBOK), P. M. (2002).

Rasel, O'Sullivan and Taliaferro Devance, (2011) *Practical Research Methods for Nonprofit and Public Administrators*, Cape Town: Pearson Education.

Reddy P. S (1996), *Readings in Local Government Management and Development, A southern African Perspective*. Cape Town: Juta.

Rosenthal R (1993). *Meta – Analytic Procedures for Social Research*: Beverly Hills, C A SAGE.

Roux Nilo et al: (1997), *Critical Issues in Public Management and Administration in South Africa*, Cape Town: Kagiso Torthory.

Sabela T. Reddy P S (2003), *Readings on Local Government Management and Development a Southern African Perspective*, Cape Town: JUTA.

Saunders M, Lewis P., and Thornhill A, (2009) *Research Methodology for Business Students*, Cape Town: Pearson Education.

Shanghil, M. a. (1993). *Project Planning Management*. Jaipur: Rupa. Schwella E. (1990). *The Theoretical Debate in South African Public Administration. Administratio Publica , 2 no 2*.

Shandhill M. and Mushataque M. (1993), *Project Planning and Management*, Jaipur Rupa.

Schwella E, (1990), *the Theoretical Debate in South African Public Administration, Administratio Publica Vol. 2 No. 2*

Schwella, E. Burger J, Fox W, and Muller J.J. (1996) *Public Resource Management*, Kenwyn: Juta and Co. Ltd.

Steyn, H. , Basson , G. , Carruthers, M., de Plessis , Y., Prozesky – Kuschke , B. , Kruger , D. , Van Eck, S. and Visser , K. (2003) , *Project Management , A Multi –*

disciplinary approach, Pretoria: FPM Publishers.

Steyn H at al 2003: *Project Management A multi-disciplinary approach*, Fundi Project Management (Pty) Ltd, V & R Printing work, Pretoria.

Sunday Times News Paper of 24 August 1997. 24.

The 1996 Constitution of the Republic of South Africa, government publishers.

Theron F (2008) *The Development Change Agent: a micro-level approach to development*, Pretoria: Van Schaik.

Theron F and Schwella E (2000) *the State of Public and Development Management in South Africa*, School of Public Management and Planning, Bellville: University of Stellenbosch.

Van der Molen at al (2001) *Outcome-based Governance: Assessing the Results*, Cape Town: Heinemann publishers.

Van der Molen, K., Van Rooyen, A., & Van Wyk, B. (2002). *Outcome-Based Governance :Assessing the results* . Cape Town : Heinemann Publishers.

Van der Waldt & Knipe A (2007), *Project Management for Strategic Change and Upliftment*, Cape Town: Oxford University Press.

Van der Waldt and Du Toit (2002) *Managing for Excellence in the Public Sector*, Cape Town: JUTA &Co. Ltd.

Van der Waldt and Du Toit (1997), *Public Administration and Management*, Cape Town: JUTA & Co. Ltd.

Van der Waldt at al (2002), *Managing for results in government*, Pretoria: Heinemann.

Van der Waldt, G. Van Niekerk, D., Doyle, M., Knipe, A and du Toit, D. (2002), *Managing Results in Government*, Cape Town: Heinemann.

Van der Waldt, G. (2002). *Managing for Results in Government*. Cape Town: Heinemann.

Van Donk, M. Swilling, M, Pieterse, E. and Parnell S, (2008), Consolidating.

Wysocki D. K. (2004) *Readings in Social Research Methods*. Canada: Webcom.

Service Delivery Review Report

Tsipane L (2003, Vol. 1 no. 2) *The Investors in People Standards*, Pretoria: DPSA printers.

Matomela B.P (2003, Vol. 2 No. 1) *Batho Pele Learning Network launch a Synopsis*, Pretoria: DPSA printers.

Mhlambi S (2003, Vol. 1 No. 2) *Challenges in health services delivery*, Pretoria DPSA printers

Sangweni S (2009, Vol. 7 no. 1) *Reflection on the National Anti-Corruption Forum*, Pretoria DPSA printers.

Sangweni S (2003, Vol. 2 No3) *Performance management as a Leadership and Management Tool*, Pretoria DPSA printers

Mgidi JS (2006, Vol. 5 No. 1) *Government and Administration Cluster Programme of Action*, Pretoria: DPSA printers

Collins P (2000, Vol. 20 No. 1) *Public Administration and Development*, UK: Wiley & Sons

Collins P (2001, Vol. 21 No. 1) *Public Administration and Development*, UK: Wiley & Sons

Sohail M (2003) *Local Government Service Partnership: a background*, Pretoria: Sammy Marks Convention Centre

Geyer Y and Jenkins (2009) *Civil Society and the Zuma Government*, Cape Town: IDASA printer

Peele T (2007: 80) *Ethical conduct*, JHB: Johannesburg Cities Network Printers

Human L (2010) *Nelson Mandela Bay Municipality Community Magazine*, Port Elizabeth

Fraser- Moleketi G J (2003) *Know your Service rights*, Pretoria: Government printers.

Legislative Framework

Republic of South Africa 1997: Public Service Regulations, Pretoria: Government publisher.

The 1996 Constitution of the Republic of South Africa

Republic of South Africa, 1997, White Paper on Public Sector Transformation, Pretoria: Government printers

Republic of South Africa, 1998, Public Service Act, Government publisher

Republic of South Africa, Bill on Single Public Service 2008

Public Service Commission Report January, 2008

Republic of South Africa, department of Public Service and Administration, 2003, A guide to a revitalized Batho Pele, Pretoria

Republic of South Africa 2005, KwaZulu-Natal Citizen Charter, Pietermaritzburg: Government printers

Republic of South Africa 1999, Public Financial Management Act, Pretoria: Government printers

Republic of South Africa 2003, Municipal Financial Management Act No. 56. Pretoria: Government printers

Republic of South Africa 2000, Municipal Service Partnership Bill, Pretoria: Government printers

Republic of South Africa 1997 Public Service Regulations Act, Pretoria: Government printers

Republic of South Africa 2008, New Public Management Bill, Pretoria: Government printers

Republic of South Africa 2000, Municipal Systems Act 32, Pretoria: Government Printers

Republic of South Africa 1998, Municipal Structures Act 117, Pretoria: Government printers

African National Congress ANC, 1994, the Reconstruction and Development Programme: Johannesburg Umanyano Publications

Internet

AA Network Report 23 July 2008

<http://architectafrica.com/node/240>

QUESTIONNAIRES

QUESTIONNAIRE

INSTRUCTIONS

1. Please be kind enough to fill in this questionnaire for the purposes of evaluating the level of managing projects in the Metropolitan Municipalities in South Africa.
2. It must be stated that this is purely for research purposes with an intention of ensuring effective service delivery through project methodology.
3. Fill in or mark with an "X" where applicable.
4. The respondent agrees that he/ she has been informed of the nature and purpose of this research project. The information given will be kept confidential, and will be used solely for research purpose.

Section A

Biographical Details.

1.1 Gender

Male	1
Female	2
Other	3

1.2 Total Management Experience

0-5	5-10	10-15	Over 15 years
-----	------	-------	---------------

1.3 Racial group

African- White- Colourd- Indians

Section B

1. In your own words discuss and explain what the project is?

2. In your own words discuss and explain what Programme Management is?

3. Give examples of projects that you were involved in as a manager.

4. Give reasons as to why projects are divided in project phase.

5. Discuss and explain the role of Project Management to your organizational operations.

6. Discuss each of the Project Management Knowledge Areas; and how do your department comply with it?

6.1 Project Integration Management;

6.2 Project Scope Management;

6.3 Project Time Management;

6.4 Project Cost Management;

6.5 Project Quality Management;

6.6 Project Human Resources Management;

6.7 Project communication Management;

6.8 Project Risk Management; and

6.9 Project Procurement Management.

7. What are the strengths and weakness that you have observed in each Project that has been executed? (Discuss)

8. What do you propose to address the weaknesses? (Discuss)

9. Give examples of external and internal stakeholders involved in projects.

10. Discuss the effectiveness of these stakeholders involvement

(a) Internal

(b) External

11. What processes are followed to determine the beneficiaries of projects?

12. What methods are used to determine the level of satisfaction of projects, as it was expanded by beneficiaries?

13. Which methods in terms of your experience are most effective and why?

14. What techniques are used to priorities projects?

15. What methods are used to monitor and evaluate projects?

16. What information is contained in projects management reports for submission to high authorities?
(get project reports from each metro municipality)

17. In your view, how projects management methodology does contribute to effective service delivery?
Give examples.

**UNIVERSITY OF KWAZULU-NATAL
SCHOOL OF MANAGEMENT, IT AND GOVERNANCE**

INFORMED CONSENT

Dear Respondent,

**Research Project:
Doctor of Administration (D. Admin)**

Researcher: Mr. Bhekabantu Alson Ntshangase
Contact Numbers: 031-373 6864/1 Cell No. 0790951766

Supervisor: Dr TI Nzimakwe (031- 2607576)
Research Office: Ms P Ximba 031-2603587

I **Bhekabantu Alson Ntshangase**, a Doctor of Administration student (D. Admin.) at the School of Public Administration and Management, of the University of KwaZulu-Natal. You are invited to participate in a research project entitled: **The role of project management methodology in municipal service delivery with a particular reference to metropolitan municipalities in South Africa.** The aim of this study is to investigate the impact of project management methodology to service delivery to all six metropolitan municipalities in South Africa.

Through your participation I hope to understand the practical impact of project management to service delivery. The results of the survey are intended to contribute to development of strategies that will enhance more comprehensive synergy of project management impact to service delivery.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this survey. Confidentiality and anonymity of records identifying you as a participant will be maintained by the School of Public Administration and Development Management, UKZN.

If you have any questions or concerns about completing the questionnaire or about participating in this study, you may contact me or my supervisor at the numbers listed above.

The survey should take you about **30** minutes to complete. I hope you will take the time to complete this survey.

Sincerely

Investigator's signature _____ Date _____

UNIVERSITY OF KWAZULU-NATAL

SCHOOL OF MANAGEMENT, IT AND GOVERNANCE

INFORMED CONSENT

Doctor of Administration

Researcher: Bhekabantu Alson Ntshangase (031- 373 6864) Cell (0790951766)

Supervisor: Dr. T I Nzimakwe (031- 260 7576)

Research Office: Ms P Ximba 031-2603587

CONSENT

I.....hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

SIGNATURE OF PARTICIPANT

DATE

.....

**PEMISSION LETTERS TO CONDUCT
RESEARCH**



Directorate: Policy, Strategy and Research

6th Floor, Algoa House

Chapel Street

Port Elizabeth, 6001

Tel: +27 (0)41 506 1910

Fax: +27 (0)41 506 1960

Enquiries: Ms. L. Kanjeni

Email: Inkanjeni@mandelamentro.gov.za

01 May 2011

Dear Mr Bhekabantu Alson Ntshangase

HOD: Department of Public Management and Economics

Durban University of Technology

ML Sultan

**RE: THE ROLE OF PROJECT MANAGEMENT METHODOLOGY IN MUNICIPAL SERVICE DELIVERY
WITH PARTICULAR REFERENCE METROPOLITAN MUNICIPALITY IN SOUTH AFRICA**

1. The above has reference.
2. Please be informed that your request to conduct your research in Nelson Mandela Bay Municipality has been granted.
3. A copy of your final approved research document be forwarded to our office.

Yours Sincerely

Mr Walter Shaidi

EXECUTIVE DIRECTOR: Policy Strategy and Research

I Mr. B. A Ntshangase agree to comply with the conditions set out above

Signature -----

Date -----



a world class African city



City Power Johannesburg

40 Heronmere Road PO Box 38766 Tel +27(0) 11 490 7000
Rouvoon Booyens Fax +27(0) 11 490 7590
Johannesburg 2016

www.citypower.co.za

Mr Bheka Alson Ntshangase
Research Officer
Westville Campus
University of KwaZulu-Natal

01 June 2011

Dear Mr Ntshangase

The role of project management methodology in Municipal service delivery with particular reference metropolitan Municipality in South Africa

This is to inform you that your request to conduct your research in City Power has been granted based on the following conditions:

1. That you will agree to share the results of your study with us formally.
2. That you will provide the department with a copy of your final research document once approved.
3. That you will agree to do a presentation of your results to the relevant department.

Please note that we will not assist your data collection process but will point you to the relevant persons.

I hope you will find this in order.

Yours Faithfully

Nkanyiso Msomi
Acting Director: Engineering Services
Tel: (011) 490-7531
Fax: (011) 870-3799
Email: wmsomi@citypower.co.za

I Bheka Alson Ntshangase agree to comply with the conditions above.

Signature.....

Date.....

Non-Executive Directors: G Simelane (Chairperson of the Board), T Marwala, J Kombirol, K Garlipp, H Maluya, G Biddisa,
D Dandoe, Y Ndema, B Hawkswood
Executive Directors: S Xulu (Acting Managing Director)
M Smith (Company Secretary)
Registration number: 2000/030051/07 VAT number: 4710191182

MEMORANDUM



Head Office
4th Floor Mutual and Federal Building
87ElstonAvenue
BENONI

Private Bag X1069
GERMISTON, 1400
South Africa

Tel: (011)820-4232
Fax: (011)255-4715 www.ekurhuleni.com

To: Mr Bheka Alson Ntshangase
From: Director: Research and Development
Elizabeth Ramaoka
E-mail: elizabeth.ramaoka@ekurhuleni.gov.za
Date: 22 February 2011

Dear Mr B. Ntshangase

RE: The role of project management methodology in Municipal service delivery with particular reference metropolitan Municipality in South Africa

This is to inform you that your request to conduct your research in Ekurhuleni has been granted based on the following conditions:

1. That you will agree to share the results of your study with us formally.
2. That you will provide the department with a copy of your final research document once approved
3. That you will agree to do a presentation of your results to the relevant department.

Please note that we will not assist your data collection process but will point you to the relevant persons.

I hope you will find this in order.

Regards

Elizabeth Ramaoka
Director: Research and Development

I Bheka Alson Ntshangase agree to comply with the conditions above.

Signature.....

Date.....



**Sustainable Development & City Enterprises
Economic Development Unit**

11th Floor, Rennie House
41 Magaret Mncadi Avenue, Durban, 4001
P O Box 5856, Durban, 4000
Tel: 031 311 4227, Fax: 031 332 1720
www.durban.gov.za

Mr. Bheka Ntshangase
HOD : Department of Public Management and Economics
Durban University of Technology
ML Sultan Campus
bhekan@dut.ac.za
01 May 2011

Research Topic: The role of Project Management methodology in South African
Metropolitan Municipal Service Delivery

Dear Bheka

This is to inform you that your request to conduct research at eThekweni Municipality has been granted based on the following conditions:

- (a) That you will agree to share the results of the study with us formally;
- (b) That you will give the department with the copy of your final research report;
- (c) That you will agree to do the presentation of results to relevant units of the municipality.

Yours Sincerely

.....
Themba Msomi
Deputy Head: Economic Development Projects
eThekweni Municipality

I Bheka Alson Ntshangase agree to comply with the conditions set out above

Signature-----

Date-----



Director: Knowledge and Research

City of Tshwane

3rd floor Metro Building

234 Bosman Street

Pretoria 0001

Date: 26 April 2011

Dear Mr Bheka Ntshanagse

This is to inform you that your request to conduct academic research at Tshwane Metropolitan Municipality had been allowed, but the following conditions must be fulfilled:

- (a) That you will share the research findings with us formally, and
- (b) That you will provide the research unit of the municipality with a copy of your research report.

Please make arrangements with relevant units of the municipality for the interviews

For any support contact my office.

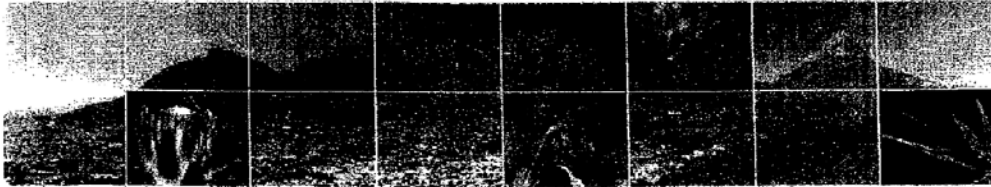
pp. David
Yours Sincerely

David Ramagopo

Director: Knowledge and Research

Tel: (012) 358 9999

Fax: (012) 3582293



City of Cape Town

To: Mr B Ntshangase
Durban University of Technology
Durban

From: Executive Director:
Lokiwe Mtwazi
Tel: 021 400 1216
Fax: 021 400 1269

Date: 08 March 2011

Email: Lokiwe.Mtwazi@capetown.gov.za

Dear Mr Bheka Ntshanagse

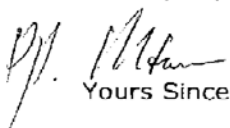
Please note that the City of Cape Town has granted you a permission to conduct research as per your request.

The City of Cape Town wants you to comply with the following requirements:

- (i) That you will allow the us to share the research findings, and
- (ii) That you will provide the research unit of the municipality with a copy of your research report when required.

You can make appointments with relevant units managers for the interviews.

For any support contact my office.


Yours Sincerely

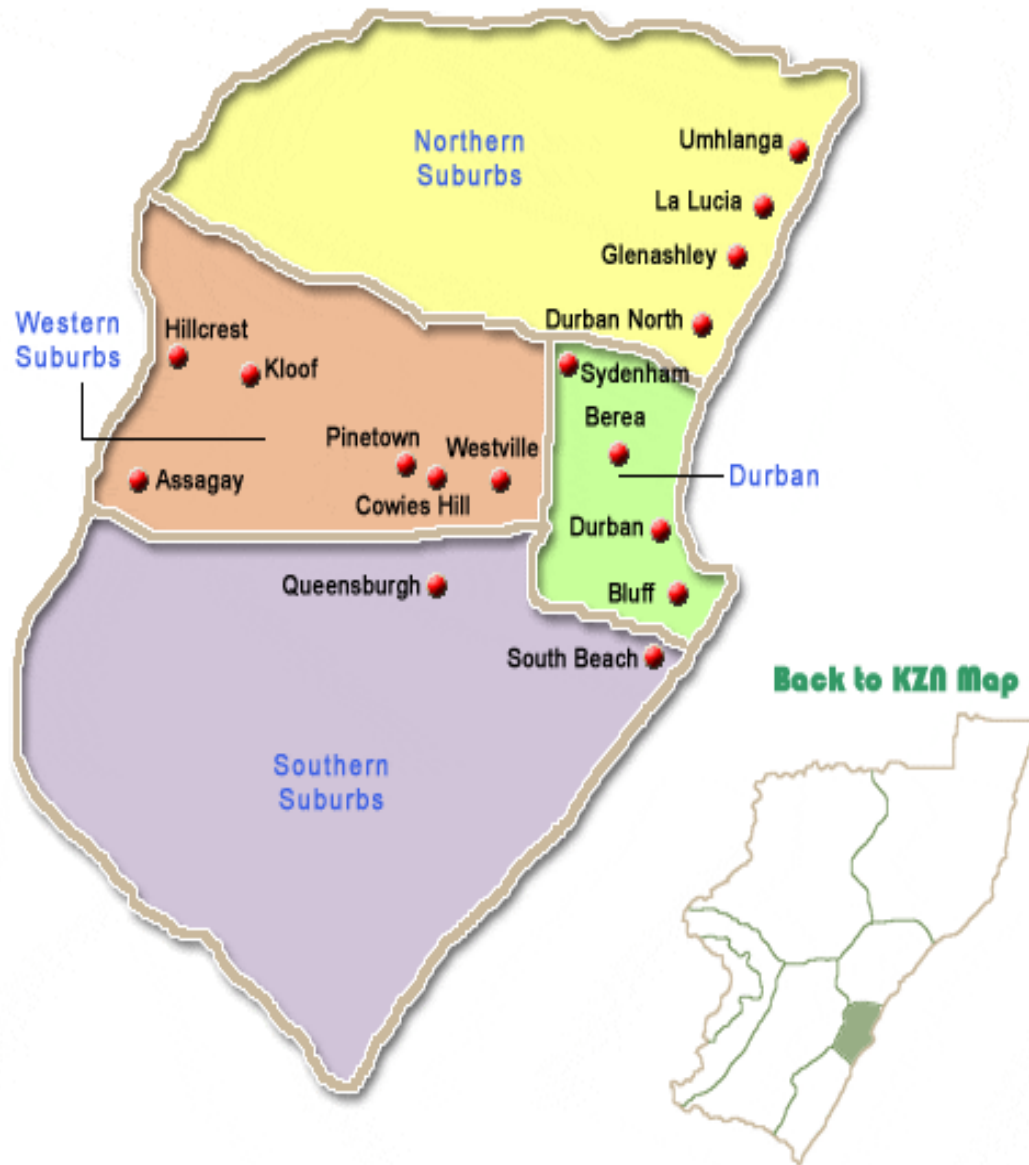
Mtwazi Lokiwe

Executive Director: Research Department.

METROPOLITAN MUNICIPALITY

MAPS

ETHEKWINI METROPOLITAN



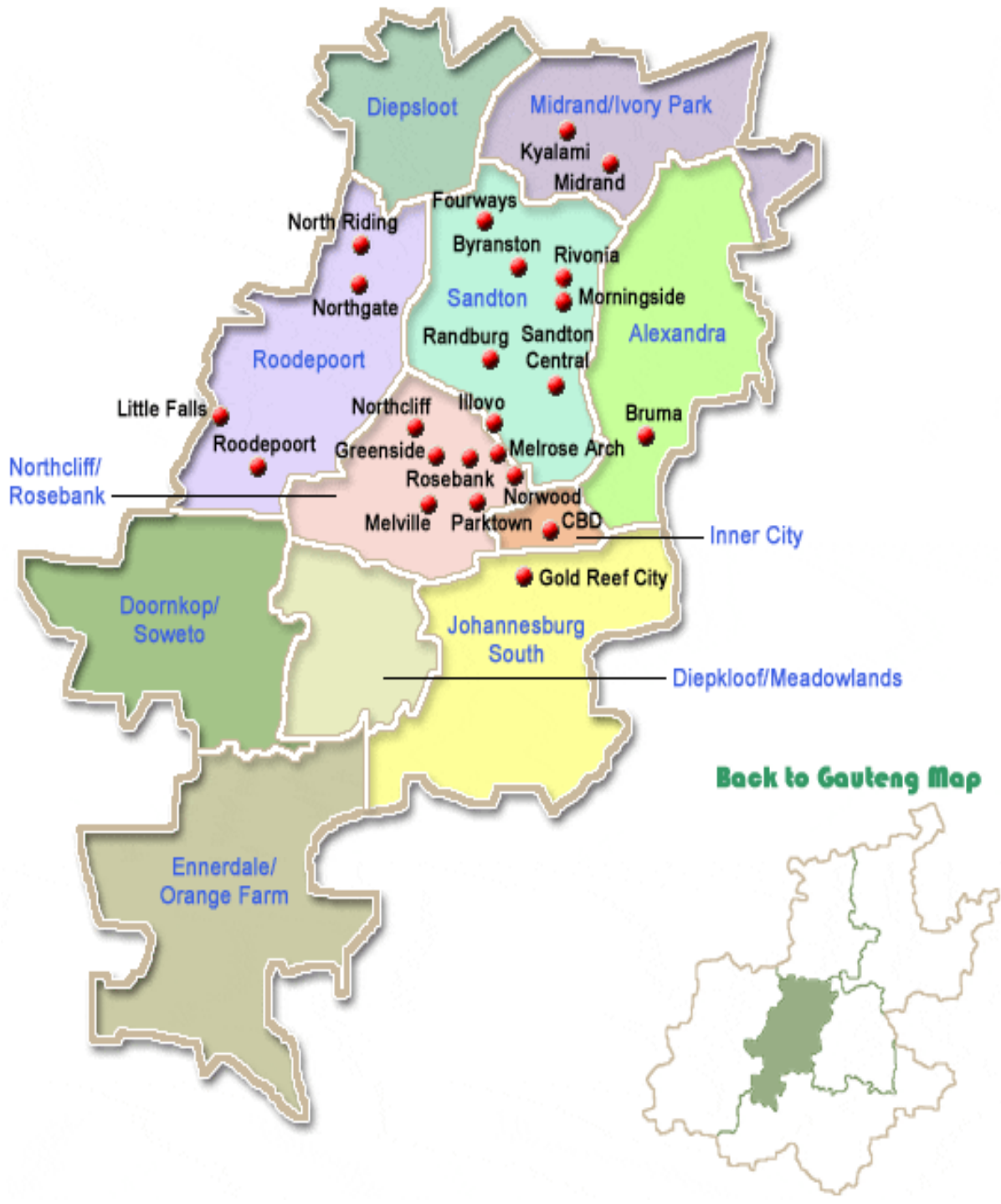
EKURHULENI METROPOLITAN



[Back to Gauteng Map](#)



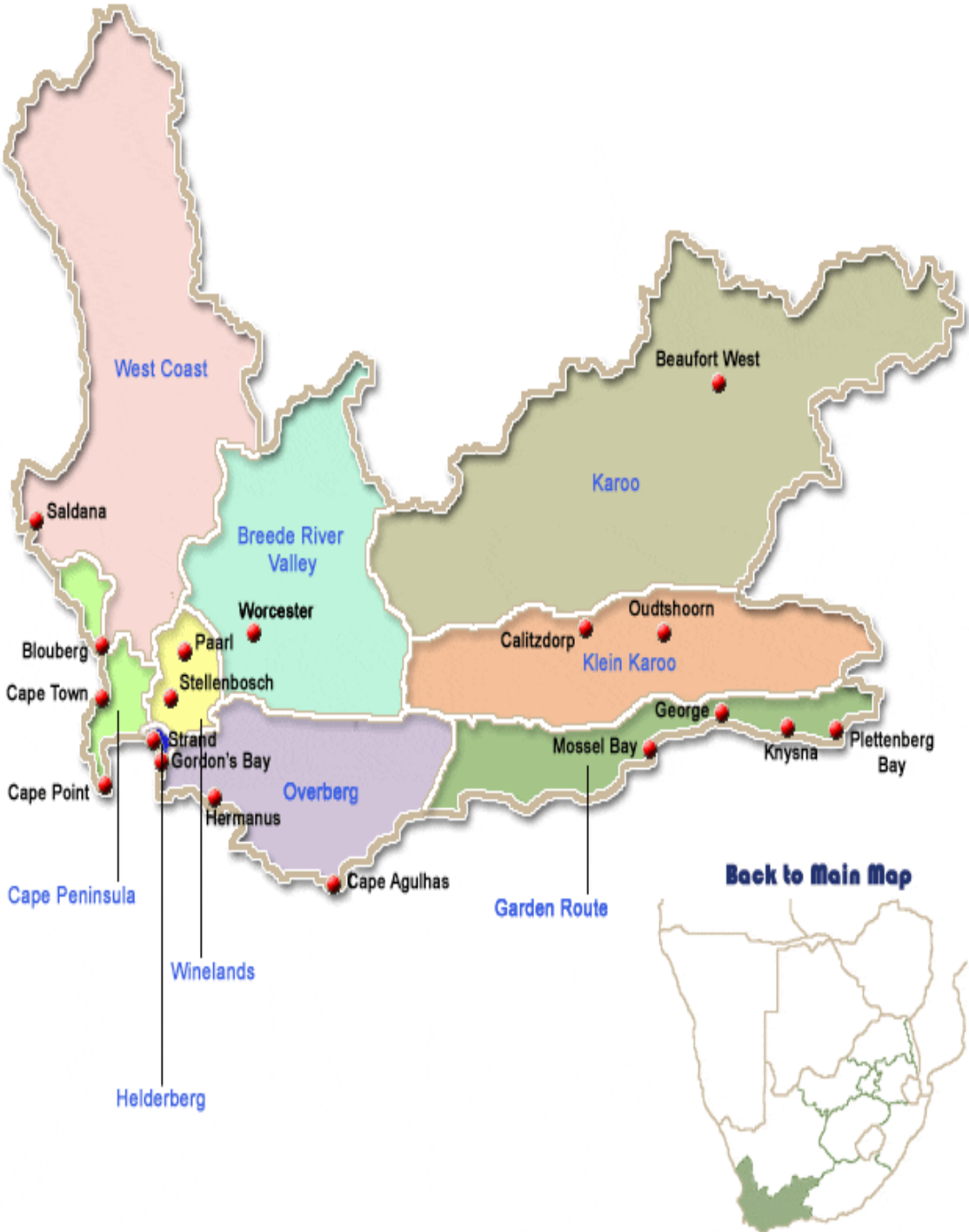
CITY OF JOHANNESBURG



CITY OF TSHWANE



CITY OF CAPE TOWN



NELSON MANDELA METROPOLITAN BAY



ETHICAL CLEARANCE LETTER



18 August 2014

Mr Bheka A Ntshangase 9509228
School of Management, IT and Governance
Westville Campus

Protocol Reference Number: HSS/0222/03
Project Title: "The role of Project Management methodology in Municipal Service Delivery with particular reference to Metropolitan Municipalities in South Africa"

Dear Mr Ntshangase

Recertification approval

This letter confirms that you have been granted Recertification Approval for a period of one year from the date of this letter. This approval is based strictly on the research protocol submitted in 2003.

Any alterations to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study must be reviewed and approved through the amendment /modification prior to its implementation. Please quote the above reference number for all queries relating to this study. PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

Dr Shenuka Singh (Chair)

/px

cc Supervisor: Professor D Singh
cc Academic Leader Research: Professor B McArthur
cc School Administrator: Ms Angela Pearce

Humanities & Social Sciences Research Ethics Committee

Dr Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X54001, Durban 4000

Telephone: +27 (0) 31 260 3687/8350/4557 Facsimile: +27 (0) 31 260 4809 Email: smbep@ukzn.ac.za / snymaom@ukzn.ac.za / mobuno@ukzn.ac.za

Website: www.ukzn.ac.za



100 YEARS OF ACADEMIC EXCELLENCE

Founding Campuses: ■ Edgewood ■ Howard College ■ Medical School ■ Pietermaritzburg ■ Westville

18 August 2014

Mr Bheka A Ntshangase 9509228
School of Management, IT and Governance
Westville Campus

Protocol Reference Number: HSS/0222/03
Project Title: "The role of Project Management methodology in Municipal Service Delivery with particular reference to Metropolitan Municipalities in South Africa"

Dear Mr Ntshangase

Recertification approval

This letter confirms that you have been granted Recertification Approval for a period of one year from the date of this letter. This approval is based strictly on the research protocol submitted in 2003.

Any alterations to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study must be reviewed and approved through the amendment /modification prior to its implementation. Please quote the above reference number for all queries relating to this study. PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully



.....
Dr Shenuka Singh (Chair)

/px

cc Supervisor: Professor D Singh
cc Academic Leader Research: Professor B McArthur
cc School Administrator: Ms Angela Pearce

Humanities & Social Sciences Research Ethics Committee

Dr Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X54001, Durban 4000

Telephone: +27 (0) 31 260 3587/8350/4557 Facsimile: +27 (0) 31 260 4609 Email: ximbap@ukzn.ac.za / snymam@ukzn.ac.za / mohunp@ukzn.ac.za

Website: www.ukzn.ac.za



1910 - 2010
100 YEARS OF ACADEMIC EXCELLENCE

Founding Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville