

**UNIVERSITY OF KWAZULU-NATAL**

**IMPACT OF STRATEGIC COMMUNICATION POLICY ON  
SERVICE DELIVERY AND GOOD GOVERNANCE WITHIN  
KWAZULU-NATAL DEPARTMENT OF SPORT AND RECREATION**

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KWAZULU-NATAL DEPARTMENT OF SPORT AND RECREATION**

**By**

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## DECLARATION

I, Bhoowan Prakash Singh, declare that:-

- (i) The research reported in this thesis, except where otherwise indicated, is my original research;
- (ii) This thesis has not been submitted for any degree or examination at any other university;
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06 October 2014

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## ABSTRACT

Strategic communication within the public sector is a direct determinant of the quality of service delivery provided to the constituency of the current regime. As a critical tool of good governance, the effectiveness of the communication strategy is directly dependent on the quality of the communication policy. The aim of this research study is, therefore, to gauge the level of effectiveness of the current Draft Communication Policy utilized by the KwaZulu-Natal Department of Sport and Recreation (DSR), and to propose a review of the policy with the intent of refining communication strategy in the light of contemporary global practice. The key questions asked included the degree of familiarity of the DSR with e-governance, as well the contribution of strategic communication as an enabler to good governance. Furthermore, it should be noted that the linkage between Public Administration, management and policy perspectives directed the discussion on good governance within the public sector. Also, analysis of the theoretical frameworks on public policy incorporated the Systems Approach to policy-making and the South African Excellence Model, *amongst others*. The use of empirical methodology, incorporating the use of questionnaires, interviews and observation has been used to elicit relevant information from DSR officials and stakeholders to identify areas of communication review. This case study approach into the formulation of the DSR communication policy and strategy in the digital era, provides a 'blueprint' for government departments in general to achieve their goals and objectives electronically. e-Governance is the emerging mode of contemporary service delivery, and the success of digital government process is highly dependent on information technology being embedded within the communication policy. As a consequence the need for the restructuring of the DSR to regularize operations, management and functioning of the Communication Services Component (CSC) should be immediate. In essence, the formulation and adherence to the prescripts of a communication policy, and the resultant communication strategy is intended to be in keeping with the ethos of good governance in its pursuit of best practice to promote efficiency, effectiveness and value-for-money.

## **LIST OF ACRONYMS**

AA	Administrative Assistant
CD	Chief Director
CEO	Chief Executive Officer
CSC	Communication Services Component
DHA	Department of Home Affairs
DPSA	Department of Public Service and Administration
DSR	Department of Sport and Recreation
EPMDS	Employee Performance Management and Development System
EVP	Employee Value Proposition
EXCO	Executive Committee
GCIS	Government Communication Information Systems
HoC	Head of Communication
HoD	Head of Department
HSRC	Human Sciences Research Council
ICT	Information and Communication Technology
IG	Indigenous Games
KZN	KwaZulu-Natal
KZNDSR	KwaZulu-Natal Department of Sport and Recreation
MANCO	Management Executive Committee
M&E	Monitoring and Evaluation
MEC	Member of the Executive Committee (in Provincial Parliament)
MLO	Media Liaison Officer
MPCC	Multi-purpose Community Centres
NPM	New Public Management (Theory)
OECD	Organization for Economic Co-operation and Development
OTP	Office of the Premier
PAIA	Promotion of Access to Information Act
PAJA	Promotion of Administrative Justice Act

PCF	Provincial Communicators' Forum
PD	Programme Director
PFMA	Public Finance Management Act
PSA	Public Service Administration
SAEM	South African Excellence Model
SITA	State Information and Technology Agency
SO	Sports Officer
SONA	State of the Nation Address
SOPA	State of the Province Address
SPSS	Statistical Package for the Social Sciences
SRSA	Sport and Recreation South Africa



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## CHAPTER ONE

### 1 INTRODUCTION AND OVERVIEW OF THE RESEARCH STUDY

#### 1.1 INTRODUCTION

The focus of the research study is on policy formulation as it relates to good governance and improved service delivery through communication strategy reform. The formulation, implementation and review of public policy lies within the ambit of government processes (Cloete 1999a:15). This agenda to pursue policy objectives within a society is undertaken through its strategies, plans, issues pursued and actions.

South Africa's attaining of a state on democracy in 1994 is testimony to its pursuit of good governance. According to Mhone (cited in Mhone & Edigheji 2003:37), developments such as the formation of NEDLAC, the decentralisation of service delivery imperatives to provincial and local government tiers, as well as the *Batho Pele* initiative for direct service delivery, is ample evidence that the South African government has made major strides towards good governance practice.

Section 195 (1) of The Constitution of South Africa, 1996, stipulates that the administration of the public service must be based on principles and values that are democratic, which promote effective, efficient and economic use of resources whilst ensuring that service delivery is fair, impartial, equitable, and that services should be developmental and provided in a professional manner. Public administration must also be responsive to people's needs, and must encourage citizen-participation in policy-making through dissemination of information to the people in a transparent and accountable manner.

The conduit and mechanism of service delivery within the South African government system is characterised by three tiers, *viz*, national, provincial and local. The manner of governance comprises political and administrative spheres, with a democratic system being adopted politically. The governance and management of the administrative sphere lies constitutionally within the realm of the Department of Public Service and

Administration (DPSA). Lamond (2013:61) quotes the Minister of the DPSA, Ms Lindiwe Sisulu, outlining the role of the DPSA: “The DPSA is responsible for fostering good governance and sound administration in the public service. Our Constitution requires excellence from the public service... It provides that public administration must be governed by the values and principles that include a high standard of professional ethics; effective, efficient and economic use of resources; development orientation; impartiality; fairness, equity, responsiveness, accountability, transparency, including timeliness, accessibility and accuracy.”

The status on government communication as depicted in the Executive Summary in the *Communications 2000* Final Report (1996:6), post-apartheid, indicates that there is an overall lack of central co-ordination, and “communications has a low priority as reflected in its budgets and the status of communicators.” The current *status quo* on communication within government is still of concern as systems and structures introduced within government structures need to be constantly reviewed to elicit maximum benefit in the promotion of government. Such review would also include an assessment of the languages of communication with the citizenry. Ngcobo (2009:5) acknowledges the South African Constitution on “equal rights including the right to be served in one’s own language.” He believes that access to information can only be meaningful if provided in a language that one can understand, a key *tenet* that could be made possible as part of the communication policy.

The KwaZulu-Natal Department of Sport and Recreation (DSR) had been established eleven years ago, in 2004. To date it does not have an approved communication policy or communication strategy, resulting in various service delivery challenges. Policies are a critical mechanism of good governance, and the adherence to an interim communication policy has resulted directly in service delivery that is not of maximum benefit to either the department or its beneficiaries. It is against this backdrop that the researcher has chosen to investigate the policy-formulation process with the intent of improving the provision of communication services as a support service to maximise

service delivery by the department. Such policy formulation for the Communication Services Component (CSC) is a form of good governance.

The impact of the absence of an approved communication policy on government service delivery, as well as on the political sphere of government, has motivated the scope of the research study. The communication process has a direct impact on both the quality and reach of service delivery, and determines the relationship between the elected and the electorate.

## **1.2 OVERVIEW**

### **1.2.1 Structures and Spheres of Government in South Africa**

The South African democracy, instituted in 1994, has introduced the management of government at various spheres, *viz*, nationally, provincially and locally. Minnaar (2010:3) purports that public administration consists of two interdependent disciplines, *viz*, a political process and an administrative process linked together by governance functions operating in an open system environment. The governance functions ensure that public sector organizations align their activities in accordance with the strategic direction identified by the political office bearers. Whilst the political sphere determines the agenda and direction of service delivery, it is the administrative arm that is responsible for the logistics of service delivery. The nature of administration of these public entities is referred to as public administration, or the executive arm of government. Rosenbloom (1998:4-5) defines public administration as “the action part of government, the means by which the purposes and goals of government are realized.” This implies that public administration has a direct impact on both the level of services delivered, as well as the reciprocal impression left on the constituency of the level of service delivery by the current political regime.

Partnerships exist when there is a shared vision and responsibility, and these are viewed as governance mechanisms to develop coalitions. Brinkerhoff (2000:213) deems such coalitions important in strengthening constituencies which are effectively utilised in the implementation of reform strategies. Public-private partnerships emerged as a direct

result of the lack of resources by government, and the need to thus share resources with the private sector so as to address the huge backlogs in service delivery that could not be met by the public sector alone. Community participation is essential to accurately represent the needs of the target beneficiaries, and this legitimises government structures and also makes policies more efficient. Strategic communication thus includes citizen participation in decision-making through the following guidelines, *amongst others*, as purported by Nzimakwe (2005:62):

- Promoting awareness of value of citizen-participation in the governance process;
- Citizens need to be part of decision-making on issues affecting them;
- Provision of monitoring of resources and services must be undertaken through citizen participation; and
- Citizen participation should promote and strengthen existing relationships.

The success or failure of a government is judged by the impression the citizens have of its rate of delivery. Provincial government departments, as branches of national government, function as the operational limbs involved in the service delivery process and account at two levels, *viz*, to provincial parliament as part of administrative governance and to the citizens of the service area who elect provincial parliamentarians. An anomaly often exists between the reports presented to parliament and the services actually provided to the community. The strategic communication inherent in the communication services policy will thus ensure that what is reported to parliament is a true reflection of that which is realistically occurring on the ground. A natural consequence of this approach will thus be improved service delivery, a clear indicator of good governance.

The CSC of a public entity is directly responsible for the marketing of that entity. Usage of the services of this component by senior management as a strategic tool to promote service delivery in all its forms has the potential to improve service delivery by publicizing the activities of the entity to its service area and constituency, as well as by promoting unison within the various faculties of the entity to ensure that the organization functions as an efficient team, delivering together on one mandate. Cognisance must be taken of

the fact that communication as a concept and activity is not restricted to this component only but rather that, by its very nature, it permeates all other aspects of administration and is impacted on heavily by the human factor. It is necessary, nevertheless, to find a structural niche for the placement of the CSC as a support service within a common and dedicated tier and programme within all government departments.

### **1.2.2 KwaZulu-Natal Department of Sport and Recreation**

The location of this study is the DSR, a department which had been promulgated in 2004. The DSR comprises eleven district offices. KwaZulu-Natal (KZN) is one of the nine provinces that comprise South Africa, and is the only province that has a stand-alone Department of Sport and Recreation; all other provinces have the DSR combined with the Department of Arts & Culture, resulting in a Department of Arts, Culture, Sport & Recreation. KZN has a single MEC for the two individual Departments of Arts & Culture and Sport & Recreation.

The DSR has the government mandate of promoting and developing both sport and recreation within the Province of KZN. This mandate ensures that all members of the public are deemed as beneficiaries of the DSR Programme, be they active athletes or recreational sportspersons. It is thus essential that interaction between the DSR as service provider, and the people of KZN as targeted beneficiaries, be at optimal level. Hence the degree of communication between these two entities determines the degree of success, or lack, of the interaction process which would inform the programmes of the department.

The DSR comprises 2 head offices, 11 district offices based at 7 sites, 164 permanent officials and 200 contract staff. The provincial spread of officials and programmes place many challenges on the department working as one team to deliver on its adopted programmes. Effective communication systems are central to the effective and efficient provision of services to the people of KZN.



The DSR was used as a case study because it is one of the key Departments in the Province of KZN in relation to health, social cohesion, and economic upliftment. There is no formal communication policy in place for the Department. There are many challenges experienced with the net effect on service delivery and with other departments being minimised. The absence of an approved communication policy undermines the management and execution of an efficient and effective communication service, allowing for unco-ordinated dissemination of information to stakeholders, silo-operations of departmental components, non-usage of economies of scale with regard to communication spend, and most importantly, lack of accountability of poor or misinformation to stakeholders. At best, communication provision is highly fragmented in this Department, which makes it a relevant case study for examination.

The provision of services by an effective CSC thus has a direct impact on both the provision of external communication (between department and beneficiary community), as well as between members of the department itself.

### **1.3 CONTEXT OF THE STUDY**

South Africa has emerged from the apartheid era, one characterized in the main by unequal management and service-delivery treatment of its citizens based on the colour of one's skin. The *status quo* has been engineered to achieve this objective, and classification of information formed a core part of the regime's arsenal. Information on government spend was not easily accessible to avoid public outcry. Public administration, as governed by the political mandate of the time, operated in keeping with this political directive.

In the new dispensation the DSR, as a second-tier government entity, is accountable to both national government in the form of the Sport & Recreation South Africa, as well as to KZN community *via* its sporting stakeholders, social partners and corresponding departments. As a democratic organ of state, and like other government institutions, the DSR is bound by various forms of government legislation as based on the Constitution of

the country. Access to information is a fundamental right, ensuring transparency and accountability by government. In order to attain this objective, policies have been created and adopted to ensure that, in this instance, communication of government activities is managed responsibly so as to ensure that the correct messages are transmitted. The (communication) policy would ensure that communicators are held accountable for the messages relayed. As with any democracy, information on service delivery determines the status and reign of government.

Policies determine strategies to be adopted, and the DSR requires an approved communication policy to ensure that communication services are provided efficiently and effectively by the relevant component. This is essential to promote the functioning of the department, as well as to allow communication to be used to ensure accountability by all department officials to both the government and to the public. The communication policy is thus a necessary form of good governance.

## **1.4 BACKGROUND AND OUTLINE OF THE RESEARCH PROBLEM**

### **1.4.1 Structure of the South African Government Services**

The nature and degree of service delivery by the *government-of-the-day* is a key determinant of both the duration and the legacy of that regime. The current democratic government in South Africa has resulted from the replacement of the system of apartheid that had resulted in a divided nation characterized by segregation of service delivery as part of a conscious effort to divide its people. The democratic principles of current governance is based on the concept of a 'people's government', hence one of the guiding *tenets* is the involvement of the citizens of the country in the decision-making process. For this to happen effectively, government thinking, intentions and activities must be made known to the citizenry for them to participate in government processes and programmes. This democracy is based on the principle of '*a government for the people, by the people.*'

Ms Ayanda Dlodlo, the Deputy Minister of Public Service and Administration, is quoted as saying, "Government recognises the importance of information as an empowering and

liberating tool for our citizens living during this 'knowledge economy' era" (Dlodlo 2014:37).

The current system of governance is characterized by minimal public administration interaction with the communities being served. Much of such interaction stems from the flow of information from the public administration component to the communities with very little, if any, reciprocal flow of information. However, even this flow of information to the community is limited. Public sector accountability leans more towards the political principals and parliament. Policy formulation and implementation forms a critical part of the public administration process as it demarcates the parameters of public service delivery, aiming to enhance such service delivery by making it more efficient and effective.

#### **1.4.2 Outline of the Research Problem**

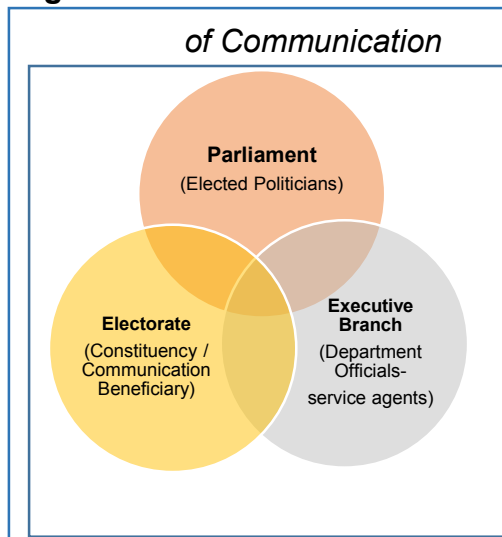
A case study approach has been adopted as the predominant research approach for this study. Holliday (2002:52) maintains that a conceptual framework serves the function of positioning the researcher in terms of the research by highlighting the most important features of the research design and the perceived relationships between the various aspects of the research design.

This research intends to investigate the possibility of improving the reciprocal flow of information between the community and the department, as well as between officials of the department, by improving the current draft policy on communication adopted by the DSR over the past 10 years. This research study also intends to investigate the impact on service delivery with the incorporation of strategic communication into the policy as part of good governance.

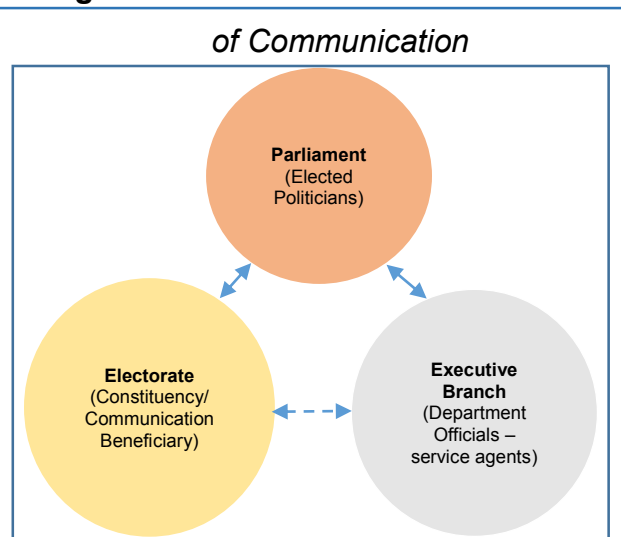
This research study is thus intended to investigate the impact of the current draft communication policy of the DSR, and to recommend a communication services model that would better serve the department. *Figure 1.1* and *Figure 1.2* that follow clearly illustrate the current state of interaction, and what is perceived as the ideal state of

interaction, amongst the political sphere, the public administration component and the community:

**Figure 1.1: Current Status**



**Figure 1.2: Recommended Status**



*Author's Perspective*

*Figure 1.1* above is based on the author's perspective of the communication imperatives derived from the current operations of the department. The shaded areas indicate that only a small percentage of individuals in each sphere enjoy the interaction and benefit from the sharing of information whilst the greater majority are out of the communication loop.

The suggested communication approach in *Figure 1.2* is the ideal to which the department should strive based on the constitution and good governance practice of the current regime as this indicates the quest for a broader sharing of information. Whilst parliament determines the political mandate, public administration effects the actioning of this mandate according to best practice and good governance as service delivery is to the electorate/public. The political mandate is given to political entities whose service delivery is actioned from parliament, via the executive branch as service agents, through to the community as beneficiaries, hence completing the circle of public administration.

In order for communication to enhance the process of service delivery, it needs to be ordered via a communication policy for it to form a tool of good governance.

*Figure 1.1* illustrates there is room for improvement in the interaction between public administration and the public. This illustrates that strategic communication would result in greater interaction amongst the three critical components involved in this process of service. *Figure 1.2* would ensure maximum benefit to the communities served by the DSR, viz, the community of KZN as beneficiaries of the services provided, and by the officials of the DSR as members of the delivery team of such services.

The study will also assess the contribution of the communication services unit to teamwork and transparency within the department itself, and its resultant effect on optimized service delivery. The research will include in its scope, the other government departments within KZN, its critical stakeholders such as the public and federations, as well as Sport & Recreation South Africa (SRSA). The policy to be formulated for the DSR includes will hence include the spheres of internal and external communication.

A key area of research is the Consolidated Risk Profile of the DSR (2012:10) which identifies risks associated with both Internal and External Communication as per the component activities mentioned in point 21 of the DSR Risk Register, i.e. an ineffective internal and/or external communication process within the department resulting in confusion on reporting line, lack of accountability, poor decision-making and hampered service delivery. However, upon inspection of the other risks overall, it is interesting to note that whilst strategic communication would contribute to risk minimisation, the Risk Committee (which does not include any official from the CSC), has not identified communication as a tool to minimise such risk. The research study will, therefore, address the factor of risk as part of the strategic focus for good governance, and the revised model would incorporate facets that would hone in on this area as well.

The aim of social research is two-fold. The first aim is to arrive at results that are true and reliable whilst the second aim is to pay attention to the issue of resources and

resource management (Mouton 2002:63). This research study incorporates both these aims, attempting to identify and explain the impact of strategic communication on service delivery and good governance within the DSR by offering insights into:

- The current status of communication within DSR governance;
- Discussing strategies to improve communication within the DSR; and
- Contribute to an improved communication service to realise efficient, effective and economic service delivery by the DSR.

## **1.5 OBJECTIVES OF THE RESEARCH**

The purpose of this research study is to investigate the current form of communication adopted by the department and to identify the core determinants that could be incorporated into the communication policy to enhance service delivery.

The research attempts to identify the aspects that have a negative impact on the effective use of the CSC within the DSR, *viz*, the absence of an approved communication policy.

The area of study will focus on the impact of strategic communication on:

- Maximising the marketing and publicity of DSR services,
- Risk management;
- Monitoring and evaluation; and
- Maximising service delivery.

In order to support the above-mentioned areas of focus, the research will also concentrate on evaluating the presence of an effective and integrated communication management system within the department, and will include, *amongst others*, the following areas of investigation:

- Policy and strategy of Communication Services Components within the KZN provincial government departments;
- Budgetary allocations and placement of delegations for the Communication Services Component;

- Comparison of degree of effectiveness between government departments with varying communication structures and the resultant performances of such departments;
- Degree of interaction with critical stakeholders and beneficiaries internally and externally;
- Improved mechanisms of communication such as ICT and social media; and
- Consideration of a communication model that would address the challenges experienced in incorporating strategic communication.

Whilst the literature review highlights the need for inclusion of strategic communication within the DSR policy, the gap lies in both the recognition of all officials being part of the communication factor, as well as the mechanisms that can be used by the DSR to engage in strategic communication. The government 'profit' of maximum benefit at minimum cost can thus be made possible.

The primary objectives of the study are to:

- Identify areas within the DSR communication policy where strategic communication can be introduced;
- Determine the role of strategic communication as a performance management tool to pursue excellence within the DSR;
- Evaluate the willingness and state of readiness of the DSR to adopt strategic communication measures as a management tool;
- Assess the usage of e-governance policy mechanisms adopted by the DSR; and
- Recommend a broad-based and systemic strategic communication policy model for the DSR.

The findings of this research shall be presented to the DSR, as well as the DPSA as the custodian of government structure approval, so that due consideration could be given to the uniform placement of the CSC within provincial government structures.

## 1.6 RESEARCH QUESTIONS

The proposed study will address the following key questions:

- What is the impact of the communication policy as a support service mechanism to the department?
- How would the adoption of Strategic Communication Policy contribute to risk management?
- How familiar is the DSR with e-government practice and process? To what degree has e-Governance been embraced and what are the other avenues that could be incorporated?
- What are the implications of social media on government publicity?
- How does strategic communication serve as an enabler to good governance?

## 1.7 COMMUNICATION CONCERN

The Government Communication and Information System (GCIS) has, in 2014, become incorporated into the Department of Communication. In the presentation by Nebo Legoabe, the Deputy Chief Executive Officer of the GCIS to the Department on 20 August 2014, it was outlined that 8 of the 13 KZN government departments have approved communication strategies, 4 have unapproved strategies and 1 does not have a strategy. The absence of such strategy results in poor adherence to the National Communication Framework, promotes an event-based approach to communication and results in uncoordinated media engagement.

An area of concern is the absence of the CSC from the decision-making process, i.e. its absence from the strategic level of decision-making at EXCO results in the dissemination of information being delayed, filtered or not received at all by the component. This 'silo' operation of the CSC has a direct impact on the perceived accountability, or lack thereof, of officials within the department as well as to the public in terms of the principles of *Batho Pele*, which depicts the service standards adopted by government. Senior management is thus robbed of the opportunity to be conscientised by the CSC on their role in strategic communication as part of the DSR. In support of this assertion, Pathak & Prasad (2005:1)



emphasise the belief of Kaufmann, Kraay & Mastruzzi and Lambsdorff that the drivers of corruption are: (i) monopoly of power; (ii) indiscretion, and (iii) lack of accountability and transparency. This study will investigate the use of the CSC as a tool of redress by the KZNDSR to address gaps in terms of both risk management, as well as monitoring and evaluation, with the adoption of the communication services component being the key driver of the monitoring and evaluation process.

The embracing of Information and Communication Technology (ICT) and the emerging practice of e-Governance holds major consequences for the DSR if it is not to be left behind in the global arena of management. In this regard, Jain (2004:1) defines e-Government as the “use of information and communications technologies to improve the functioning of government.” The heightened nature of current civil society dictates that government keeps up with the ever-increasing pace set by a technologically-savvy South African community now part of the global village. The Internet is, at this point, the “new encyclopaedia” and government needs to harness this conduit for maximum exposure and engagement. Kumar (2001:2) postulates on the 1996 World Bank report which stated African countries need to embrace the information revolution or they may possibly be “crushed by it”. An evaluation of the communication policy would identify areas in this arena that could be redressed, therefore evaluating the current situation in DSR is the thrust of this research study.

## **1.8 PRINCIPAL THEORIES UPON WHICH THE RESEARCH WILL BE CONSTRUCTED**

The research design of this study shall be underpinned by the following theories:

- *Systems Approach to Policy-making* discusses the procedure in the policy-making process of government entities. The environmental factors impacting on strategic communication within a systems approach will be explored;
- *New Public Management (NPM) Theory* that introduces the private sector policies and practices to public sector institution to achieve improved efficiencies and effectiveness;

- *5C Protocol Theory* emphasises the role of implementations as a key determinant of the policy-making process by highlighting the various factors that impact on the success of the communication policy; and
- The *South African Excellence Model* will inform the above theories to establish the level of performance and governance in a public sector organization.

## 1.9 RESEARCH METHODOLOGY TO BE ADOPTED

The findings from the empirical study will be located within the adopted principal theories in order to determine the extent to which the current communication services policy requires review and improvement.

The study is premised on the following research paradigms on public administration which are explored in chapter four: legal-historical approach, structural-descriptive approach, and behavioral approach. The research process encompassed the following six stages: stage 1 – *the research question*; stage 2 – *the research proposal*; stage 3 – *the research design*; stage 4 – *data collection*; stage 5 – *data analysis and interpretation*; stage 6 – *reporting of results*. A case study approach will be followed to conduct the research study.

The research sets out to decide the validity and reliability of the findings using Cronbach's Alpha. The questionnaires shall be assessed using the Likert Scale. Bartlett's Test and Factor Analysis shall be used to establish the significance of the statistical data.

The population for this study is 200. The sample size 175. A triangulation study will be done using qualitative, quantitative and the interview technique approaches. Focus-group discussions shall be conducted with three targeted groups, *i.e.* two groups of sports officers and one group of senior management. Surveys will be conducted with questionnaires that shall be populated and analysed using the SPSS software programme to ascertain statistical significance amongst key variables. Interviews will be conducted with 5% of all targeted respondent groups.

The overall fieldwork will be underpinned by the prior ethical approval from the research office at the University, ensuring both anonymity and the voluntary participation of respondents.

## 1.10 OUTLINE OF CHAPTERS

The study is presented in an organised format so as to present a logical sequence of processes that result in a conclusion that is based on acceptable practice.

*Table 1.1* that follows outlines the chapters and provides a summary of the content:

**Table 1.1: *Outline of Chapters***

<i>Chapter</i>	<i>Title</i>	<i>Content Outline</i>
<b>1</b>	Introduction and Overview of the Research Study	Chapter will introduce research by including information on the nature of the KZNDSR, the topic/area of investigation, key questions and a brief outline of the chapters.
<b>2</b>	Theoretical Framework of Policy Inter-relationships in Communication Services <i>vis-à-vis</i> Public Administration	Chapter will include information on the various concepts, theories, models and their inter-relationships. Content would also include legislative mandates, contemporary theories on governance and a contextualization within a public governance perspective.
<b>3</b>	Impact of Strategic Communication on Service Delivery	Chapter will locate information on the different legislation and regulations that guide the KZNDSR's functions, powers and performance.
<b>4</b>	Research Design and Methodology	Chapter will provide the theoretical framework of the methodology that will be used to elicit data, viz, interviews, questionnaires, discussion forums
<b>5</b>	Data Presentation, Analysis and Interpretation	Chapter will present results of data gathered in graphic form for analysis, viz, graphs and tables, and analysis in support of the theoretical perspectives, research questions and objectives of the study.
<b>6</b>	Conclusion and Recommendations	Chapter will include results, recommendations and further areas of research based on the theory presented and the results obtained through the study.

## 1.11 SUMMARY

The importance of this research study as a contribution to promoting good governance through policy formulation in communication at the DSR is located in the field of public

administration. Whilst the focus of this research study will specifically explore the area of policy formulation as a contributor to good governance and enhanced service delivery, the research methodology will be based on the phenomenological scope of enquiry, utilising the case study research design.

The aims and objectives of the study were highlighted, together with the framework of chapters and an overview of the research methodology adopted. This introductory chapter has highlighted the importance of strategic communication as an enhanced form of service delivery enabler, and its direct impact on public administration as a field of study will be investigated as we proceed.

## **CHAPTER TWO**

### **2 THEORETICAL FRAMEWORK OF POLICY INTER-RELATIONSHIPS IN COMMUNICATION SERVICES VIS-A-VIS PUBLIC ADMINISTRATION**

#### **2.1 INTRODUCTION**

This chapter discusses and locates the concept of policy formulation in a multi-dimensional perspective. It presents an array of definitions on policy formulation drawn from literature on contemporary aspects of Public Administration. The ensuing discussion on policy formulation as a concept is conducted in relation to organisations and institutions mandated to deliver on service delivery in both a provincial and national context. In this stead, a discussion of the legislative framework is also presented to motivate the *focus* and *locus* of the research. There is also a presentation of the inter-relationship of policy formulation to good governance, as an important aspect of effective public administration and management. Some appropriate theories of policy formulation, as pertains to this sphere of study are also presented within a detailed discussion. The discussion also presents some policy models, including one of which is South African. Public administration focuses on the structure and operation of bureaucracies and organisations, with detailed attention being paid to the key aspects such as budgeting, personnel, and both formal and informal procedures of controls. The chapter concludes with a discussion of policy and its formulation as a form of good governance.

#### **2.2 LEGISLATIVE FRAMEWORK FOR PROVINCIAL GOVERNANCE**

The legislative framework of South Africa determines the role and mandate of the provincial government department, together defining the nature of its operations. Van der Waladt & Helmbold (1995:159) are of the view that “the public sector’s right of existence lies in the rendering of service to the public, and high demands are placed on public officials, who have to render services. Accountable behaviour and reliability are expected of them.”

Lynn (cited in Cloete & Wissink 2000:289), emphasises the point that “just as the evolution of public management reflects the increasing professionalization and centralisation of

government activities, the emergence of policy analysis reflects in a significant measure the growing demands placed on public officials by the complexity of the issues they face.” South Africa, as a developing country, has its citizens placing great demands on government in terms of the transformation process, and government officials have to reciprocate by reviewing policy constantly so as to meet the constant pressure brought to bear on government in this regard.

The government official as policy-analyst is not a specialist in this sphere of policy, but is instead concerned with creating a policy to serve a particular public need. This statement is supported by Meltsner (cited in Cloete & Wissink 2000:295) who states that “the policy analyst in the bureaucracy is not at present a Lasswellian policy scientist ... which is concerned with mastering the skills appropriate to enlightened decisions in the context of public and civil order ... and disciplined concern for the empirical. The author is searching for an optimum synthesis of the diverse skills that contribute to a dependable theory and practice of problem-solving in the public interest.”

Jain (2004:3) postulates that Max Weber’s Theory of Bureaucracy maintains that bureaucracies are highly efficient structures which objectively delivered on their mandate. However, the bureaucracies of government today have taken on a negative connotation, indicating delays in service delivery as a result of major hierarchy and red-tape processes. The author further advances the view that information technology “can and should be used as a tool for reforming the ills of modern bureaucratic organisations ... the rigidity of rules have led to a situation in bureaucratic organisations where processes are ‘stove-piped’ (i.e. highly inflexible) and information is held in ‘silos’ (i.e. not shared properly); this has resulted in government bureaucracies being inflexible and unresponsive to the needs of the citizens.”

The legislative framework in South Africa thus presents the context and the positioning of both provincial government (departments), as well as provincial government officials in the hierarchy of government service delivery. This framework sets and manages the parameters for cohesive governance.

There are various legislative mandates that govern both the country and the public administration processes. A discussion of the pertinent mandates follow,

### **2.2.1 Constitution of The Republic of South Africa**

President Zuma's 14 February 2013 State of the Nation Address (SONA) emphasised the importance of the South African Constitution by his statement that "our Constitution is truly one of our greatest national achievements. Everything that we do as a government is guided by our Constitution and its vision of the society we are building." The constitution of a country is the sovereign piece of legislation which places in context all other forms of legislation. Van der Waldt *et al.* (1995:26) purport that a "constitution may be regarded as the consequence of the constitutional relationship between the citizens of a country and the government."

Moreover, the embracing of the *Constitution of the Republic of South Africa*, Act 108 of 1996 (Department of Justice & Constitutional Development; 1996), introduced the concept of democracy and joint decision-making to the country. Section 20(1) depicts a cohesive governance structure incorporating national, provincial and local spheres of government functioning individually, interdependently and responding inter-relatedly.

Of significance is *Chapter 10* of the Constitution that pronounces on *Public Administration*, with the fundamental Values and Principles of *Section 195* incorporating the following:

- A high level of professional ethics;
- Efficient, economic and effective use of resources;
- People's needs must be responded to, and the public must be encouraged to participate in policy-making;
- Public administration must be accountable; and
- Transparency must be fostered by providing the public with timely, accessible and accurate information.

From the above listing, the stipulation of the principle of transparency in the operation of provincial government pertains to both political and administrative spheres for purposes

of accountability. Central to this process is the degree of importance attributed to the manner in which the entity responds to the needs of the public, in conjunction with the degree of encouragement provided for the public to participate in the policy-making process. These stipulations underscore *Section 32 (1)* of the Constitution which dictates the right to *Access to Information* where “everyone has the right of access to any information held by the state”. The tangibility of these needs is possible only through a communication policy that relates to the needs of the province. This principle and approach is made possible through the Citizen’s Charter.

### **2.2.2 The Citizen’s Charter and *Batho Pele* Principles**

The *White Paper on Transforming Public Service Delivery* (1997:11) requires that government commit to a citizen-centred approach to service delivery. The Citizen’s Charter has been developed from the Bill of Rights incorporated in Chapter 2, Sections 7 to 39 of the Constitution of South Africa. In the Foreword of the KZN Citizen’s Charter (2009:1), the former Premier of KZN, Dr Zweli Mkhize explains explicitly that “the government therefore, by way of this document, makes a commitment that it will uphold your rights as a citizen... The Charter therefore ‘lifts the veil’ from the face of government, in order to enable each and every citizen to get a clear picture of his/her rights and privileges, while at the same time ensuring that civil servants act with diligence – free of corruption and malpractice – at all times, for the good of all levels of society” It is against this backdrop that strategic use of communication (services) will facilitate good governance through accountability *via* transparency, both internally and externally. The revised policy on communication services is the key mechanism to realise this objective of government, and is emphasised with significance through this research study.

*Batho Pele*, which is a Sotho translation meaning ‘*People First*’, is a process intended to get public servants to be service-orientated and accountable for the level of services they deliver. The KZN Citizen’s Charter, furthermore, commits every government official in KZN to the adoption of the *Batho Pele* Principles. This Charter is the KZN government’s attempt at good governance, and its core thrust is the service delivered to the citizens of



the province. The first eight principles are national principles whilst the last three have been added by the KZN legislature.

A major concern currently is the high rate of corruption present within the public service. Despite the Ombudsman in KZN being operational, accessible *via* the Presidential hotline (contact number 0800 596 596) as well as being present in the Office of the KZN Premier, much more needs to be done to minimize, if not eradicate, fraud and corruption within government. In his *State of The Nation Address* (SONA) on 09 February 2012, President Jacob Zuma emphasised that his government has prioritized “the fight against corruption” and that it was working closely with provincial government departments to “improve governance, systems and administration.” President Zuma’s 14 February 2013 SONA also included his strong statement that government is “cracking down on corruption, tender fraud and price fixing in the infrastructure programme.”

This concern with corruption within the government sphere was reiterated in the 2012 *State Of The Province Address* (SOPA) by former KZN Premier Dr Zweli Mkhize, who stated that the KZN government was also considering “additional mechanisms to fight fraud and corruption” and that the Citizen’s Charter, Batho Pele and other relevant information would “empower the citizens to evaluate the performance of the public service.” In the 2013 SOPA, former Premier Dr Mkhize referred to this area of concern when he stated that “we note media reports almost on a daily basis about how devious crooks, colluding with corrupt public servants, are stealing millions of Rands intended by the State to support the indigent, disabled and vulnerable among us.” The Premier chose to speak on the issue of ‘Good Governance and Administration’ as a dedicated item on the agenda, with his opening words being, “At the beginning of the term of this current Administration, we undertook to create an image of a clean and efficient government, with a strong focus on good governance and to be very firm and decisive in the fight against fraud and corruption in our Public Service. We continue to maintain this position.” The Premier also emphasised the importance of consultation with regard to the National Development Plan, 2030 by stating that “a comprehensive Citizen Satisfaction Survey is underway to indicate the specific areas where the people of this province want us to focus

our efforts in the implementation of the Plan.” The intent of the Provincial Government’s agenda to interact with its citizens in service provision continues to be of paramount importance. This concern with minimizing corruption within the public sector was also reiterated by Ms Ndala Mngadi, the GCIS Provincial Head of KZN, in her opinion piece on 04 September 2014 titled “*We can all help to stop corruption*,” where she maintains that good communication with the public is essential to ensure citizen-awareness of the channels that they should use to access government services, as well as their being enlightened on the efforts of government to address such challenges.

The concern with poor service delivery, fraud and corruption and risk management through the monitoring and evaluation process, and its link to transparency is inextricably associated with the communication policy. The *Batho Pele* policy remains government’s most important ‘crusade’ to transform the public servants into serving citizens as their most important client. Visser & Twinomurinzi (2008:4) believe that the “use of e-Government as a service delivery enabler will definitely support government’s service improvement philosophy of Batho Pele, thus putting people first. Information and Communication Technology (ICT) can put people first, but only if the use of ICT is supported by the underlying business processes.” The success of both ICT inclusion and e-Governance is also dependent on the efficacy of the communication policy.

Ngcobo (2009:113) postulates that government has an obligation to promote the use of all official languages but that “the primary impediment, however, is that indigenous languages are not considered adequately developed in order to be used in all domains of language use compared with English and Afrikaans.” Communicating with the citizenry in their language of choice would indicate adherence to the *Batho Pele* Principles of *access*, *information* and *courtesy*, considered as important focus areas in policy operationalization in the country.

The afore-mentioned documents entrench the rights of the citizens of South Africa not only to quality service delivery but to total access to the operations of the government-of-the-day, duly elected in the new dispensation in democratic South Africa as well. These

documents concretise the accountability of government, manifested by government officials and political office-bearers alike, through legislation. Gould & Kolb (cited in Tunde & Omobolaji 2009:14), believe that the term 'accountability' "focuses attention upon the sanctions or procedures by which public officials may be held to account for their actions." Accountability serves as a quality control device for the public service so that the public can expect the best service from the public service.

### **2.2.3 Challenges experienced in the 'New Democracy'**

Prof SS Sangweni, Chairperson of the Public Service Commission, stated in the foreword of the August 2007 *Report on the Evaluation of the Batho Pele Principle of Value for Money in the Public Service* that, for true transformation to occur, public value can be created only through effective and efficient resource utilization. The strategic communication inherent in a communication policy would be central to the assessment process, the result of which would determine whether there is such 'public value' and, as such, good governance.

As emphasised in a preceding discussion, section 195 (1) (b) of the Constitution of South Africa states that Public Administration must be administered by democratic values and principles. The use of public resources must always be efficient, economic and effective. *The White Paper on Transforming Public Service Delivery* (1997) defines value-for-money as the provision of public services economically and efficiently. Government departments must utilise public funds effectively, efficiently and economically as they need to provide services to citizens in a manner that ensures that best value for money is achieved. A strategically inclined communication policy would ensure accountability. Newsom (2007:118) is of the belief that consistency with organisational practices is crucial to the preservation of the integrity of the organisation, i.e. policies are the foundation of any organisation.

The democratic South African government is 20 years in existence and there are still many challenges being experienced in transforming the government entities serving the South African society. Some of these challenges include the following:

- Formation of new provincial government departments such as the Department of Sport and Recreation in KwaZulu-Natal, as well as the restructuring of some other departments;
- Appointment of new office-bearers in senior positions at both administrative and political levels;
- Retention of many of the departmental officials appointed during the previous regime;
- Majority of the previously disadvantaged communities not being accustomed to the accountability obligations of the government-of-the-day;
- Concept of representative democracy ensures that generally only those critical stakeholders interacting directly with government are kept informed. However, government is obligated to ensure that the entire community is informed directly on service delivery issues; and
- Ineffective information flows within the department and with the broader provincial community.

The process of attrition and strategic innovation, through a phased-in process, has had a marginal positive impact on transformation as the process of redress and transformation is a time-consuming exercise. The dynamics of a racially-divided past realise ongoing challenges as the majority of the previously subjugated people are those who require address and redress, and whilst political change is rapid, the re-orientation of the administrative arm of government is much slower as a direct result of administrative and legal prescripts.

Sihlezana (2006:9) believes that the government spends much time, effort and money in disseminating critical information to the people *via* both electronic and print media, but these initiatives often fail as a direct result of the content itself being uninteresting or not informative. This is a clear indication that whilst the act and process of communicating is present, there is no actual communication occurring. The communication process engaged in is generally thus a matter of compliance, not of effectiveness.

Masango & Mfene (2012:74) believe that “Citizen empowerment is one of the critical factors that could contribute towards enhancing the efficiency and effectiveness of the provision of goods and services. For instance, when citizens are well-provided with knowledge relating to their rights, as well as the obligations and the roles of public officials as service providers, they could participate meaningfully in the processes of service delivery since, in such cases, they could demand their rights and hold the government accountable.” The authors define empowerment as a process which makes power available to citizens in order for them to gain access to resources, maintaining thus that beneficiary empowerment facilitates early and meaningful decision-making at policy and programme/project levels. It is thus imperative that citizens be empowered in terms of information of the services to which they are entitled (2012:76).

Thornhill & Hanekom (cited in Masango *et al.* 2012:83), state that “communication is a critical requirement for effective management.” This statement explains the need for usage of communication as a strategic tool to achieve the purpose of managing effectively.

In the media briefing hosted by former Minister of Communications, Ms Dina Pule, on 24 January 2012, emphasis was placed on the following aspects, *amongst others*:

- Corporate governance (ministry and department);
- Broadband penetration;
- Migration to digital broadcasting;
- Cybersecurity;
- Building productive partnerships with the ICT industry;
- Rural connectivity;
- Job creation; and
- e-Skills.

From the above list, it is evident that former Minister Pule’s progressive approach to embracing technology is crucial to enhancing service delivery by enhancing the use of global communication tools such as the Internet.

#### **2.2.4 Promotion of Access to Information Act**

The *Promotion of Access to Information Act, Act No. 2 of 2000* (PAIA), instructs the right of citizens to access of any form of information held by the state. This Act supports the Citizen's Charter which dictates the nature of interaction with the citizens of the country and province. This Act facilitates the act of accountability and transparency by government. Van der Waldt *et al.* (1995:62) note that a serious implication for the Public Administration is that, in section 23 of the Constitution it is stated that "every person shall have the right of access to information held by the state or any of its organs at any level of government. In this way, the principle of public accountability is emphasised."

Dennis Dlomo, special advisor to the Minister of State Security, (Mbola 2011:75) states the proposed *Secrecy Bill*, can be over-ridden by PAIA "if somebody has information in the public interest, they can follow these procedures to make that information available and action could be taken against those individuals who try to hide corruption and other unlawful activities." Dlomo also explains that classified documents must be used in a secure manner and not be disclosed to parties that do have a need for that information.

It is thus very important that the citizens of the country understand clearly why the *Secrecy Bill* does not impact negatively on their rights as enshrined in the Constitution.

#### **2.2.5 Promotion of Administrative Justice Act**

The inability to share information, both internally and externally to the department, is contrary to the principles of *Batho Pele* to which the current government subscribes, as well as to the legal prescripts of PAIA and the *Promotion of Administrative Justice Act* (PAJA), Act No. 3 of 2000. Two of the critical objectives of PAJA are:

- Promoting an efficient administration and good governance; and
- Creating a culture of accountability, openness and transparency in the public administration or in the exercise of a public power or the performance of a public function, by giving effect to the right to just administrative action.

PAJA, therefore, promotes the concepts of accountability and transparency by organs of state to a member of the public by virtue of a government department having to provide written motivation and/or explanation for actions taken that may have prejudiced the rights of the individual/entity.

In locating the research within a policy perspective, discussion of public policy follows.

## **2.3 PUBLIC POLICY**

### **2.3.1 Definition**

There are many definitions of policy and public policy. The most appropriate ones are as follows:

- Fox, Schwella & Wissink (1991:27) support Ranney's definition of policy as "a declaration and implementation of intent."
- Cloete & Wissink (2000:3) define policy as "a statement of intent." They believe that "policy specifies the basic principles to be pursued in attaining specific goals. Policy interprets the values of society and is usually embodied in the management of pertinent projects and programmes."
- Cloete (2006:126) defines policy as "a declaration of intent to do something or to have it done by specified institutions or functionaries as prescribed."

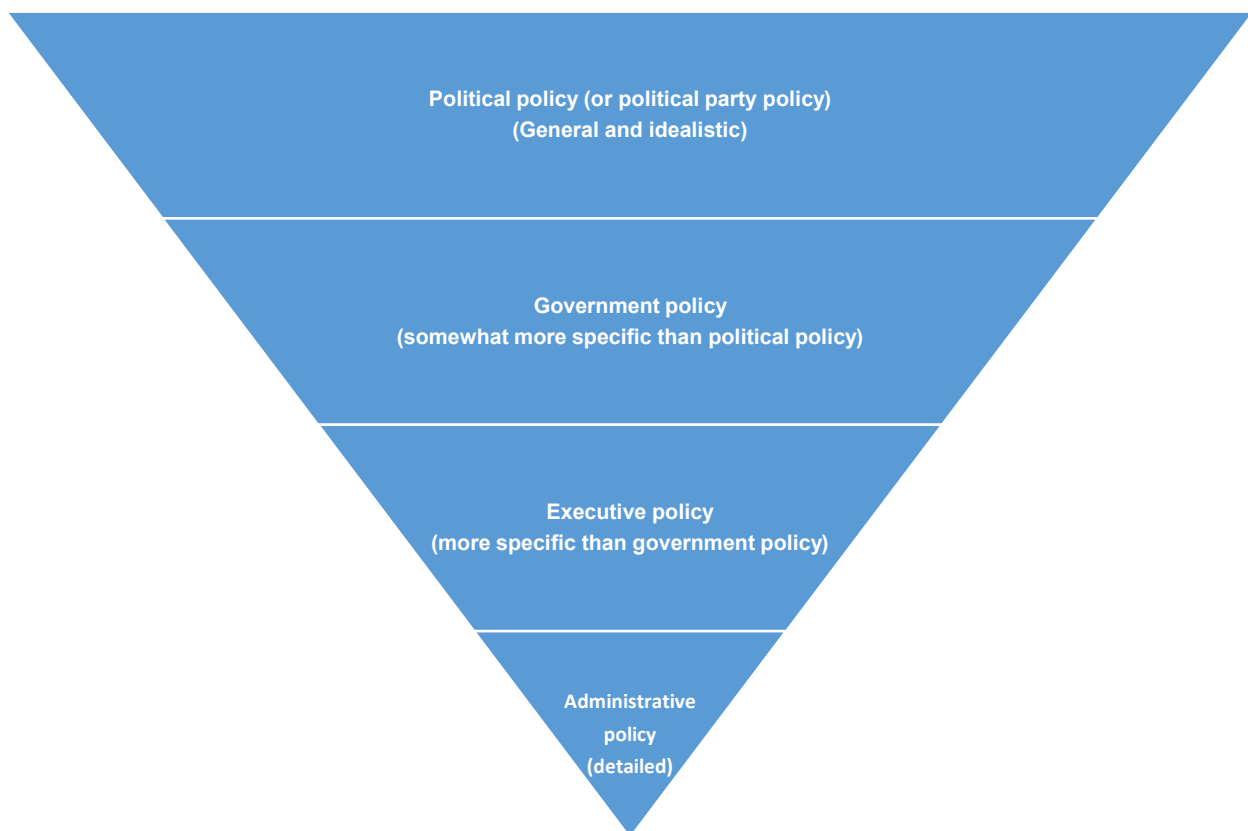
Hanekom (cited in Cloete & Wissink 2000:11), define public policy as "a formally articulated goal that the legislator intends pursuing with society or with a societal group." Hogwood & Gunn (cited in Cloete & Wissink 2000:12), state that, "for a policy to be regarded as 'public policy' it must to some degree have been generated or at least processed within the framework of governmental procedures, influences and organisations."

### **2.3.2 Levels of Public Policy**

Young (2011:19) maintains that democratic political equality manifests itself conceptually in that every citizen should enjoy an equal right to influence the nature, character and content of public policy.

Administrative policy is the most detailed form of policy within government structures. *Figure 2.1* below illustrates the various forms of public policy. The tiers depicted illustrate the various levels of government policy in the context of political and administrative policy. It clearly defines the critical path of policy from political ideology to detailed administrative policy that realises the political and government policy, *via* the government (and department's) executive authority to execution at administrative and operation level.

**Figure 2.1: Levels of Government Policy**



*Hanekom (1987:11)*

### **2.3.3 Factors that influence Policy**

Hanekom (1987:32) believes that *public interest* is a key determinant in policy formulation. This factor is a direct determinant of the communication policy and an important aspect for due consideration in locating the focus of the research.



Cloete (2006:133) identifies the following factors that can influence public policy:

- *Circumstances*: this refers to the total environment, *incorporating* time and place, in which the authorities operate. Considerations include technological developments; population increases and urbanisation; crises, natural disasters, war and depression; international relations; economic and industrial development.
- *Needs and expectations of the population*: public institutions exist to serve the real needs and justified expectations of the population.
- *Policies of political parties*: political parties base their claim to power on their respective views regarding various matters of policy.
- *Activities and representations of interest groups*: various interest groups, such as workers' associations, are continually engaged with representation to various authorities on changes to policy. Such interest groups may bring pressure to bear on the legislature.
- *Personal views of political executive office-bearers*: political office-bearers, as part of the legislative institutions that have the final say on matters of policy, use the expert advice given to them by the administration experts, and
- *Research and investigations as well as the views and experience of public officials*: Experienced and educated public officials may bring shortfalls in relevant public policy to the attention of their supervisors and leaders with the intent of having these shortfalls corrected so as to improve service delivery.

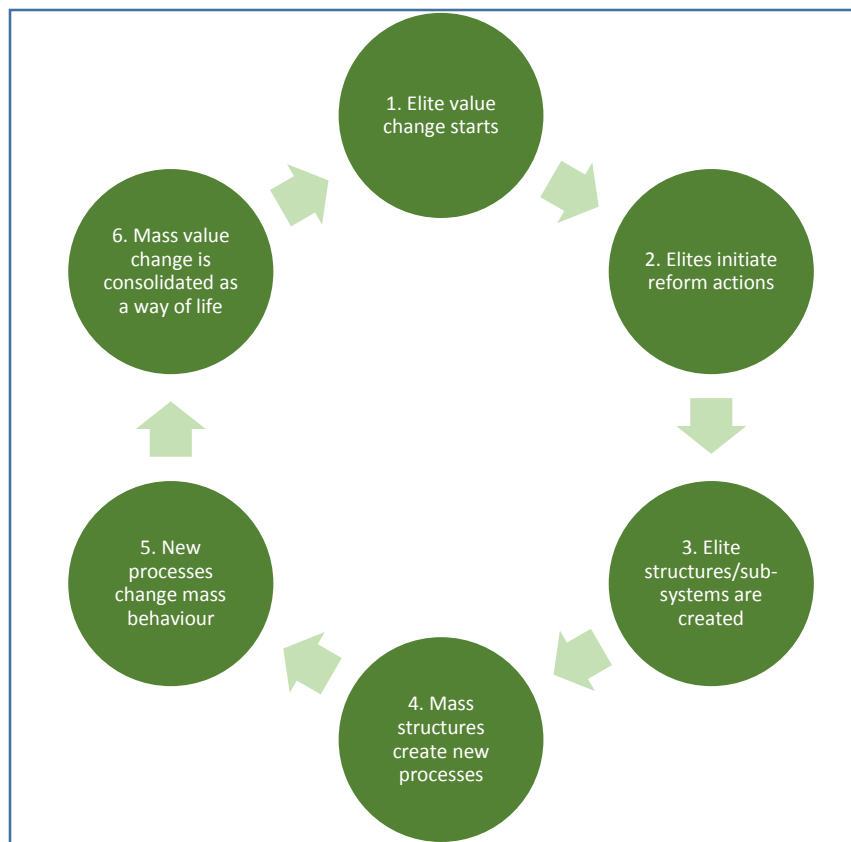
Cloete & Wissink (2000:252) believe that the success of a policy lies in its forming part of a “holistic approach to integrated, sustainable management and delivery networks, and the consolidation of a mass development culture and a strong work ethic throughout society to avoid discontinuities.”

House (cited in Cloete & Wissink 2000:268-269) believes a policy-analyst should possess the following basic skills: communications, management, problem-solving, political understanding, implementation, team-building, operational capability, and assessment and evaluation skills. These skills are essential as they are integral to the functionality of

the policy being designed, and the policy-maker has to factor in these critical areas of operation into the policy for it to be effective and efficient.

Figure 2.2 below illustrates the manner in which a new policy paradigm needs to be consolidated into society holistically:

**Figure 2.2: Consolidating a new Policy Paradigm for Social Improvement and Enhanced Service Delivery**



*Cloete & Wissink (2000:252)*

Khosa (cited in Brynard 2005:654) states that the discrepancies between policy and implementation are caused largely by unrealistic policies, lack of managerial expertise, insufficient co-ordination of policy implementation, insufficient staffing of all three tiers of government, as well as the poor linkages between them.

#### **2.3.4 Marketing of Policies**

Approved policies must be marketed by the policy-makers in preparation for implementation. Pressman and Wildavsky (cited in Brynard 2005:650) succinctly encapsulate the relationship from policy to implementation by stating that “Policies imply theories... Policies become programs when, by authoritative action, the initial conditions are created... Implementation, then, is the ability to forge subsequent links in the causal chain so as to obtain the desired result.”

Cloete (2006:143) believes the aim of the policy to be marketed should be to explain:

- What needs the policy is intended to satisfy and how it will meet the needs and the expectations of individuals and groups?
- What will happen if the population does not co-operate to make a success of the implementation of the policy?
- What goods and services will be provided to meet the identified needs and expectations?
- When it is expected to commence with the implementation of the policy? and
- Which institutions will be concerned with the implementation of the policy?

From these integral questions, policies need to be constantly analysed, evaluated and revised to keep up with development, environmental changes and other related changing circumstances. A key factor of policy review is the advent of political change, and policies are directly linked to the mandate of the political role-players. Analysis and evaluation of policies could sometimes result in the termination of some policies.

#### **2.3.5 Role-players in Public Policy-Making**

Whilst public policy is always made by the public authority responsible for regulating the affairs within that particular jurisdiction, Cloete (2006:146-158) identifies the following role-players who impact on the process of policy formulation:

- *Role of the population in policy-making:* individuals or groups will approach the public institutions with expectations, as is their right in terms of Chapter 2 of the Constitution, which incorporates the *Bill of Rights*. External stakeholders such as

federations, other government departments such as the GCIS, the media, etc, impact on the provincial government policy-making process;

- *Individuals*: individuals can approach the public office-bearers, preferably in writing, to make representation on issues of policy. By voting, the individual also indicates support for one political party, which incorporates his/her support for the policies advocated by that particular political party. Such individuals include community activists, individual sportspersons, etc;
- *Interest/pressure groups/associations*: voluntary associations become pressure groups when they begin to interact with government on matters of policy. The Editor's Forum, sporting clubs, civic bodies, etc, form such groupings;
- *Legislative institutions*: the legislature approves and legitimizes policy at various levels. The impact of the *Batho Pele* Principles is an appropriate example as this is government directive on policy-making for service delivery;
- *Political executive institutions*: cabinet and similar provincial executive councils interact regularly with department officials and are best placed to formulate overall policy for the country. The Portfolio Committee on Sport & Recreation, for example, plays a major role in determining the policies of the DSR;
- *Cabinet secretariat*: the cabinet secretariat provides administrative support to the cabinet, and the administrative capacity determines, to a lesser extent, their impact on policy-formulation. Such influence is covered in the two afore-mentioned points;
- *Political executive office-bearers*: the president and other such members of the executive councils are the principal initiators/innovators in policy-making. The MEC for Sport & Recreation, as the Executive Authority, determines to a very large extent the policies of the DSR, an entity for which the Executive Authority is responsible;
- *Departmental and interdepartmental committees*: these inputs are considered relevant to internal policy-making and deal with factual data submission in the main. Interdepartmental committees deal with policy-matters of common/mutual interest which are thus generic to those particular departments. These include entities such as the Office of the Premier;
- *Officials*: public officials provide information and support for policy-changes and review through their relevant political principals who present these at cabinet level.

The DSR Management Executive Committee (MANCO) plays a leading role in formulating and adopting policy;

- *Newspapers and other news media*: the media is a powerful voice for interest groups. As their influence is major, public opinion may be influenced to bring pressure to bear on political office-bearers on policy matters. With the advent of PAIA and *Batho Pele*, the media serves as the monitoring and reporting mechanism for the public;
- *Central directive, research and co-ordinating institutions*: the specific commissions created for provision of specialised information and advice to cabinet, such as the Public Service Commission and the Financial and Fiscal Commission, have a direct impact of the policy-making of these areas of governance;
- *Commission of inquiry*: commissions of inquiry are created by a specific law of parliament to investigate and advise on a particular area of interest. Such commissions are often created to provide information on policy-bearing matters;
- *International institutions*: world bodies such as the United Nations (UN) provide policies of an international nature that would be considered by government because of the universality of the policy area; and
- *Other states- international influences*: the influence of neighbouring states on issues of regional and international importance play an influencing role on certain policies such as economic and security policies.

These role players in public policy-making impact on the nature and content of the policies adopted by the DSR as the core function of government is the provision of optimal service to the people. The last four points in the preceding discussion pertain to the broader considerations that impact on government policy as South Africa is also governed by international law to which it subscribes.

### **2.3.6 Reasons for Policy Change**

Policy change takes place at any point in time throughout the policy life cycle. Cloete & Wissink (2000:239-241) emphasise the point that it is of critical importance to note that

changes in policy occur throughout the policy-making process, viz, before, during and after the implementation process. The following are some of the reasons for policy change:

- *Changing environment:* the dynamic nature of the social, political, cultural and technological environments bring pressure to bear on policy-makers to constantly react to the ever-changing environment. Policy change types include the reactive, pre-emptive and proactive type. The annual adoption of themes adopted by provincial government dictates both the policy imperatives and operations of the DSR;
- *Changing public opinion:* public opinion shapes and influences public policy, and such change is constant, especially when considering the media as a medium of public influence. The communication policy has to regularly be reviewed to ensure it is relevant to the dynamics of public opinion;
- *Changes in the demands on the government:* societal pressures on government result in changed policies to cater for societies' needs at that particular point. The DSR, as the government's champion for social change and cohesion through sport and recreation, regularly needs to adapt its policies to cater for major events such as the *FIFA World Cup* for example, or for job creation when the societal need is the fight against unemployment;
- *Change in the resource base:* the availability of resources, e.g. finance, is a major determinant of public policy. The ongoing challenge of imposition of austerity measures to promote good governance results in amended policy and strategy on a continuous basis;
- *Changing nature of institutions:* changing world patterns such as downsizing to promoting the 'core business' concept results in changing of policies to maintain current world trends. The DSR is currently restructuring for the second time in four years, attempting to restructure the department to enhance service provision. A key transformation factor is the world's attempts to lower the unemployment rate, with government being construed as the catalyst in this regard;

- *Changes in political leadership:* political parties that come into power give effect to their manifestos by redesigning policy to give effect to the new priorities. The DSR is a product of the new regime elected post 1994. It is a relatively new department, having been promulgated 10 years ago in 2004. The current MEC is the third one, and each MEC had championed department policy in keeping with the agenda of the *government-of-the-day*; and
- *Changes in policy solutions or service delivery strategies:* such policy changes from the government mode of changing from service provider to service facilitator. Governments globally are abandoning their image of being the main provider of goods and service in favour of outsourcing, privatisation, corporatisation, public-private partnerships, and lease agreements. The DSR policies are currently being adapted to cater for service-level agreements with social partners, e.g. federations and travel agencies, to provide a more efficient and effective service to the province.

The increasing impact of technology is also currently a key driver of policy change as government has to review its mode of service delivery as a direct result of current technological advancement.

## **2.4 GOVERNMENT COMMUNICATION INFORMATION SYSTEM**

The key mandate of the National Government Communication and Information System Department (GCIS), presented as part of the Strategic Plan for the Medium-Term Period: 2012-2017, as presented by the GCIS executive on 09 March 2012, is to:

- Provide tactical leadership in government communication; and
- Co-ordinate a government communication system that makes sure that the public is familiar with government's policies, plans and programmes.

The GCIS is challenged in its attempts to synchronise government communication holistically. Government departments are public entities with a specific mandate, i.e. to provide maximum quality service delivery to the particular provincial or national community it serves. There is a direct correlation between the degree of importance attributed to the communication component and the service delivery levels of the entity.

However, there are many challenges experienced in this area as components within government departments tend to function in silos, hence much of government's work is not made known to officials within the specific department as well as the populace who have mandated that government.

The DPSA handbook (Lamond 2013:12) presented as part of the GCIS mandate, states that "*Batho Pele* is an initiative to get public servants to be service-orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple, transparent mechanism which allows citizens to hold public servants accountable for the type of services they deliver." These legal prescripts are communication-related and have a direct bearing on financial risk management, as well as on monitoring and evaluation.

A key role of GCIS is the standardisation and professionalising of government communication. For a long time, government communication has been viewed as tantamount to corporate communication practice within the public sector. Government communication is unique in that it deals with various, never-ending complex network of stakeholders. The environment has a direct impact on the practice of government communication. The inability of the GCIS to persuade a cohesive, united, government department-based communication services policy is indicative of the challenges of a heavily bureaucratic system.

## **2.5 LINKAGE BETWEEN PUBLIC ADMINISTRATION AND MANAGEMENT AND POLICY PERSPECTIVES**

The challenges experienced in public administration management, identified in the main with the challenges faced by GCIS to promote societal cohesiveness for and by the South African government, requires redress from a policy perspective. Ospina & Kersh (2014:811) support the assertion by Sandra van Thiel that research in public administration and public management is often applied research, *i.e.* the objective is to find solutions to topical issues within the public sector or for societal problems.



Basheka (2012:27-28) maintains that the discipline of Public Administration is more than a hundred years old, and that it has evolved over time. This practice depicts the presence of governance in particular contexts, recorded in the holy books and by various leading academics, researchers, statesmen and philosophers such as Aristotle, Machiavelli, Woodrow Wilson, Dahl, Simcox and Henry, *amongst others*.

These paradigms, as depicted in *Table 2.1* below, allow us to view public administration and management in its chronological order of evolution. Currently, through the dichotomy of New Public Governance, public administration is being influenced by its evaluation of service delivery based largely on transparency, accountability, economy, effectiveness, efficiency and, in South Africa, on the Principles of *Batho Pele*.

**Table 2.1: *Paradigms of Public Administration***

<i>Period</i>	<i>Dichotomy</i>	<i>Year</i>	<i>Fundamental Principles</i>
<b>1</b>	Politics-Administration	1887-1926	Dividing politics and administration
<b>2</b>	Principles of Public Administration	1927-1937	Public Administration as a 'science'
<b>3</b>	Era of Challenge	1938-1947	Political-administrative dichotomy
<b>4</b>	Identity Crisis	1948-1970	Development Administration
<b>5</b>	From Public Administration to Public Management	1970-1990	New Public Management
<b>6</b>	From Public Management to Governance	1990s-2008	Digital and Post-modernist era
<b>7</b>	From Governance to Global Crisis	2008-2010	Crisis of ideology to guide governments
<b>8</b>	From Governance to New Public Governance	2010-to date	Evaluation of government service delivery

*Basheka (2012:35-63)*

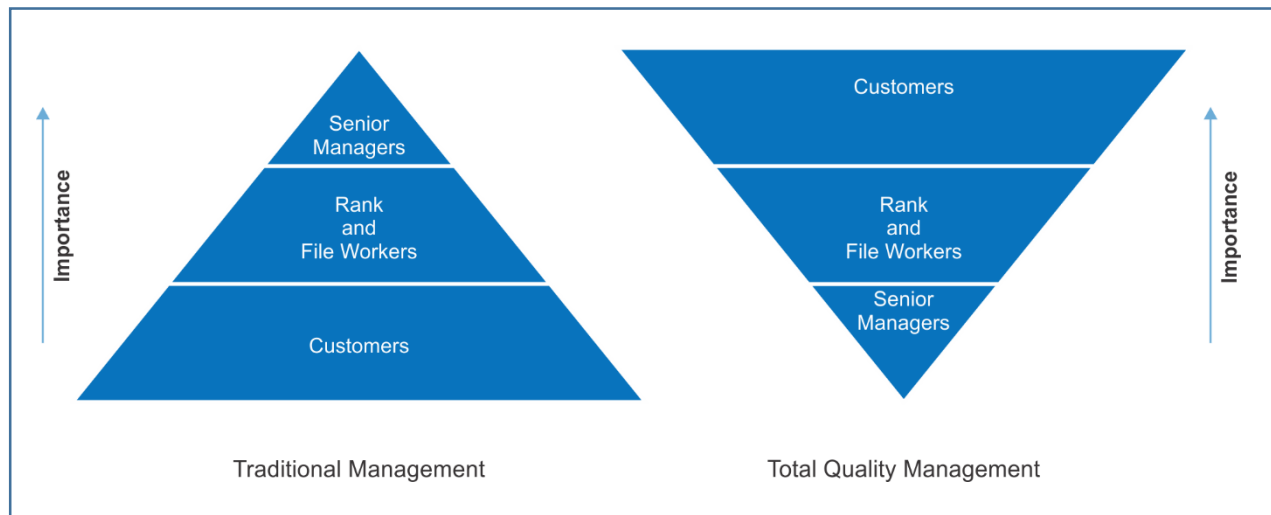
Public institutions render essential service to the citizens of a designated area. Cloete (2006:91) believes that public administration may be understood as a consequence, and in this manner and integral part, of the political life of a society. The author further identifies the following measures to help uphold public accountability (2006:99-103);

- *Legislatures and the maintenance of public accountability:* legislators, as elected public representatives, can be replaced if they do not adhere to the value systems expected by the electorate;
- *Judicial institutions and public accountability:* where individuals of entities believe their rights are being violated by the legislative and/or executive institutions, they have recourse to the law and the courts;
- *Public accountability and organisational arrangements:* the structural nature of government entities entail an organogram that holds one office accountable to a more senior office; and
- *Public accountability and work procedures:* procedural instructions originate from laws prescribing how to set and achieve a particular objective. This ensures uniformity in service provision, which also mitigate against wastage of time.

The approach to service delivery within the public sector is determined largely by the perception attributed to accountability, and this perception manifests itself in the policies of the organisation. The presence of policies indicates organised processes, structures and systems, and the subsequent semblance of order and a high quality of management. Morgan and Murgatroyd (1999:5) describe Total Quality Management (TQM) as the “total in the sense that it must involve everyone in the organisation, and that this total management approach is about both systems and a culture which impinges on all the internal detail of working in the organisation, i.e. all of the internal processes.” This indicates that all members of the organisation are tasked with quality management of all processes within their ambit of influence, not just the top management.

The inverted pyramid of control illustrated in *Figure 2.3* that follows emphasises the point that the job of management is to support the ‘front line’ workers by considering their input on how best to serve the client as they (front-line staff) are the interface of the organisation with the beneficiaries of the organisation’s programme of action. This perspective on management approach to service delivery has a direct impact on the policy-making process of the organisation in that the focus is now client-driven as opposed to being management-driven.

**Figure 2.3: TQM: The Inverted Pyramid of Control**



*Morgan and Murgatroyd (1999:17)*

Van der Walldt *et al.* (1995:186) maintain that “public debate and transparency in a democratic government are of cardinal importance.” To attain this state, (1995:184-5) the authors further maintain that the public service has to be rationalised on a continuous basis with emphasis on the following aspects, *amongst others*:

- The development of a culture of openness and transparency as well as the reduction of prescriptiveness;
- A client (community)-orientation;
- The promotion of democratic principles;
- A management style which is participatory and ensures the participation of the community;
- The promotion of communication – internally, interdepartmentally and with the public; and
- The development of mechanisms to ensure effective feedback and the receipt of information from the community.

Chiou (2011:118) maintain that government policy implementation lies in administrative execution and public satisfaction; government has to utilize the combined resources of its own and that of stakeholder organisations, together with knowledge-sharing and

collaboration, to achieve effective governance. Policy formation and implementation are reliant on daily co-ordination and communication which helps boost administrative efficiency and benefit the implementation of plans and budgets.

### **2.5.1 Principal Theories to Public Administration**

Hanekom & Thornhill (cited in Mafunisa & Dzungwa 2007:766) define the term 'theory' as:

- *Rules and techniques*: the body of rules, ideas, principles and techniques that applies to a subject, especially when viewed as distinct from actual practice;
- *Speculation*: abstract thought or contemplation; and
- *Idea formed by speculation*: an idea or belief about something arrived at through speculation.

Henderson (cited in Mafunisa *et al.* 2007:767) states that under the label of 'Public Administration,' students "around the world study everything from writing skills and record-keeping to the most intricate decision-making techniques of operation research and cost-benefit analysis... to the well-being of millions."

The perspective of critical theory fuses the theory and action of Public Administration. The communication theory of Habermas (Mafunisa *et al.* 2007:772) identifies undistorted communication as a critical tool for social change and is very important to the Public Administration process. Such conduits of communication include public policy and legislation, public announcements by elected officials and administrators, the grapevine, community leaders, the media, etc.

Stahl & Grigsby (1992:153) purport that "policies, or guides for action, are represented by the collection of methods, rules, and practices the organisation uses to implement strategy and administer or operate the organisation." The choice of policy must be consistent with the mission, vision and strategies of the organisation so as to provide the supportive role adequately.

Hanekom (cited in Cloete & Wissink 2000:29) notes that “in public policy-making, theories are utilised to explain the policy-making process. Furthermore, simplification of policy-making is enhanced by using models to present problems in acceptable dimensions... Although no universally accepted or agreed-upon theory of the policy-making process exists, it appears that a useful model should include at least the phases of good identification, authorisation, public statement of intent, implementation and evaluation.” This assertion provides the link between theory and models for policy-making, as well as that the nature of the models should provide for the basic phases of the policy process.

Hanekom (1987:46) proposes various theories of policy-making, *viz*, classical; liberal; democratic; and elite systems. These theories underpin the formulation of policy by advocating on the rationale of intended service delivery. There are also various models of public policy-making, and these serve as guidelines for the compilation of public service policy.

This research is underpinned by four principal theories of policy formulation. The findings from the empirical study will be located within these principal theories so as to determine the extent to which the current communication policy requires review and improvement.

### **2.5.2 Systems Approach to Policy-making**

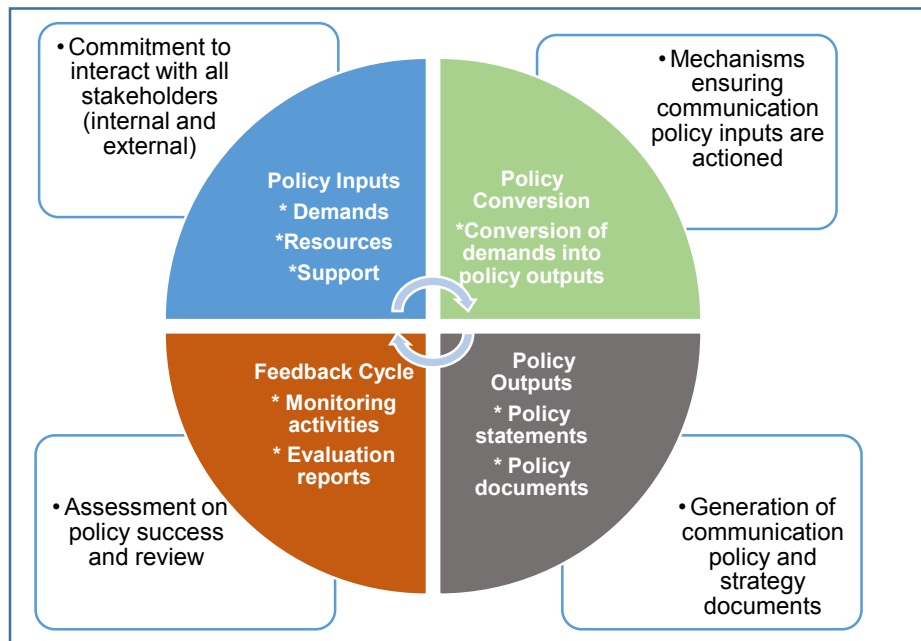
The *Systems Approach to Policy-making* discusses the procedure in the policy-making process of government entities. This theory considers the environmental factors impacting on strategic communication within a systems approach. Cloete & Wissink (2000:27) purport that “systems theory focuses on the contributions of interrelated forces to policy-making.”

This policy-making process illustrated in *Figure 2.4* that follows incorporates the following elements:

- *Policy inputs* (commitment to interact with all internal and external stakeholders);
- *Policy conversion* (identification of mechanisms to ensure policy inputs in communication are actioned, *via* the compilation of the communication policy);

- *Policy outputs* (generation of communication policy and strategy documents); and
- *Policy feedback* (assessment of whether the implemented policy is serving its purpose and, if required, amending the policy accordingly).

**Figure 2.4 Systems-approach to Policy-making: A Continuum of Cyclic Interaction**



*Fox, Schwella & Wissink (1991:31)*

This systems model clearly depicts the framework describing the relationships between the demands, political system, results/outputs and resultant triggered demands. The impact of environmental influence on policy outputs, or *vice versa*, can be clearly gauged. The uniqueness of this model lies in its cyclic nature, illustrating the evolving nature of policy-making. Cloete, Wissink & de Coning (2006:33) believe this model provides a graphic explanation of the total policy process, unlike the institutional, incremental or social interaction models. Cummings (1980:210) believes an organisation “consists of a systemic process of input-throughput (or transformation)-output.” This indicates both the cyclic nature of an organisation, as well as from Gestalt psychology, that the organisation is more than the sum of its sub-systems.

Cloete *et al.* (2006:42) is of the view that the policy-making process forms part of a wider policy-process. This system caters for both political imperatives, and that of the various interest groups engaged with government. It is useful for a government entity to evaluate and explain the *status quo* of the communication services using this theoretical approach, especially to inform the new policy that is envisaged to emerge from this research.

Burnstein (2003:29) purports that most social scientists believe that public opinion has an influence on public policy, and that the more relevant the issue, the stronger the influence. Conversely, Campbell (2002:28) questions whether policy-makers tend to express their true motives or do they believe policy needs to conform. Both these ideologies and expressions can be addressed to a large degree by the systems theory on policy-making.

Cloete & Wissink (2000:39) believe that the systems model “can provide perspectives on aspects such as the influence of the environment on political policy and vice versa, the success or ability of the political system to convert demands into public policy, the effectiveness of the feedback process and the extent to which feedback information (results, impacts and consequences of policies) is incorporated in the adoption of existing or new policies.” This view supports the view of the policy-making process as a political sub-process.

Stromberg (2002:1) proposes that better informed voters will affect policy by virtue of voting accordingly. This assertion supports the systems theory in that greater access to information *via* the mass media, including conduits such as Twitter and Facebook, will result in a more informed society of voters who determine public policy *via* the election of public representatives who create public policy. This cyclic process underscores the nature of the systems theory policy-making process.

This systems-approach to policy holds the potential for shaping a changing paradigm of how communication services are currently managed in government departments in general.

### **2.5.3 New Public Management Theory**

*New Public Management (NPM) Theory* introduces private sector policies and practices to public sector institutions in order to achieve improved efficiencies and effectiveness. It is a direct result of the attempts by government to adopt the practice of 'good governance'. Al-Habil (2011:123) believes that NPM views the citizen as customer and replaces public administration with free market principles. However, Al-Habil (2011:125) also deduces that this has taken the citizen even further away from governance.

The public sector had historically been seen as both ineffective and inefficient in terms of cost containment and quality improvement. The legacy of apartheid had resulted in political will determining both the direction of financial resources within the government sphere as well as the quality of products and services procured and allocated along racial lines. Reform was introduced to reduce the tax bill, the dissatisfaction of the electorate and the declining standards of the public service. The drivers for change were cost containment, public service support and performance improvement. In the new dispensation, the politicians and their advisors approached the private sector to assist with reforms. Hence the focus of the NPM was the creation of organizational and institutional contexts that were practised in the private sector (McLaughlin, Osborne & Ferlie: 2002:35).

The NPM is a universal trend towards transforming the style of governance and administration within the public sector. The traditionally organized and managed public services are then linked by PM to actions and consequences to obtain better effectiveness and efficiencies. Christensen & Laegreid (2011:131) postulate that "NPM focuses primarily on strengthening managerial accountability, based on output, competition, transparency, and contractual relations, and thus represents a departure from old school public administration where various forms of accountability were based on input processes and procedures, hierarchical control, legality, trust, and cultural traditions."



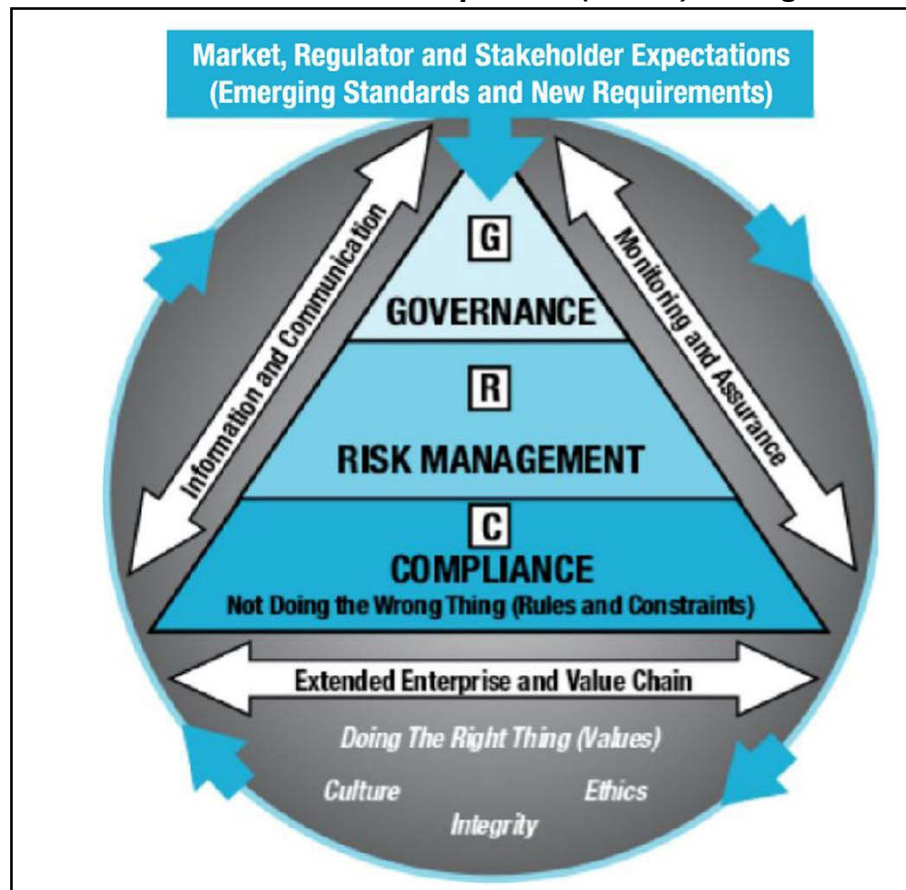
Denhardt and Denhardt (2007:43) conclude that NPM has signalled a radical shift on the role of public administrators, the nature of the profession and the manner in which tasks are accomplished. The authors further propose NPM as a new Public Service Model which includes the following principles which focus on outcomes and effectiveness:

- Serve citizens, not customers;
- Seek the public interest;
- Value citizenship over entrepreneurship;
- Think strategically, act democratically;
- Recognise that accountability isn't simple;
- Serve rather than steer; and
- Value people, not just productivity.

The above-mentioned principles advocated by the NPM have been translated by the Citizen's Charter into legislation, based on the South African constitution, to transform service delivery. This advocated approach to public governance can be fast-tracked by the use of strategic communication to achieve its desired end. The use of communication tools to provide transparency, both internally and externally, will assist government achieve the goal of a people-centred service provision. A key challenge, though, is the capacity of officials to encompass and display the expertise required of them to promote the image of government as an efficient organisation. *Figure 2.5* illustrates the close-knit relationship between the NPM components of governance, risk and compliance which promote good governance.

*Figure 2.5* that follows depicts the integration of the three pillars of good governance. Good governance is reliant on good risk management initiatives which ensure compliance. Poor risk management would result in poor compliance, indicating poor governance. Communication is a key determinant, *amongst others*, for good governance, and is a focal point in this study.

**Figure 2.5: The Governance-Risk-Compliance (G-R-C) Triangulation**



Ho (2014:6)

Whilst the NPM is still relatively new, there are already signs of its becoming side-lined by the advent of e-Governance. The post-NPM era, launched in the early 1990s, resulted in a reform dubbed the 'whole-of-government' or WG (Christensen *et al.* 2011:132). The main concern was the problem of integration of government holistically, and recentralisation and reintegration was deemed necessary for delivering with efficiency at all levels.

The NPM approach, as adopted by government, had intended to maximize 'profitability' as gauged by improved service delivery. However, this approach has not proven to be very successful as government delivery cannot be measured as clearly as profit in the private sector. Dreschler (2005:1) understands the NMP model as a "transfer of business and market principles and management from the private into the public sector, symbiotic

with and based on a neo-liberal understanding of state and economy. The goal therefore, is a slim, reduced, minimal state in which any public activity is decreased and, if at all, exercised according to business principles of efficiency.” NPM is thus based on the premise that human behaviour is always motivated by profit-maximisation or self-interest. Drechsler (2005:2-3) further believes that the NPM is doomed to fail in the public context because of the following reasons:

- Reflections on NPM regarding its use in the private sector and the public sector indicate a focus on the differences, not the similarities;
- While the state is denoted primarily by its monopoly on power, force and coercion in its quest for orientation towards the public good, the private sector focuses on profit maximisation;
- Whilst the business processes of state, particularly a democracy such as South Africa, requires liability, regularity, transparency and due process, the public sector business processes find low costs and speed of service delivery more important; and
- Government operations create quasi-markets with commodity or service monopolies, hence real competition for best value-for-money cannot be achieved, unlike the private sector.

Drechsler (2005:9) explains the demise of the NPM being the direct result of its simply not being workable in that “it does not deliver, that it does not create greater business efficiency, let alone state effectiveness, that it is expensive, disruptive, and in the end useless, that it is heavily ideological, overly simple, diametrically opposed to economic growth and especially development, and politically charged by a specific perspective, that of neo-liberalism – could have the effect that it toppled as a paradigm.” Christensen *et al.* (2011:131) support this reasoning as NPM does not consider the volatile relationship between citizen as voter and politicians as public custodians, as well as the influence of the citizens on public bodies as clients and consumers interacting with their elected public leaders through the election process. Thompson & Riccucci (cited in Christensen *et al.* 2011:132) indicate that the lack of consideration of politics on the relationship between

governors and the citizens “may weaken responsibility, commitment, political equality, and accountability even if some aspects of service are improved.”

Vigoda (2002:529) views the NPM as being similar to the service rendered by any institution to its client, viz. government meeting the demands of its citizens is equivalent to a service provider satisfying the needs of its customers. This actually implies the belief that the adage of ‘the customer is always right’, or that one should never argue with the client, is a major determining factor in the government-to-citizen relationship. This relationship is not a realistic one in that it does not consider the various political mandates of the elected government which sets the agenda for the administrative arm of government. This lack of fit with environmental factors is supported by Nzimakwe’s (2011:64) belief that it is critical for Public Administrators to understand the notion of public leadership as the NPM is based on the principle and belief that “public administrators/leaders should effectively run government by breaking the grip of bureaucracy through the application of business approaches.”

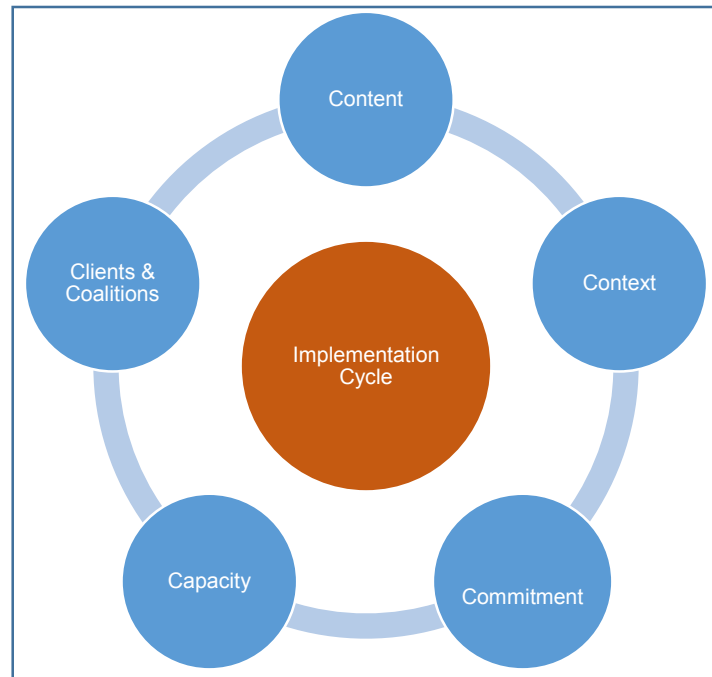
The onslaught of the global phenomenon of ICT and the digital era is fast-tracking access to information and subsequently breaking down the barriers of the systemic bureaucracy on which the NPM depends. Dunleavy, Margetts, Bastow, & Tinkler (2005:467) depict the move as “incorporating these new shifts are towards a ‘digital-era governance’ which involves reintegrating functions into the governmental sphere, adopting holistic and needs-oriented structures, and progressing digitalization of administrative processes.” Strategic communication would thus incorporate e-Governance to ensure that government is construed as being contemporary in its operations and delivery of services.

#### **2.5.4 5C Protocol Theory: a Policy-implementation Perspective**

The *5C Protocol Theory* emphasises the role of implementation as a key determinant of the policy-making process by highlighting the various factors that impact on the success of the communication policy. Policy-implementation, the subsequent actioning of policy-making or formulation, is an equally important process. Cloete *et al.* (2006:182) identifies

what has become known as the 5C protocol amongst researchers and scholars of policy implementation, illustrated in *Figure 2.6* that follows.

**Figure 2.6: 5C Protocol**



*Cloete, Wissink & de Coning (2006:182)*

These five interlinked variables, and their appropriateness to the communication policy, are:

- **Content:** the implementation process includes the policy content in terms of what the communication goals are, what the policy intends to achieve, as well as the methods to be employed to address the identified problems. Lowi (cited in Cloete & Wissink 2000:179), and again in Brynard (2005:659) characterizes policy as “either distributive, regulatory or redistributive”;
- **Context:** The communication policy needs to follow due process in terms of the processes of consultation with all key stakeholders and decision-makers involved in the communication process, amended accordingly, ratified and adopted by senior management before it is accepted as the duly recognised policy. Authors Cloete & Wissink (2000:180), also like Brynard (2005:659), believe that the

‘institutional context which, like the other four variables, will necessarily be shaped by the larger context of social, economic, political and legal realities of the system.’

- *Commitment*: the various responsibility managers entrusted with the actioning of the adopted policy need to be committed to the policy so as to ensure that the desired communication objectives are realized Cloete & Wissink (2000:181) identify two propositions that impact on the key implementation variables:
  - commitment is important at all levels through which policy passes; and
  - in keeping with the web-like conception of inter-linkages between the five critical variables, commitment will both influence and be influenced by all four remaining variables.
- *Capacity*: the responsibility managers within the department need to be knowledgeable administratively to deliver on the identified communication responsibilities, especially since they are the key drivers to the communication and information-dissemination process. Cloete & Wissink (2000:181) consider capacity as the “structural, functional and cultural ability to implement the policy objectives of the government,” which refer to the availability and access to tangible resources such as human, financial, technological, logistical, etc, together with the intangible requirements such as leadership, motivation, commitment, willingness and endurance, *amongst others*; and
- *Clients and Coalitions*: the beneficiaries of the communication policy, *viz*, the internal and external stakeholders to the department, need to support and engage positively with the communication policy implementation process so as to benefit them, as well as to provide feedback to the department so that the services they enjoy may be enhanced. Such coalitions, interest groups and opinion leaders have a direct bearing on the implementation process of policy.

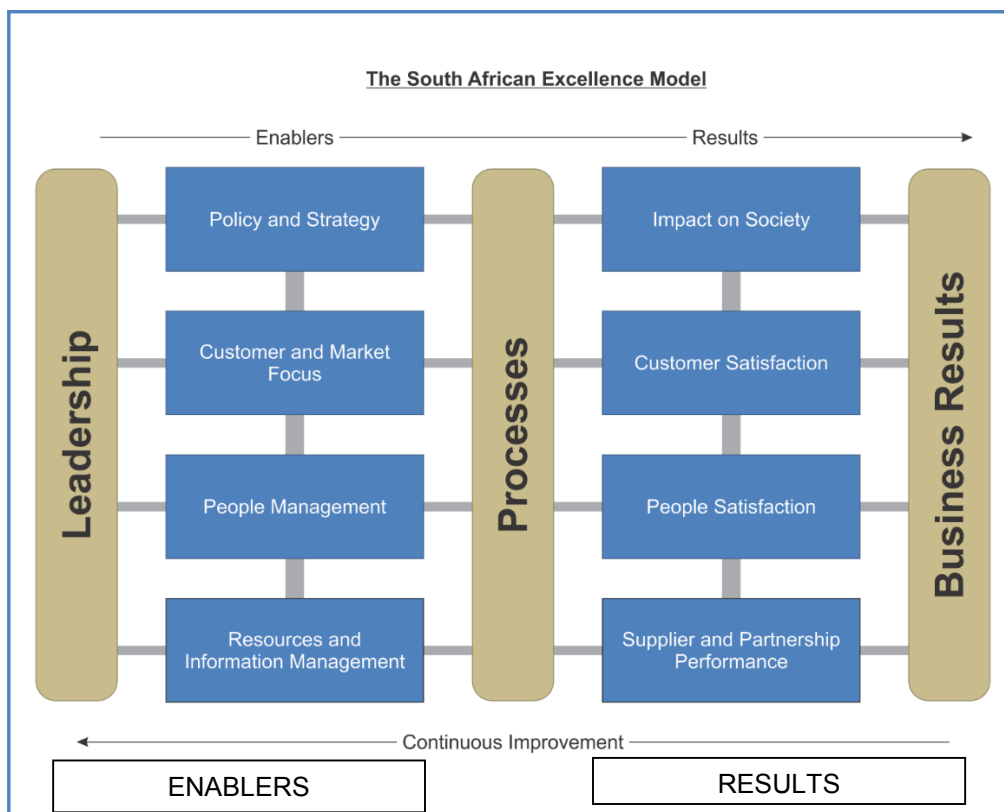
It can, therefore, be said that Cloete & Wissink (2000:178) believe that “each of the five variables is linked to, and influenced by, the others depending to a varying extent on the specific implementation situation.” Brynard (2005:662) also believes that communication

could be regarded as a variable for implementation, in fact as the sixth C, as South Africa has eleven official languages – a fact that underscores the importance of communication as a variable for policy implementation.

### 2.5.5 South African Excellence Model

The *South African Excellence Model* informs the above theories to establish the level of performance and governance in a public sector organization. The *SAEM* was an initiative of the South African Excellence Foundation to deal with performance excellence in public sector organizations. This model, as illustrated in *Figure 2.7* below, is based on the assumption that business success is gained through sound leadership which should drive policy, strategy, customer focus, market focus, people management, resource management and information management. It is a way to achieve significant gains in business results and productivity by ensuring overall competitiveness; good governance; satisfied customers, employees, suppliers and partners.

**Figure 2.7: South African Excellence Model**



*Adapted from Thomas (2008:51)*

With reference to the illustration, Smith, de Cronje, Brevis & Vrba (2007:43) purport that organizational processes must be identified, managed, reviewed and improved to ensure a “positive impact on society, customer satisfaction, people satisfaction, supplier and partnership performance.” The SAEM thus presents a comprehensive framework that could be used to assess the state and nature of the organisation in terms of ‘excellence,’ hence dealing with the issue of governance as its central point of focus.

The SAEM is ‘business-like’ in approach and assumes that all members within the management leadership are capacitated in terms of the use of ICT and acceptable business practice, including aspects such as business and professional ethics. Of significance, and central to this business model, is the assumption that there is a clear flow of communication within the organization, and with the customers of the province that government serves.

The SAEM is based on adherence to eleven criteria of which six are *enabler criteria* and five are *results criteria* <http://www.citycape.co.za/moreinfo/saexcellence.html>

The six *enabler criteria* of the SAEM are:

- *Leadership*: how do individuals in the organisation inspire and provide leadership in the pursuit of excellence;
- *Policy and strategy*: how is excellence addressed when the organisation develops its vision, mission, objectives, values, policies and strategies;
- *Customers and market focus*: how does the organisation address its customer and market needs:
- *People management*: how does the organisation address the needs of its people, viz, skills, improvement, empowerment and communication;
- *Resource and information management*: how does the organisation use its resources, viz, people, finance, physical, natural and intellectual; and
- *Processes*: how does the organisation identify and improve both internal and external processes.



The five *results criteria* of the SAEM are therefore highlighted as:

- *Impact on society*: to what extent is the organisation meeting the needs of society;
- *Customer satisfaction*: to what extent are the customers satisfied with services provided;
- *People satisfaction*: to what extent are the people of the organisation satisfied and have their needs met;
- *Supplier and partnership performance*: how does the organisation manage the relationship; and
- *Business results*: what results are being achieved in relation to planned performance.

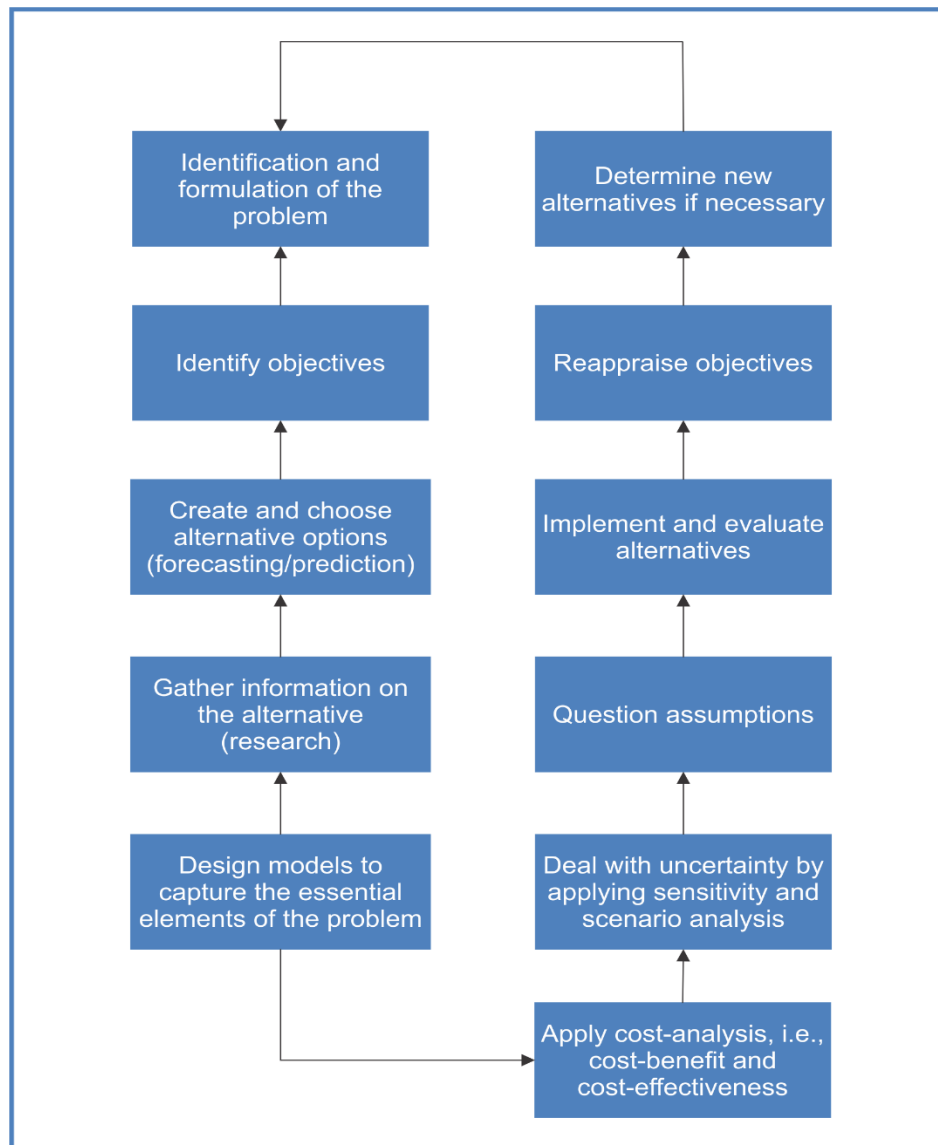
The SAEM bears significant relevance to the communication policy formulation process in that it provides the rationale and criteria for both the enablers to successful policy formulation as well as criteria for expected results. Adoption of this policy model would promote the formulation of the communication policy on the basis of best practice, which is beneficial for the DSR.

Communication is the 'life-blood' to community success, and these theories support the idea that service delivery by government can be maximized through the use of strategic communication for good governance. However, these four theories are based on the assumption that government officials are ably equipped to provide a quality service, and this is not a true reflection of the *status quo*. No cognisance is taken of the human element (or factors of influence) which results in the appointment of officials who do not have the requisite expertise to serve as managers or in any other capacity, as well as the lack of capacitation provided by government for officials who have displayed a lack of such expertise.

#### **2.5.6 Policy Analysis: An Iterative Process**

The elements of analysis, i.e. problem identification, determining of objectives and alternatives, represent an *iterative* or *interactive* series of events (Cloete & Wissink 2000:132). *Figure 2.8* that follows depicts the iterative process of policy analysis.

**Figure 2.8: Iterative Process in Policy Analysis**



*Cloete & Wissink (2000:133)*

Quade (cited in Cloete & Wissink 2000:285) states that “policy analysis is any type of analysis that generates and presents information in such a way [so] as to improve the basis for policy-makers to exercise their judgement.” Through this discussion, policies have to be constantly analysed to determine whether they are achieving their intended purposes.

### **2.5.7 Policy Evaluation**

Cloete & Wissink (2000:215) believe that a “formative/prospective study is frequently required at a very early stage in the policy planning process to undertake a formal assessment of (or appraise) the feasibility of the different policy options that one can choose from. This implies identifying the potential costs, benefits, constraints and generally the potential impacts that different policies may have on an existing policy issue, in order to decide which course of action to take.” Hanekom (cited in Cloete & Wissink 2000:222) identifies six criteria as requirements for effective policy evaluation:

- *Relevance*: evaluation should be relevant to resolving and existing policy issue or problem;
- *Significance*: evaluation must make a difference to an existing situation;
- *Originality*: evaluation must generate new information;
- *Legitimacy*: evaluation must have the support of major stakeholders involved in the policy issue area;
- *Reliability*: data used must be accurate; and
- *Validity*: findings and conclusions must have effective causal linkages with the descriptive, factual component of the evaluation.

The analytical approach to policy evaluation as depicted above highlights the critical role that policy serves in the service delivery process. The varied considerations identify the multiple functions that a policy is expected to serve when providing the requisite direction within its ambit of influence.

## **2.6 GOVERNANCE (New Public Governance Approach)**

### **2.6.1 Definitions of Governance**

The concept of public governance is context-specific, and Bovaird & Löffler (2003: 315-6) maintain that this is a key determinant of why this concept varies in definition between countries and in relation from one stakeholder to the next.

Nkuna (2013:139) believes that, in a generic sense, the concept 'governance' refers to "the task of running a government." Currently the term is increasingly used in connection with the social sciences, viz, economics and political science. Rhodes (cited in Nkuna 2013:140) identifies the following six different meanings of the concept of governance as used in contemporary social sciences:

- The minimal State;
- Corporate governance;
- New Public Management;
- Good governance;
- Social-cybernetic systems; and
- Self-organised networks.

Hayden (cited in Nkuna 2013:141) views the concept of governance as an umbrella, a conceptual approach dealing with 'big' questions of a 'constitutional' nature.

Empirical literature provides numerous definitions of governance. Whilst some authors refer to governance as a phenomenon related to structures created by government to undertake service-delivery tasks, others refer to governance as the outcomes and processes of government action.

The IT Governance Institute (2005:61) defines governance as "the exercise of ethical corporate behaviour by directors or others in the wealth-creation process, as part of how they provide stewardship over the business of the entity." However, Lynn and Heinrich (cited in Feldman & Khademian 2002:543) define governance as comprising "structures and processes guiding administrative activity that create constraints and controls (both *ex ante* and *ex post*) and that confer or allow autonomy on the part of administrative actors."

Governance is also viewed in some instances as a means of promoting citizen participation in the activities of the public service. The process includes enabling communities to express their needs, together with interaction and engagement of citizens

which allows for discussion of their interests and resolution of their differences whilst exercising their rights, as found in the UNDP (cited in Nzimakwe 2005:20).

Governance may also broadly refer to the capacity of a nation to offer its citizens representation and uninterrupted participation in the process of decision-making. This is attempted by promoting the participation of the more disadvantaged members of society to engage in socio-economic issues affecting them by enabling them access to the seats of power in order to meet their needs in an equal and just manner asserts Dwivedi (cited in Sing 1999:91). This author (1997:1-2) further presents governance in its multi-faceted form where an individual can participate freely in community life. From a political perspective, individuals have the right to elect their governments and influence change.

Kaufman (cited in Jain 2006:531) purports that governance consists of the following six elements:

- The expressed views of people
- Stability in politics
- An effective government which is able to develop good policies that are effectively implemented
- Good effective regulations
- Maintain the law, and
- Protecting individual rights through the interdependence of the justice system.

### **2.6.2 Rationale for Governance**

The traditional role of governance has evolved as per the needs of contemporary society. Governance now refers to the creation of an enabling environment for citizens, management of economic stability within communities, provision of required resources and infrastructure, protection of the vulnerable in society, and delivery of essential services. Sing (1999:88-89) maintains that the advent of globalisation had weakened the strength of sovereign rule, and the increasing need for citizens to find solutions to challenges facing government, together with the reality of limited resources, created the context for increased citizen participation in affairs of the state.

### 2.6.3 Governance and Public Administration Relationship

Governance is the act of governing. It relates to decisions that define expectations, grant power or verify performance. Public administration pertains to the managing of the implementation and monitoring of government policy. Public administration arose from the need to meet the objectives of government institutions. The increased expectation of service delivery by public officials resulted in the need for training and skilling of persons employed in the public service, giving rise to the discipline of Public Administration (Du Toit & Van der Walddt 1998:52-53).

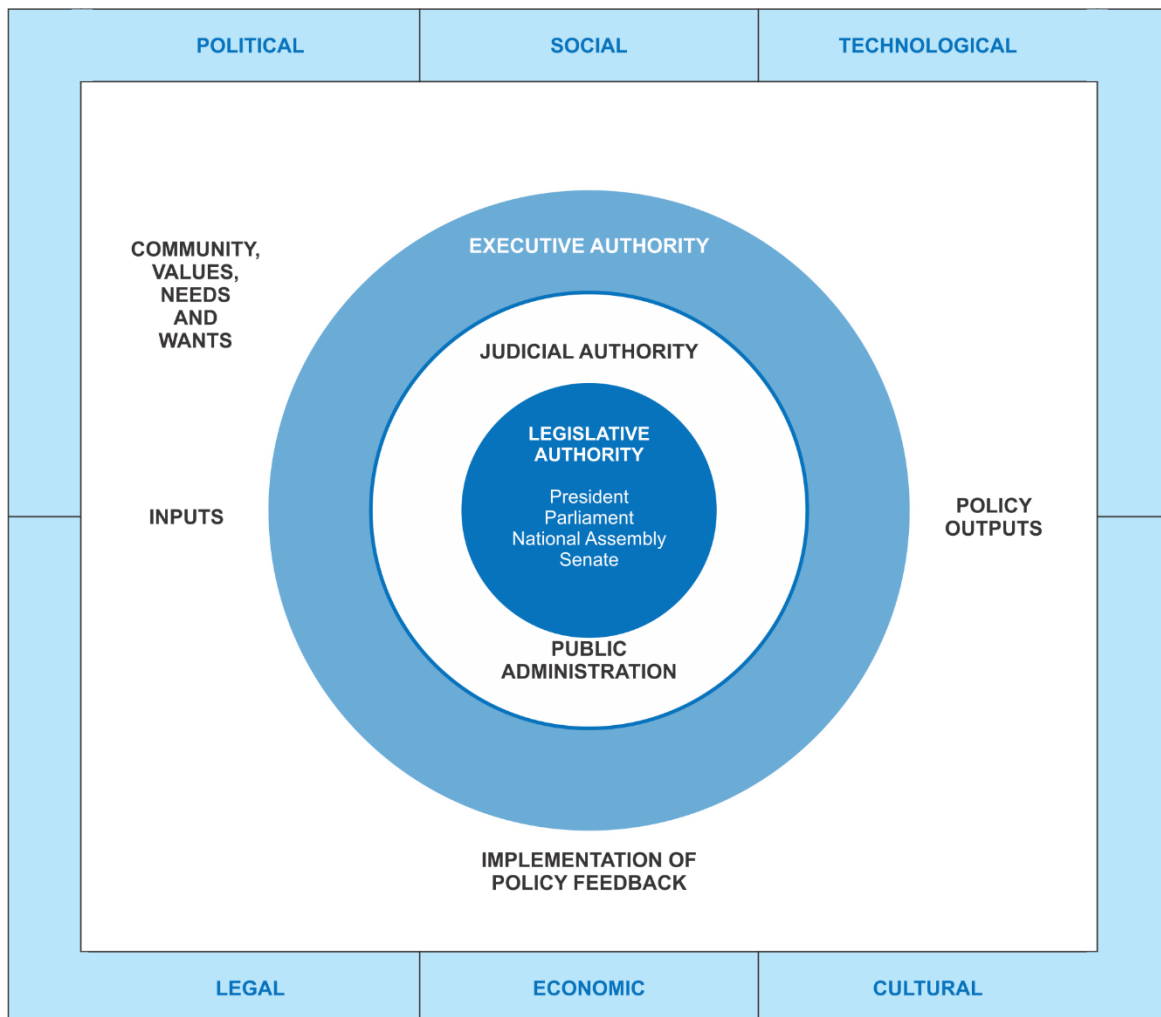
Nkuna (2013:139) maintains that it is fallacious to consider the concept of governance as applicable if it is not contextualised to benefit the realities of everyday life within a particular society. In the South African context, governance features as a post-apartheid developmental state. People, as a society, find and manage the state as agents of change and development in the form of structures and organisations as part of the governance process.

Van der Walddt *et al.* (1995:18) provide the model in *Figure 2.9* that follows to illustrate the influence of the macro-environment on public administration. The six large spheres of influence depicted on the outside as the Macro-environment, *viz.* Political, Social, Technological, Legal, Economic and Cultural, portray the intangible forces of influence on the state. The circles represent the different tiers of the state as government as Public Administration, with the community depicted as both the intermediary and the beneficiary. The policy (*Inputs* and *Outputs*) between the Macro-environment and Public Administration indicate the synergistic impact of both, with the community as beneficiary. This synergy is made possible through communication, and conversely this synergy has a direct impact on the nature of communication as well. This research study, conducted on communication policy within the DSR, is focused within this context.

The views of the respondents on the interaction of the DSR with its stakeholder beneficiaries, within the context of *Figure 2.9*, is depicted in *Figure 5.23*. The role of the

Department is hence assessed within the broader structure and operations of government.

**Figure 2.9: Influence of Macro-environment on Public Administration and Communication**



*Van der Waldt & Helmbold (1995:18)*

Similarly, Fox & Meyer (1995:105) purport that public administration is that part of government that is responsible for the formulation, implementation and monitoring of government policy and decision. Cloete (1999a:14) supports this assertion, with his view that the public administration refers to the capability of the public service to deliver

essential services within a structural, functional and cultural context in order to improve the quality of life of a citizen.

There are many challenges between governance and public administration. It is in the main a conflict between the interests and influence of society as opposed to that of the state. Both parties need to corroborate and network to procure shared resources whilst concurrently searching for best practice in service delivery. Sing (1999:98-99) identifies the result as an ever-increasing interdependence between political and global sectors at all tiers.

#### **2.6.4 Corporate Governance for Effective Communication**

Corporate governance refers to the *modus operandi* adopted by the management tier of an organization, incorporating the responsibilities and practices exercised to providing strategic direction, ensuring the achievement of objectives, ascertaining appropriate risk management, and ensuring that entity resources are utilised as per best practice.

Barrett (2002:2) understands corporate governance to “encompass how an organisation is managed, its corporate and other structures, its culture, its policies and strategies, and the ways in which it deals with its various stakeholders.” Within public administration, corporate governance refers to the management of government entities by the political and administrative elected and appointed to office to manage promote the government according to a specific mandate. It also refers to the systems, structures and processes put into place to deliver on this mandate.

#### **2.6.5 Good Governance**

The term ‘good governance’ is deemed dynamic as it is context-specific. Geldenhuys (2000:91) believes that whilst an autocratic government may consider direct intervention in the lives of their people to improve their living standards as good, a democratic government may consider the provision of a supportive environment through facilitating access to resources and services, as being good governance.



Van Kersbergen *et al.* (2004:145) purport that good governance emerged from the world economic sector where reforms consisted of “reducing wasteful public spending and creating greater transparency and accountability in government...”. This view is supported by the views of Arco-cobbah (2006:351-2) who outlines the United Nations Development Program (UNDP) attributes of good governance as:

- Participation, expecting all citizens to have a say in decision-making, directly or through representation;
- Rule of Law, where legal frameworks are enforced fairly, especially the laws on human rights;
- Transparency, with free flow of information in public; and
- Accountability, where government decision-makers are broadly accountable to the general public and institutional stakeholders.

Okot-Uma (2003:2) believes that good governance should be “participatory, transparent and accountable in characteristic” and that “good governance may be defined as comprising the processes and structures that guide political and socio-economic relationships, with particular reference to ‘commitment to democratic values, norms and practices, trusted services and just an honest business’.” This embodies the principle of acting in the best interests of quality service delivery. Drechsler (2005:7) similarly deems good governance as “a normative concept that (again) embodies a strong value judgement in favour of the retrenchment of the state, which is supposed to yield to business standards, principles, and – not least – interests.” Good Governance principles encompass such principles as transparency, efficiency, participation, responsibility and market economy, state of law, democracy and justice.

Intergovernmental and regional organisations such as the Organisation for Economic Co-operation and Development (OECD), the Organisation of African Unity (OAU), the European Communities and the Commonwealth held vastly different understandings of how the concepts of development, democracy and governance related to one another. Differing emphasis was placed on democracy, administration and human rights. Leftwich (1993:427-8) elaborates that the common understanding that emerged, though, were the

three components - systemic, political and administrative - which ranged from most inclusive to least inclusive. From a systems perspective, good governance referred to a network of socio-economic and political relations; from a political perspective, good governance referred to a state enjoying legitimacy and authority by being appointed by citizens; whilst from an administrative perspective, good governance referred to a transparent, accountable and efficiently managed public service with the capacity to develop and implement effective policies and manage the public sector.

Policy objectives of good governance, as identified in an authoritative study on public service reform by PRC (cited in Cloete 1999b:86-7), are:

- Resource allocation must be done on an equal basis for all represented groups of people;
- There must be focus on development;
- It must be focused on needs of people and encourage citizen participation while responding to these needs;
- It must promote democratic rights of people, be legitimate and transparent;
- There must be accountability for the utilisation of monies;
- It must be based on professional standards and ethics;
- Services need to be effective, efficient, affordable and resilient;
- Holistic, integrated and well-coordinated services;
- Promote competition and creativity of internal business practices; and
- Must be built on principles of sustainability.

These objectives highlight the various functions served by policy in its contribution to good governance. These objectives are also sought by the DSR in its pursuit of good governance as well. Woven throughout these objectives, is the role of communication.

In support of the afore-mentioned policy objectives, Bovaird & Loffler (2003:322) have also identified the following characteristics of good governance:

- A transparent process;
- Accountability to all stakeholders;
- Efficiency and effectiveness;

- Involvement of citizens;
- Co-operative Governance to ensure co-ordination by various sectors to prevent duplication;
- High standard of professional ethics and honest behaviour;
- Equity in service provision;
- Sustainable service provision;
- Uphold the Rule of Law;
- Good networking and partnership-building;
- Promoting equality and social inclusion; and
- Building capacity for globalisation.

Bridgman (2007:14) views good governance as the qualitative state of excellence in decision-making and conformance, and that performance and governance can only be achieved when all institutional roles are operating collectively. This view is supported by Barrett (2002:7) who identifies the key principles of good governance in the public sector as illustrated in *Figure 2.10* below:

**Figure 2.10: Principles of Good Governance in Public Sector Entities**



These principles of good governance are impacted on by both the manner of management present within the entity, as well as by the personal attributes of the people/officials functioning within that entity. Support by respondents on the need for policies as a tool of good governance is illustrated in *Figure 5.5*.

The IT Governance Institute (2005:4) purports that ‘good governance should provide proper incentives for each of the stakeholders to pursue.’ This would ensure that the stakeholders use resources more efficiently. Good corporate governance is attained when institutions demonstrate their public accountability and conduct their business within ethical standards that are acceptable.

#### **2.6.6 Policy Implementation and Good Governance**

The revised system and structure of government is intended to improve service- delivery. Governance pertains to the “manner in which national affairs are run by those institutions and public officers who are duly mandated to do so” Matlosa (2005:5). Okot-Uma (2003: 1) regards good governance as a feature of the New Paradigm in Public Administration that “*emphasises* the role of public managers in providing high quality services...*advocates* increasing managerial autonomy...*recognises* the importance of providing the human and technological resources that managers require to meet their performance targets, and is *receptive to* competition and is open-minded about which public purposes should be performed by public servants...”

Saxena (2005:2) identifies the 1997 United Nations Development Programme’s enunciation on the following set of principles that define *good governance*:

- Legitimacy and Voice (focus on participation and consensus orientation);
- Direction (focus on strategic vision);
- Performance (focus on responsiveness, efficiency and effectiveness);
- Accountability (focus on accountability to public and transparency); and
- Fairness (focus on equity and Rule of Law).

Therefore, key to the success of public service, is the adoption, adherence and implementation of policies at point-of-delivery, i.e. at the DSR. Policy formulation and

implementation contribute to good governance in a public sector context. Cloete & Auriacombe (2007:193) is also of the view that the 'current dominant global governance paradigm' leans strongly towards government activities being accessible and transparent so as to be indicative of "evidence-based policy assessment."

There are 10 priority areas identified in the 2009-2014 Medium Term Strategic Framework which form the foundation for The Presidency strategy. *Strategic Priority 10: Building a developmental state including improvement of public services and strengthening democratic institutions*, refers to the challenges of transformation in the system of governance. This prioritization process emphasises the intent of government to improve the nature and quality of its governance.

Furthermore, Van Kersbergen & Van Waarden (2004:145) postulates that the OECD supports good governance by equating "best practices in key areas such as public management, business-government relations and social policy." The OECD Handbook (2001:8) states categorically that the purpose of the handbook is to provide government officials with practical assistance to strengthen relations between government and citizens, providing tangible methods of auctioning good governance. The Handbook identifies the following benefits of good governance, viz better public policy, greater trust in government, stronger democracy, respond to calls for greater transparency and accountability, meet citizens' expectations that their views will be considered, and counter declining public support (2001:18). Good governance is, therefore, emerging as a global trend, and strategic communication that integrates service provider and beneficiaries is a major contributor to good governance as it incorporates participative management and service provision. It can, therefore, be said that good governance is associated with strategic communication within the context of this research.

Hanekom (1987:6) believes that "public officials are the intermediaries between political office-bearers and society." Adopted policies direct the agreed process of operations to ensure that the public officials conduct business in a manner that is aligned with the thinking of the political principal. Corporate governance is inclusive of processes and

systems to which institutions adhere, are managed and thus held to account. Bridgman (2007:14) views good governance as the qualitative state of excellence in decision-making and conformance, and that performance and governance can only be achieved when all institutional roles are operating collectively. The current global governance paradigm demands that government activities be accessible and transparent for evidence-based policy assessment (Cloete & Auriacombe, 2007:193). Policy implementation by the CSC would incorporate the use of strategic communication as a prerequisite for good governance, thus upholding the principles of access and transparency, as well as the resultant principle of accountability which is deemed an important principle of public administration in practice.

#### **2.6.7 Ethical Governance**

Van der Waldt (2001:116-7) maintains that ethical governance promotes human rights in all processes, and that these rights and freedoms are embedded in the constitutions of countries. Commonly accepted attributes of ethical behaviour include humaneness, honesty, justice, reasonableness, freedom, truth, decency, integrity, order and fairness.

Ethical governance would be embedded in the policies of the government entities and manifest itself through due process.

### **2.7 EFFECTIVE PUBLIC RESOURCE MANAGEMENT FOR ENHANCED COMMUNICATION SERVICES**

Hanekom (cited in Cloete & Wissink 2000:28) provides a very accurate depiction of roles played in the public policy-making process when he notes that “initiative for public policy-making is derived from legislative institutions, public officials and interest groups...The political office-bearers, the ministers of state and the appointed public officials are, however, the most important participants in the policy-making function: the ministers because of being appointed by the State President to administer the state department(s) assigned to them, and the public officials because of their expert knowledge, as career officials, of the issues dealt with in specific departments. Public officials, especially the top and middle levels, act as advisors on policy, policy formulation and policy

implementation (execution), and also as policy monitors, i.e. comparing results with intentions.”

### **2.7.1 Concept of Communication**

Communication should be viewed as an instrument for harmonious participation towards meaningful goal realisation. It is a key enabler of good governance and management. In this regard, Van Ruler & De Lange (2003:146) believes that “communication management (is) a strategic management activity that assists in securing the long-term functioning of the organisation in society, as opposed to an operational activity that does no more than effectuate top management decisions.”

Reitz (1977:344) believes that “cohesiveness and communication appear to affect each other positively. Communication can lead to an increase in cohesiveness, and cohesiveness increases communication.” He refers to the pattern of communication channels among positions in an organisation as a “*communication network*.”

Van de Ven (cited in Walker, Kent & Vincent 2010:188) comments of the idea of a communicated organisational identity by stating that “the communicated identity [of an organisation] is most clearly revealed through ‘controllable’ corporate communication” (includes advertising; sponsorship; public relations), and is derived from non-controllable communication such as word-of-mouth and media exposure.

### **2.7.2 Strategic Communication**

Strategic communications is ‘people-centred’. The concept is based on information-provision intended to achieve shared meaning based on organisational values. Principles such as trust, honesty, timeliness and empathy form the core of strategic communication.

Communication is a strategic tool to achieve the particular outcome desired by the initiator of the communication on the recipient of that communication. As such, the communication policy would embody the *modus operandi* of communication directed to achieve the needs of the organization. This policy would thus harness all the objectives of the

organization with a view to contributing to its achievement as part of the organizational strategy.

It is implicit that, for communication to be construed strategic, it has to be the result of a planned process, and in this context the communication policy will be a product of the public policy formulation process. Hanekom (1987:8) defines public policy as a deliberate process serving as a guideline for the usage of allocated government resources to achieve societal goals, and the resultant guideline being made known publicly *via* legislation. The communication policy would form part of administrative policy, as it pertains to operational matters in the main.

Integral to the art of good governance is the use of communication as a strategic tool to achieve the goals and aims of the departments, and to deliver on the political agenda of government, which is an integral focus of the research. The concept of communication is often viewed simplistically as a process of dissemination of information. However, this interpretation is not entirely correct. Barrett (2002:2) defines meaningful communications as “communication that accomplishes two primary objectives: (1) informs and educates employees at all levels in the company’s strategy and (2) motivates and positions employees to support the strategy and the performance goals... helps the company be high-performing.” Such high performance is identifiable in the nature and quality of service delivery. These postulations support the claim that strategic communication management, when identified and adopted as a management tool, has a direct bearing on the performance management of an organization, thus having a direct bearing on value-for-money as well. It also incorporates the spheres of strategic management of both internal and external communications as a key factor in monitoring and evaluation, as well as risk management.

Braithwaite & Eckstein (2003:1) define strategic communication as being ‘people centered’ and “is a process of providing information with the aim of achieving a shared meaning based on organizational values and principles...the fundamental purpose of strategic communications in an organisation is to enable and energise employees to carry



out its strategic intent ... to rapidly identify, send, receive and understand strategic information that is credible, sensible, and relevant.” Communication is a function, not a branch. It should operate as a unified cross-organisational management function, not as a monolithic unit. This perspective is explored in the research study.

### **2.7.3 Financial Management**

The role of public officials in policy formulation and implementation manifests itself in the management of public resources. The following discussion is premised on the impact of financial management on the area of study. The issue of financial management incorporates both the financing of the CSC as well as the impact of communication on financial accountability broadly within the institution.

#### **2.7.3.1 Public Finance Management Act**

Financial management in the public sector is premised on the Public Finance Management Act, 1999 (Act 1 of 1999 as amended). This Act is mandated in terms of section 14 of the Constitution and is the overriding financial legislation. The PFMA is a process and not an event, hence good financial management is a principle of good governance.

#### **2.7.3.2 Need for the Public Finance Management Act for effective resource management**

The Constitution prescribes the three tiers of government, public administration and the finance framework, *amongst others*. The PFMA was required by the Public Service Administration (PSA) to ensure:

- Corporate governance;
- Best financial management practices;
- Predictable financial performance by the state and its agents;
- Introduction of ‘Best Practice’ human resource management; and
- Accountability and responsibility framework.

These prescripts provide the built-in principles of responsibility and accountability necessary to encourage public confidence in government.

### 2.7.3.3 Instruments of Accountability for Policy Compliance

The PFMA incorporates the following instruments of accountability:

- The parliament, as representative of the people and custodians of their resources;
- Portfolio committees – role in planning, budgeting and monitoring;
- Standing committee on public accounts – proxy for parliament;
- Auditor-General: Parliament's independent and objective assurance provider – the proverbial watchdog;
- Public Sector Auditing incorporating *regularity audits*, *auditing of outcomes and outputs*, and *performance auditing* (economy, efficiency and effectiveness); and
- Internal Audit (Committee) ensures monitoring and evaluation on an on-going basis to prevent deviation from best practice as early as possible.

The presence and implementation of these instrument of accountability ensure that good governance is made both possible and tangible by providing the blueprint for good governance.

### 2.7.3.4 Role of the Auditor-General of South Africa

The mission of the Auditor-General of South Africa, as published in its User Management Account Guide (2010:2) reads as follows: “The Auditor-General of South Africa has a constitutional mandate and, as the Supreme Audit Institution (SAI) of South Africa, it exists to strengthen our country’s democracy by enabling oversight, accountability and governance in the public sector through auditing, thereby building public confidence.”

### 2.7.4 Focus on Human Resource Management

Communication permeates all spheres of activity in public administration. Naidoo (1985:145) believes that the “channels of communication of public institutions and, therefore, also the channels of the personnel division must be arranged appropriately to ensure that all functionaries are kept informed about the activities taking place and the progress being made in achieving their objectives.”

The impact of communication strategy can also be elicited from a department's *Retention Policy* (KZNDSR, 2013:6-14), a policy attempting to retain quality human resources essential to optimise service delivery. The following aspects highlight the critical aspects of the staff retention policy:

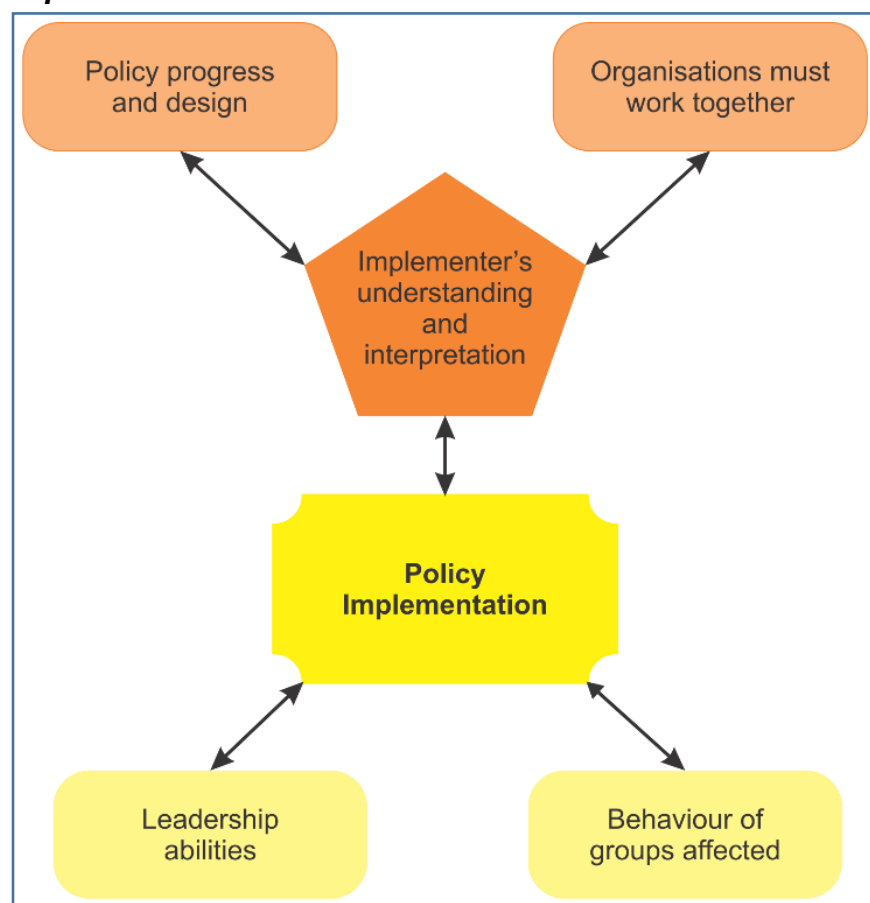
- Implementation of an *induction programme*: both formal and informal induction are important for a new employee to feel secure, thus enhancing the feeling of belonging and resulting in the employee wanting to remain with the department.
- Assessment of *staff morale* by conducting climate/satisfaction surveys;
- Provision of a *conducive working environment*: line managers are encouraged to develop and maintain open channels of communication and promote information-sharing; and
- Provision of *timeous feedback/turnaround time*: need for effective communication and expediting of the grievance procedures.

Brynard (2010:194) identifies the cognitive skills of the implementer as a key influence on policy implementation, as depicted in *Figure 2.11* that follows. *Figure 2.11* is a simplistic depiction, with these categories influencing policy implementation as follows:

- *Policy and policy process*: through its design;
- *Institutions and their milieu*: organisations must work together to produce policy;
- *Implementers and agents*: preferences and leadership abilities shape policy outcomes; and
- *Conditions within the policy environment*: impact by behaviour of groups affected by the policy, economic conditions, and public opinion.

*Figure 2.11* also indicates the synergetic relationship between both the perspective of the implementer in terms of the processes preceding the policy implementation process, as well as the perspective of the persons involved in the actual implementation of the policy process. The variables of *policy process and design* and *organisations must work together* impact directly on the policy implementer's implementation process, in as much as the variables of *leadership abilities* and *behaviour of groups affected* impact on the agents of policy implementation. This figure highlights the fluid nature of policy implementation.

**Figure 2.11: Four Main Categories of Variables Influencing Policy Implementation**



*Adapted from Brynard (2010:195)*

The HoC is the strategic head of the CSC and should be the key implementing agent of the communication policy for the DSR. *Figure 5.14* supports this assertion as the majority of the respondents concur with this view.

The officials of a government entity are a critical resource in terms of policy formulation and implementation because they are the custodians of policy in all its forms of formulation, assessment and execution. Informed staff contribute to a team effort when all know what is expected of them in terms of policy implementation. Further, as ambassadors of government, informed officials can promote government as they form not only the interface with the citizenry but also by meeting the expectations of that citizenry.

### **2.7.5 Information Technology**

The Internet is a source of information available at all times, and is not bound by time or space. The limitless availability and access to information makes it the new encyclopaedia, a reliable source of reference with the latest available updates. Government is intent on harnessing the value of IT to improve its service delivery.

Pearlson & Saunders (2006:162) explains the Internet as “a global interconnected network of millions of individual computers (called hosts).” This made possible the *world wide web* (*www*) which makes documents published on the Internet easily available and accessible. Afuah (2003:329) supports this definition with his own view that the “Internet is a network of interconnected computer networks that allows users who are connected to it to exchange information.”

The IT Governance Institute (2005:32) identifies knowledge portals as “single-point-access software systems designed to provide easy and timely access to information and to support communities of knowledge workers who share common goals.” The Internet is one such mechanism where conduits such as the website, intranet and social media platforms can be used to access and share relevant and important information.

The European Commission (cited in Pourezzat, Nejati and Nejati 2007:303), defines e-government as “the use of ICT in public administrations combined with organisational change and new skills in order to improve public services and democratic processes, and strengthen support to public policies.” As an enabler to realise better and more efficient public administration, e-government can strengthen the poverty-eradication process by facilitating access to information which promotes people empowerment.

### **2.7.6 Role of the State Information & Technology Agency**

The State Information and Technology Agency (SITA) is an agency of the GCIS and manages the information and technology spheres of government departments. The Internet and intranet are critical technological tools of communication for government.

GCIS prescribes on policy and policy guidelines for the design, set-up, management and maintenance of the Internet-based website and intranet for all government entities.

In *Section 1: Introduction and Background of the Policy Guidelines for South African Government Websites* (2012:8), the GCIS explains the Internet as a communication tool: “in line with the Batho Pele Principles and the Constitution of the Republic, the South African government has the responsibility to make government information and services available easily, widely and equitably....Government departments and agencies realise that the Internet is one of the strategic communication tools to advance the communication objectives of government...This is in line with the global trend by governments to implement e-government strategies, using information and communication technologies (ICTs) to give audiences over the world access to their information and services.”

#### **2.7.7 e-Government and e-Governance for Effective Public Administration and Service Delivery**

e-Governance, or electronic governance, is the use of ICT to enhance governance. e-Government, or electronic government, is the use of ICT to provide government services. SITA (2001:online) defines e-government as the provision of government services to its clients viz citizens, government departments, employees, legal entities, etc, using innovative ways within the networking economy with the utilization of technology in the form of the Internet, Interactive Voice Response, and kiosks. Curthovs (cited in Khalo & Hu 2010:39-40) purports that e-government is the provision and organisation of public services through new electronic channels which involve the use of technology such as computers, the Internet, digital TV and mobile phones as communication tools to modernise and improve provision of government services. Wimmer, Scholl & Gronlund (2007:36) support this view by stating that “e-government is concerned with efficiency, cost-effectiveness and seamless, transparent, integrated service delivery. e-Governance involves all these *plus* encouraging citizen participation in decision-making and making government more accountable, transparent and effective.” This is an important indicator that projects the key role the Web is increasingly going to play in the interaction between government and the citizens. It is based on the assumption that the citizens would use

the Web to interact with government and not restrict the use of the Web for purposes of only accessing information.

Rabin (1988:396) believes that the work of government is generally considered as a service business but what is “often overlooked or not fully appreciated is the extent to which government is a large multiproduct firm that processes information either as a direct product or as a necessary aspect of delivering its services to citizens.” This is a clear indicator that information is the lifeblood of government service delivery and administrative process. This makes most government workers information workers. The usage of e-Governance to enhance service delivery is thus crucial in this age of technological advancement.

Coleman (2005:1) identifies the following administrative and democratic positive impact of e-Governance on service delivery:

- Cheaper and more effective management and processing of information;
- A freer flow of information between departments , agencies and layers within government;
- More professional administrators, supported by standardised electronically-embedded decision-making systems;
- The routine provision of services according to impersonal rules, as opposed to client arrangements;
- Transparency, particularly in relation to the procurement of government services;
- Opportunities to work in partnership with the private sector in modernising governmental processes;
- A freer flow of information between government and citizens;
- The strengthening of intermediary democratic institutions, such as parliaments, local government, civil-society organisations (CSOs) and independent media;
- Opportunities for citizens to participate more directly in policy development; and
- Opportunities to combine traditional and modern methods of accountability.

e-Governance is a direct result of government's attempt to embrace ICT as a conduit to promote both legislation as well as service delivery. It is essentially utilising ICT to provide relevant information to the citizens using platforms such as the web and other social media to provide access to government services such that such services could be made more accessible to the public without members having to come to government offices. The increasing advent of technology thus provides an increasing port of call for government services, hence manifesting the attempts of government bringing services closer to the people. The constant availability of the Internet provides government's constant availability to the citizenry, with no restriction to office hours with government services being present at numerous interfaces closer home.

Okot-Uma (2003:3-5) postulates that the opportunities presented by new and emerging information technologies have stimulated efforts by government to develop national information policies and strategies, and that "some governments have seized upon the opportunities offered by the new and emerging information and communication technologies to transform *government, democracy, government-related transactions as well as the embedding society, both economically and socially.*" Furthermore, electronic governance involves new ways of leadership, debate, deciding strategies, accessing services, listening to citizens and communities and ways of organising and delivering information. As a concept, *e-Governance* can be perceived to be contextually inclusive of:

- *eDemocracy* (Electronic Democracy): processes and structures that encompass all forms of electronic communication between the *Electorate* and the *Elected*. It entails the following forms of interaction between government and the citizen:
  - open government and citizen access to information and knowledge;
  - from passive information access to active citizen participation;
  - informing the citizen;
  - representing the citizen;
  - encouraging the citizen to vote;
  - consulting the citizen; and
  - involving the citizen.



- *e-Government* (Electronic Government): refers to the processes and structures pertinent to the electronic delivery of government services to the public.
- *e-Business* (Electronic Business): refers to the servicing of customers and collaborating with business partners, and conducting electronic transactions within an organisational entity. This would incorporate the following:
  - Government to government (G2G) exchange of information and commodities;
  - Government to citizen/consumer/public (G2C) exchange of information and commodities;
  - Citizen/consumer to government (C2G) exchange of information and commodities;
  - Government to business/private (G2B) exchange of information and commodities; and
  - Business/private to government(B2G) sale of goods and services; and intra-government *e-Business*.

Kolsaker & Lee-Kelley (cited in Wimmer *et al.* 2007:36) identify two key elements that are necessary for interactive, collaborative decision-making to occur between citizens and politicians, *viz*,

- Citizens must be prepared to become knowledgeable about issues, both current and new, to bring clarity to the decision-making processes of elected representatives, and
- The state must provide timely and comprehensive information, and channels of communication, through which citizens could engage them in debate.

Based on the King III report and the Code on Governance for South Africa (Sylvester & Sibiya 2013:10), some of the benefits of the Corporate Governance of ICT include the following:

- Improved effective public service delivery through ICT-enabled access to government information and services;
- Improved stakeholders communication;
- Improved trust between ICT, the business and the citizens;

- Lower costs; and
- Improved management of information, as it is managed on the same level as other resources such as people, finance and material in the Public Sector.

Khalo *et al.* (2010:42) identify the Department of Home Affairs of South Africa (DHA) as practising G2C, G2G and G2B. The DHA also bases its e-government approach on *Batho Pele*, with the presiding values of:

- Citizen's convenience (access);
- Increasing productivity (enhancing service delivery); and
- Cost-effectiveness (lower costs of service delivery).

Panagiotis, Christodoulou & Samaras (cited in Wimmer *et al.* 2007:443), identify the major driver of e-Government as the following perceived benefits of these applications:

- Increasing competitiveness (amongst the various tiers of government);
- Increased efficiency and policy effectiveness (improved access to information);
- Reduction of process time and administrative burdens (time-saving to both citizen and government);
- Cost reduction (less time and fewer personnel required for service delivery);
- Improved quality of information and improved service level (ever-increasing information availability improves accuracy of information provided); and
- Increased openness and democratisation (greater access to information, hence [i] increased participation in the information society and [ii]) increased democratic participation).

The web/Internet thus provides a defining conduit to the process of governance through the use of ICT. A recent study in the UK which investigated whether citizens see much value in e-governance and whether e-governance is the next step for e-government development, as highlighted by Kolsaker and Lee-Kelley (cited in Wimmer *et al.* 2007:38-40) resulted in the following positive responses, *amongst others*:

- Continuous availability;

- Containing a lot of useful information;
- Improving knowledge of available services;
- An efficient way of communicating with the state;
- Protects my confidentiality,
- Feel part of an active democracy;
- Feel consulted;
- My opinion matters; and
- Improving transparency in decision-making.

Subban, Nzimakwe & Pillay (2007:242) identify the following benefits and impact of e-government on service delivery:

- Increased public service productivity through a reduction on administration;
- Increased effectiveness by public service personnel as a result of timeous planning;
- Reduction of duplications as a government department has all offices linked onto one operating system;
- Increased citizen convenience through electronic communication in various facets; and
- Narrowed digital divide between citizens and government through use of technology, e.g. Mobile technology.

These findings reveal a reasonable level of satisfaction and perceived value amongst both users and non-users of e-government services. Whilst users seemed slightly reluctant to interact with government, most were very pleased with the e-government platform to access information and communicate with the state. Kolsaker and Lee-Kelley (cited in Wimmer *et al.* 2007:42) believe that “transparency is obviously an important element – and needs to be taken more seriously by policy-makers.” Using the citizen’s appreciation of improved communication *via* e-governance will assist government wean them to the second important stage of increased interaction with government in participatory democracy.”

Okot-Uma (2003:4) believes that government's initiatives to empower individuals, communities and the civil society can be classified in the following generic areas:

- Enabling participation in the information society;
- Creating the infrastructure for the information society; and
- Fostering a sense of citizenship and cultural identity using ICTs.

Ngcobo (2009:117) believes that language must not become a barrier to access of information and that ICTs can facilitate in this regard as the "presence of local languages in ICTs will increase their valence or relative attractiveness. Valence will provide motivational force that determines the individual's choice."

Axelsson & Ventura (cited in Wimmer *et al.* 2007:342-48) provide an interesting perspective on strategic communication using e-Governance in their research paper title *Reaching Communication Quality in Public E-Forms – A Communicative Perspective on E-Form Design*. They present the following benefits of e-Governance or e-Service, *amongst others*:

- Minimisation of time and cost through ease of availability of forms;
- Promotion of a paper-less organisation; and
- Provision of total clarity of information to issuer, user and recipient.

Good corporate governance hence seeks to promote the following:

- Efficient, effective and sustainable entities that contribute to the welfare of society by creating wealth, employment and solutions to emerging challenges;
- Responsive and accountable institutions;
- Recognition and protection of stakeholder rights; and
- An inclusive approach based on democratic ideals, legitimate representation and participation.

Mutula & Mostert (2010:38) believe that "the government of SA has put in place enabling policies, poverty alleviation programmes, ICT infrastructures and regulatory frameworks

which as yet have not been effectively leveraged to enhance service delivery to its citizens.” The standards of living of people would be improved much quicker with the infusing of an e-government ethos within poverty alleviation programmes intended to enhance service delivery.

e-Governance attempts to realise *processes and structures* for harnessing the potentialities of ICT at various levels of government and the public sector, and beyond, so as to enhance the attainment of *Good Governance*.”

## **2.8 SUMMARY**

This chapter has discussed the fundamentals of policy and policy formulation for public administration ranging from the legislative mandates of South Africa to the benefits of world-class paradigms of policy formulation. The importance of current global trends, especially those of leading governments, are learning areas for the compilation of policies that cater for the unique South African public whilst retaining fundamental principles of good governance.

It is imperative that the formulation of the communication policy for the KZN Department of Sport and Recreation considers the policy theories and paradigms of the Systems Approach, NPM, 5C Protocol and SAEM to ensure that the resultant policy is theoretically and practically sound. These theories would ensure the most appropriate policy formulated as it would have taken cognisance of the principles governing policy formulation from an intensively researched approach.

## **CHAPTER THREE**

### **3 IMPACT OF STRATEGIC COMMUNICATION ON SERVICE DELIVERY**

#### **3.1 INTRODUCTION**

Government institutions are accountable to the citizenry as a result of societal arrangement where government is elected by the people for the people. Van der Walddt *et al.* (1995:13) purport that “true public accountability means that account must be given to persons other than the immediate heads within the administrative hierarchy. These other persons, who could include the community as a whole, possess the power and the right to openly express criticism in regard to government actions.” This assertion underscores the need and expectation for both access to information and accountability by the citizens whom the DSR is mandated to serve.

Knowledge and information management are thus key considerations if maximum benefit is to be provided to the people of the KZN Province. Drs Robert Kaplan and David Norton (cited by the IT Governance Institute 2005:30-31), define knowledge management as “a systematic approach to find, understand, share and use knowledge to create value.” Knowledge must be leveraged to drive business value.

The provincial nature of the mandate of the DSR has an obligatory impact on the nature of the department’s service delivery mode. More than 20% of the South African population resides in KZN, i.e. approximately 10 456 900 people. It is not only a challenge to serve the entire population as the DSR but also to inform the entire population on the services being rendered to the KZN community.

##### **3.1.1 Republic of South Africa**

The Republic of South Africa, after achieving democracy in 1994, has been demarcated politically and geographically into provinces and districts. This structure has been informed by the need for social cohesion and to ensure as equal an access to all forms of resources as possible.

### 3.1.2 Provinces of South Africa

South Africa comprises the following nine provinces: Eastern Cape, Free State, Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga, Northern Cape, North West and Western Cape.

### 3.1.3 Population of South Africa

South Africa has a population of approximately 52 982 000 people. KZN is the second largest of the nine provinces in terms of population. This fact emphasises both the need for effective communication with large number of people in order to provide quality service-delivery, as well as the impact that KZN has on the wider population of the country holistically.

Table 3.1 below illustrates the population splits and spread by province in the country.

**Table 3.1: Mid-year Population Estimates per Province**

<i>Province</i>	<i>Population Estimate</i>	<i>%age of Total Population</i>
Eastern Cape	6 620 100	12,5
Free State	2 753 200	5,2
Gauteng	12 728 400	24,0
KwaZulu-Natal	10 456 900	19,7
Limpopo	5 518 000	10,4
Mpumalanga	4 128 000	7,8
Northern Cape	1 162 900	2,2
North West	3 597 600	6,8
Western Cape	6 016 900	11,4
<b>TOTAL</b>	<b>52 982 000</b>	<b>100,0</b>

*Statistics South Africa P0302 (2013:4)*

### 3.1.4 Province of KwaZulu-Natal

The Province of KwaZulu-Natal is one of nine provinces in South Africa. It is the second largest province in terms of population. The impact of this study in KwaZulu-Natal is thus of major consequence to the country as a whole.

### 3.1.5 Districts of KwaZulu-Natal

The Province of KZN is divided into the following eleven service districts: Amajuba, eThekweni, Ilembe, Sisonke, Ugu, Umgungundlovu, Umkhanyakude, Umzinyathi, Uthungulu, Uthukela and Zululand. Two Districts incorporate urban areas, viz, eThekweni and Umgungundlovu, whilst the other nine districts serve the deep rural areas in the main, which is depicted in *Figure 3.1* below:

**Figure 3.1: Sketch of KwaZulu-Natal Districts**



[http://en.wikipedia.org/wiki/kwazulu-natal\\_districts](http://en.wikipedia.org/wiki/kwazulu-natal_districts)

### 3.1.6 Provincial Administrative Governance Structures in KZN

The administrative governing structures in KZN comprise the following departments: Office of the Premier; Agriculture, Environmental Affairs & Rural Development; Arts &



Culture; Community Safety & Liaison; Co-operative Governance & Traditional Affairs; Economic Development & Tourism; Education; Finance; Health; Human Settlements; Public Works; Social Development; Sport & Recreation, and Transport.

## **3.2 KWAZULU-NATAL DEPARTMENT OF SPORT AND RECREATION**

### **3.2.1 Legislation**

The KwaZulu-Natal Department of Sport and Recreation was legislated in April 2004, and is the first stand-alone Provincial Department of Sport and Recreation in the country. The department is still not fully fledged and currently comprises 189 officials. It is in the process of restructuring for the 2<sup>nd</sup> time in 3 years.

Newsom (2007:24) maintains that government structures indicate which duly appointed official makes allocated decisions and how these decisions are made. These structures hence allocate both responsibility and accountability.

### **3.2.2 Core Function**

The core purpose of the DSR is the provision of sport and recreation services within KZN, directed by the mandates given to the South African government as elected democratically in 2009. The vision of the department, viz, ***United and Healthy Communities through Sport and Recreation***, alludes to its mandate of promoting the social and economic well-being of the citizens of KZN through the enhancement of social cohesion.

### **3.2.3 Vision and Mission**

The **vision** and **mission** of the DSR determines its strategic direction in terms of service delivery.

**Vision:** United and healthy communities through sport and recreation

**Mission:** We will maximise opportunities through the promotion, development and transformation of sport and recreation to create cohesive and sustainable communities and enhance the quality of life of the citizens of KwaZulu-Natal.

The CSC of the DSR is a key facilitator in the intention of government to deliver on this mandate.

### **3.2.4 Key Stakeholders**

There are many key stakeholders participating in the process of delivery of sport and recreation in KZN. Such participation is made possible through the democratic principle of joint-decision making as encompassed within the South African constitution. Key stakeholders of the DSR include Sport & Recreation South Africa (SRSA), municipalities, sports federations, and other government departments. These entities interact with the DSR *via* participation in various fora such as the Local Organising Committees (LOC) formed to manage various programmes and events. Participation is in the form of representative democracy where the various entities are represented by designated officials from these entities.

### **3.2.5 District Offices**

The eleven district offices are spatially located within six offices across the province. These offices are located within the following districts:

- eThekweni and Ilembe District Offices: based in eThekweni District;
- Umgungundlovu and Sisonke District Offices: based in Umgungundlovu District;
- Amajuba District Office: based in Amajuba District;
- Ugu District Office: based in Ugu District;
- Umzinyathi and Uthukela District Offices: based in Uthukela District;
- Umkhanyakude and Uthungulu District Offices: based in Uthungulu District; and
- Zululand District Office: based in Zululand District.

It can safely be deduced that more than 45% of the province does not have direct physical access, in terms of proximity, to the district office that has been allocated to serve their needs.

### 3.2.6 Department Budget

The DSR has always been apportioned the second lowest budget when compared to all the other provincial government departments, with only the Department of Community Safety & Liaison receiving a lower budget. The Royal Household, which receives the lowest budget, is not a provincial government department. *Table 3.2* below illustrates the budget for 2011-2014 KZN provincial government departments by vote:

**Table 3.2: KZN Department Budgets (2012-2016)**

The table below depicts the summary of revised budgets per department, 2013/14 MTEF:

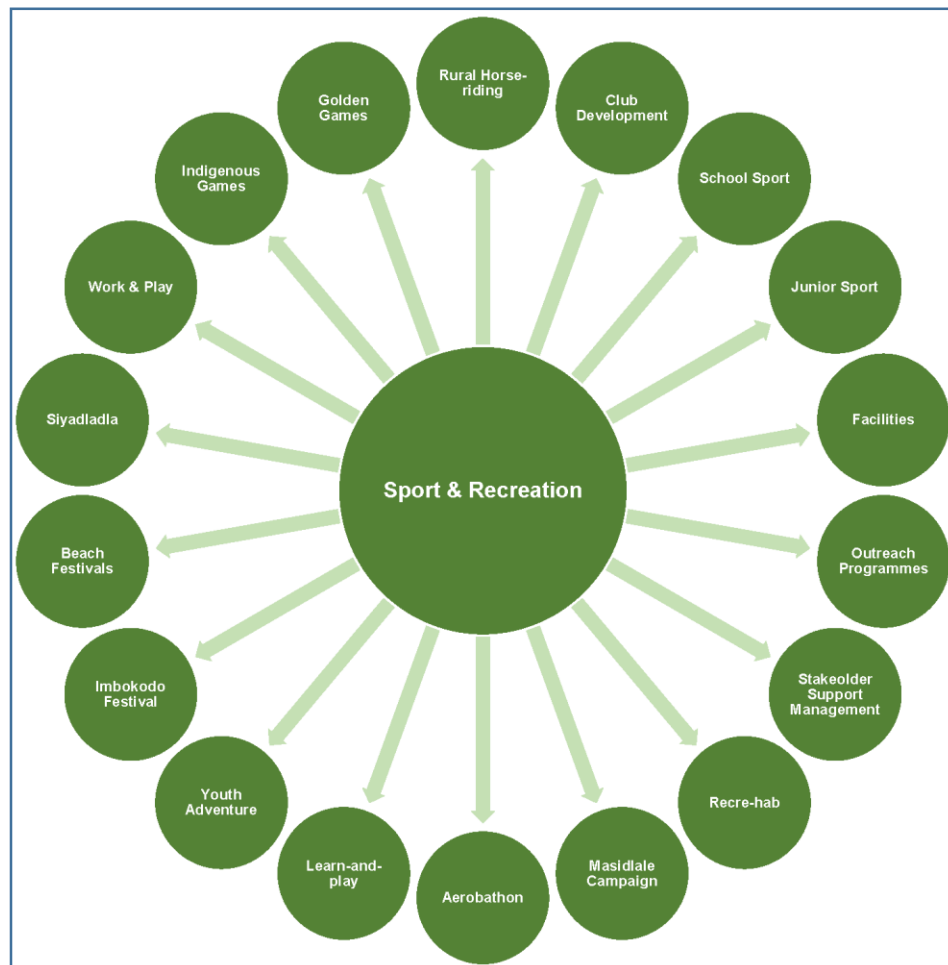
No	Department/Entity	Main Appropriation	Medium-term Estimates (R thousand)			
		2012/13	2013/14	2014/15	2015/16	
1	Office of the Premier	594 600	620 854	639 058	665 078	
2	Provincial Legislature	402 377	417 120	471 223	454 134	
3	Agriculture, Environmental Affairs & Rural Development	2 653 834	2 862 582	2 946 839	3 067 458	
4	Economic Development & Tourism	1 641 018	1 837 015	1 950 293	2 029 698	
5	Education	34 764 633	37 008 579	39 131 499	42 147 740	
6	Provincial Treasury	604 274	684 929	620 584	633 362	
7	Health	26 555 350	26 647 877	30 445 724	32 258 216	
8	Human Settlements	3 300 935	3 550 676	2 012 405	2 015 177	
9	Community Safety & Liaison	161 334	172 347	180 482	187 627	
10	The Royal Household	59 566	63 330	53 870	56 063	
11	Co-operative Governance & Traditional Affairs	1 208 003	1 247 696	1 304 973	1 358 007	
12	Transport	7 418 873	8 066 335	8 851 007	9 561 829	
13	Social Development	2 047 812	2 325 185	2 446 515	2 606 245	
14	Public Works	1 311 171	1 261 366	1 313 705	1 369 817	
15	Arts & Culture	470 392	644 964	696 646	757 299	
16	Sport & Recreation	377 288	381 349	394 155	410 981	
TOTAL		83 571 460	89 792 204	93 458 978	99 578 731	

*Adapted from KZN Treasury (2013:34)*

### 3.2.7 Programmes

The DSR offers many programmes that are intended to deliver on their mandate to the province. The major programmes are illustrated in *Figure 3.2* below:

**Figure 3.2: DSR Programmes**



*Author's Depiction of DSR Programmes*

These programmes target all sectors of the population, with much emphasis placed on consideration for age, gender and people with disabilities. In order to be all-encompassing, the Department delivers on two major programmes, viz, **sport** which caters in the main for the development of professional sporting codes, and **recreation** which caters for participation in healthy lifestyle programmes.

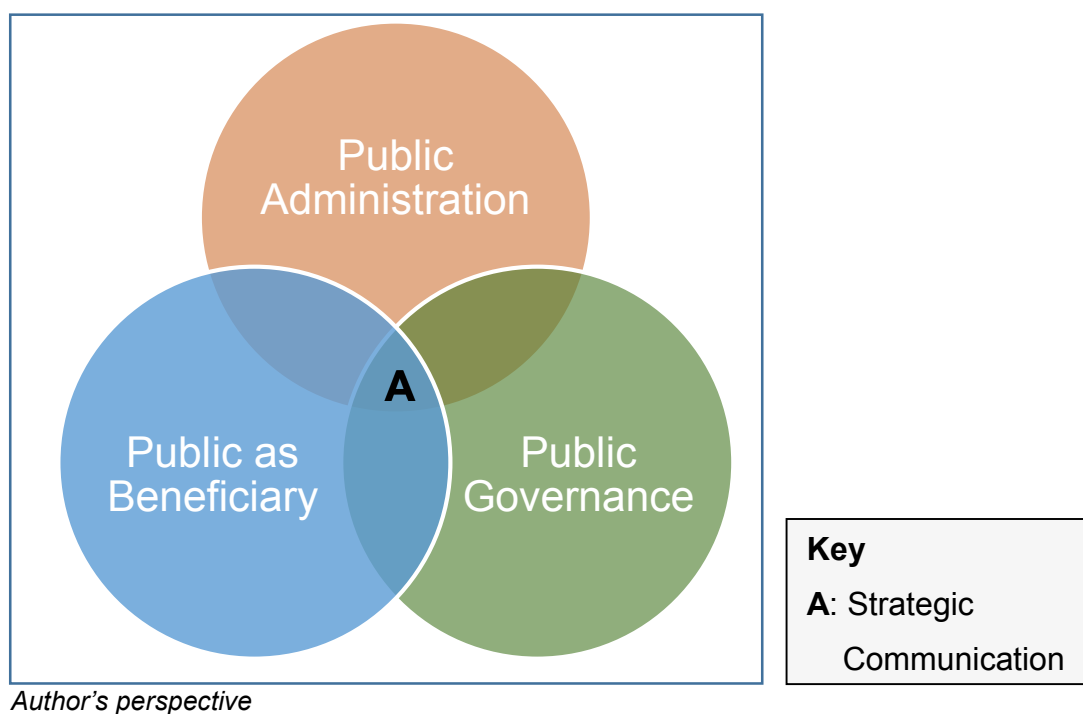
### 3.3 COMMUNICATION SERVICES IN THE DEPARTMENT OF SPORT AND RECREATION

Cloete (2006:288) purports that every public institution needs to:

- Ascertain and evaluate its public image with regard to the activities it performs; and
- Obtain an understanding and acceptance by the public of its activities and objectives.

Communication service provision is the critical tool that connects the spheres of Public Administration, Public Governance and the Public as Beneficiary. This synergistic relationship is depicted in *Figure 3.3* below.

**Figure 3.3: *Communication as Strategic Tool of Cohesiveness***



Arising from the above illustration is the premise that strategic communication is central and integral to ensuring the cohesiveness of both the governor and the governed. It is interesting to note that whilst all three spheres connect at Point A, this indicator of people who are fully aware of what is occurring in all three spheres is minimal. This scenario highlights the need for mechanisms to be adopted to ensure that members of all three

sectors are as fully informed as possible, something that needs to be managed in an organized manner, hence the need for a communication policy. At DSR level, empirical findings depicted in *Figure 5.13* shall illustrate the need for a communication policy, as well as its effect on communication strategy.

The provision of strategic communication services is essential for the effective and efficient service delivery in order for government to deliver on its mandate. This requires that experienced and qualified public relations officers perform the communicative tasks with the public. However, all members of the department are ambassadors of the department and must be trained, as well as equipped with relevant information, to provide a professional and positive image of the institution.

Newsom (2007:118) believes that PR is responsible for the long and short-term strategies and tactics that promote the organisation whilst projecting and protecting its reputation and credibility. The inability of some members of management to effectively use electronic communication mechanisms such as the computer, internet, email and intranet is cause for concern. The use of the website and media as tools by which information can not only be disseminated to the public but which could also manage the image of the DSR in the eyes of the public has not been embraced by senior management. The eyes of the public are the eyes of the electorate that determine the regime-of-the-day, so the image management and brand management of the DSR is of *vital importance*.

It is imperative that any form of communication is carried out according to a *communication plan*. A *communication plan* describes precisely how one intends to communicate the right message to the right people at the right time. The communication plan clearly identifies and describes the communication goals, stakeholders, strategies, activities and time frames.

The random procurement of branding by business units without consulting with the CSC also poses a great threat to the corporate image and brand of the DSR, a case in point being *Figure 3.4* that follows.

**Figure 3.4: 2011 Poster – DSR programme**



*Singh (2011)*

Figure 3.4 displays the Coat of Arms of the department at the bottom, and this is a serious breach of government protocol which dictates that the Coat of Arms of the department (as well as for all government departments) must be placed on the top left corner of any document in which it appears. This poster had been created and distributed by an external service provider who did not consult with the CSC, hence this event was funded and hosted by the department without it gleaning any substantial marketing from this initiative.

The Government Communicators' Handbook stipulates the protocol on government presence, branding and image management. The intent here has been to promote the image of government as a united and holistic entity. The individuality and identity of each department is retained by virtue of each provincial government being allocated a particular colour from the provincial Coat of Arms, according to its requisite pantone. The colour for the DSR is red.

### **3.3.1 Communication Services as a Programme**

All Government departments have a dedicated CSC tasked with the dissemination of information about the department internally and externally. There is a great degree of

discrepancy in the structure of such components within the various provincial government departments, *viz*, placement, funding, resourcing, structural level, and access to information, *amongst others*.

Van der Waldt (2009:42) is of the opinion that “there is often a mismatch between organisational structure and policy intent. In designing policy, policy-makers may have certain objectives in mind, but the implementation of the policy is often hampered by an inefficient delivery structure.” The current policy formulation process adopted by the department is:

- Circulation of a drafted policy to all officials by the relevant component head *via* email, requesting feedback and input to the policy within a specified time frame; and
- Adoption of circulated content as policy after the relevant time frame has elapsed, duly signed off by the executive authority.

The Auditor-General’s report also reflects the efficiency levels of a department, and sometimes a government department receives an unqualified report despite perceived poor service delivery.

### 3.3.2 Communication Budget

Table 3.3 below reflects the Communication Services budget for 2013-2014

**Table 3.3: Communication Budget: 2013-14**

<b>FOCUS AREAS</b>	<b>Total</b>	<b>Compensation</b>	<b>Goods &amp; Services</b>
TOTAL BUDGET	R4 382 000	R1 567 000	R2 280 000

*DSR Annual Performance Plan (2013:13)*

When considering the number of programmes to be executed as per *Figure 3.2*, it is clear that there is a major challenge in terms of the amount allocated for Goods & Services to promote these programmes at provincial level, with many programmes even being escalated to national level.



### 3.3.3 Operational Plan: Communication Services

The CSC of the DSR is termed *Internal Communications*. The *strategic objective* of the CSC is to provide administrative support to enable effective and efficient service delivery to internal and external stakeholders. *Table 3.4* that follows depicts the various aspects that comprise the roles and responsibilities of this component as per an operational plan. These are the targets set against which the performance of the component and the component officials are assessed.

The absence of an approved communication plan is indicative of the operations of the CSC being approached in an *ad hoc* and traditional manner, with limited cognisance being taken of the unique needs of the DSR. There is no consideration for event management, office branding and image management.

**Table 3.4: Communication Services Operational Plan 2013-2014**

<b>Measurable Objective</b>	<b>Performance Measure Indicator</b>	<b>Target 2013/14</b>	<b>1<sup>st</sup> Quarter</b>	<b>2<sup>nd</sup> Quarter</b>	<b>3<sup>rd</sup> Quarter</b>	<b>4<sup>th</sup> Quarter</b>
Provision of communication and marketing services	Integrated communication strategy developed and implemented	1	1	-	-	-
	Integrated marketing and branding plans developed and implemented	1	1	-	-	-
	Internal publications produced	24	6	6	6	6
	Intranet/website updates	36	9	9	9	9
	Departmental programmes/projects publicised	24	6	6	6	6
	Media monitored for publicity	20	5	5	5	5
	Press Releases crafted and dispatched	52	13	13	13	13
	Speeches /Messages prepared for HoD and MEC	24	6	6	6	6
	Departmental exhibitions at major events	4	1	1	1	1

*DSR Annual Performance Plan (2013:13)*

### **3.3.4 Communication Services Provision**

Van Riel (cited in Van Ruler & De Lange 2003:146) explains corporate communications as encompassing the following traditional forms of organisational communication to optimise the organisation's strategic interests: marketing communications (MC), external communications/public relations (EC), and internal communications (IC). Van Ruler *et al.* (2003:148) identifies the following dimensions of communication management within an organisation: tasks of the departments of communication management, their budgetary autonomy, and the visibility of these departments within the organisation.

### **3.3.5 Internal Communication Services**

Munslow (2014:9) believes that effective internal communications within organisations plays a pivotal role in keeping employees engaged. Disengagement results in reduced productivity, higher turnover and loss of intellectual property and scarce skills, which ultimately leads to loss of profitability. Services provided by this section includes the following:

- Development of integrated Communication & Marketing Plans;
- Production of internal publications;
- Management and update of intranet and website;
- Displays and exhibitions;
- Provision of media monitoring services; and
- Production of marketing and publicity material.

### **3.3.6 External Communication Services**

External communication services include the following:

- Media liaison;
- Media management & publicity; and
- Branding.

The CSC is placed at *Sub-Sub Programme* level and termed *Internal Communication*. Whilst there is no *External Communication Services Component*, those tasks are

incorporated operationally within the *Internal Communication* Services Component, as depicted in *Table 3.4*.

The implication of the operational plan depicted in *Table 3.4* is that activities pertaining to *External Communication*, viz, Departmental programmes/projects publicized and Speeches for MEC, are incorporated into the tasks for *Internal Communication*. Hence the anomaly of the naming of the component, which has a direct implication on the duties and allocated budget. Brand exposure at events is also not considered, resulting in these being effected on an *ad-hoc* basis by other components during their programmes.

### **3.3.7 Beneficiaries**

The communication beneficiaries of the DSR are broadly categorised as follows:

3.3.7.1 **Internal beneficiaries** such as the officials of the DSR; and

3.3.7.2 **External beneficiaries** such as the sporting bodies, federations, sister government departments, district and local municipalities, the media, etc.

### **3.3.8 Communication Service Provision Challenges**

Effective communication is the lifeblood of an organization, promoting maximum service delivery with the minimum use of resources. Currently the CSC within the DSR is not put to maximum use as its placement is still largely undecided, hence not attaining the desired maximum service benefit in keeping with the constraints of austerity measures. The following challenges have been experienced by the component:

### **3.3.9 Supervision of the Communication Services Component:**

The supervision of the CSC, dictated by the structural imperative, impacts immensely on the roles and functions of the component. The DSR history is:

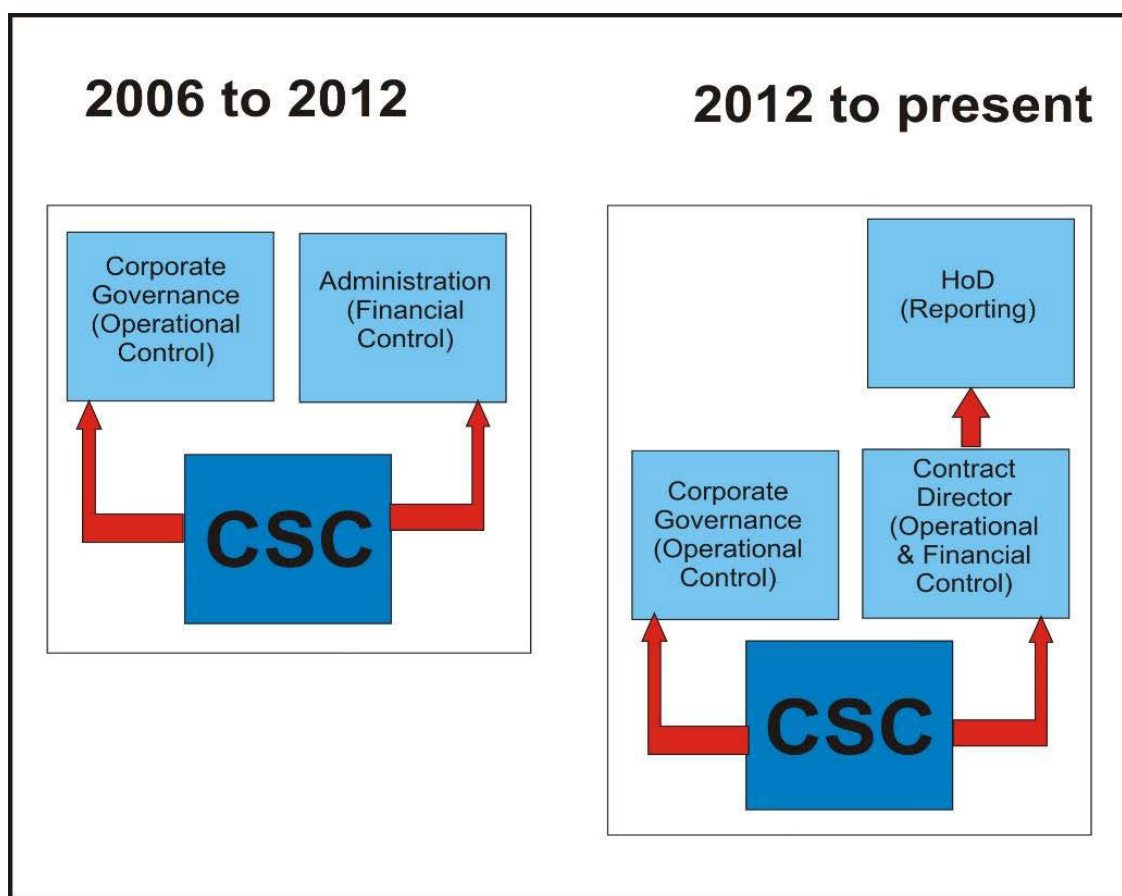
- *From inception in 2004 to October 2008:*  
Component supervised by Head of Ministry;

- *From November 2009 to December 2011:*  
 Component supervised by both Chief Director: Corporate Governance and  
 Director: Administration;  
 From January 2012 to October 2012: Chief Director: Corporate Services; and
- *From November 2012 to current:*  
 Deputy Manager 1 reports to CD: Corporate Governance  
 Deputy Manager 2 reports to CD: Corporate Services  
 Manager reports to HoD.

As from 2006, the CSC accounts to the Office of the Chief Director: Corporate Governance operationally, the financial responsibility for authorization of funds for CSC activities is located with the Office of the Director: Administration. The introduction of a contract director in 2012 adds a further tier. This situation provides great challenges for the implementation of Communication-related programmes as the responsibility managers are sometimes of conflicting views on CSC activities and operations. The placement of the CSC within the current structure is not defined, as depicted in *Figure 3.5* below.

*Figure 3.5* illustrates the flow of communication as existent currently between the components and senior management in the main. The area of concern is the lack of two-way communication between the components themselves. *Figure 3.5* also illustrates the conflict created by the two spheres of control being exerted over the CSC. The conflict created by the two critical influences of operations and financial management not always being in sync with each other causes the CSC to progress in a very stilted manner. This situation further negates the services provided by the CSC. The loosely adopted communication policy within the DSR thus needs to include a revision of the placement and authority granted to the CSC to optimize service delivery through good governance. Van der Walldt's (2009:42) opinion on the mismatch between organisational structure and policy intent will be further explored in the research study.

**Figure 3.5:** *Supervision of Communication Services Component*



*Author's Perspective*

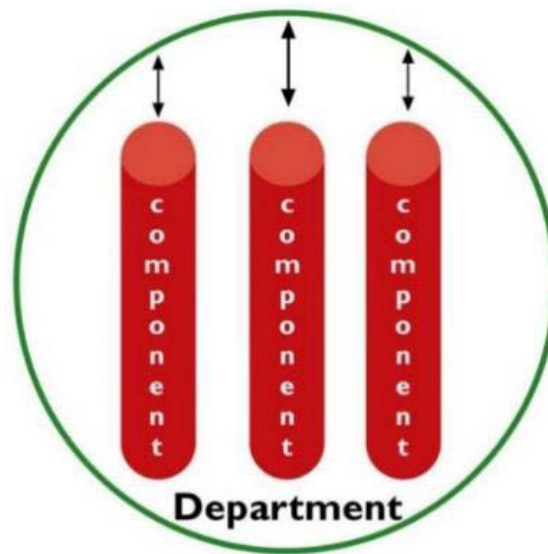
The scenario depicted in *Figure 3.5* has a direct impact on the allocation of responsibility and accountability within the CSC, resulting in a negative impact on service delivery as depicted in *Figure 5.26*.

### **3.3.10 Limited sharing of information within the Department:**

The silo-ed nature of the operations within the DSR, as depicted in *Figure 3.6* that follows, has resulted in limited sharing of information. This challenge is compounded by the following factors:

- Limited regular management and component meetings to share information;
- Very little sharing of corporate information, with resultant reliance on the grapevine; and
- Information provided to the CSC for dissemination is on a need-to-know basis.

**Figure 3.6: 'Silo' Effect of Internal Communication**



*Author's Perspective*

Morgan & Murgatroyd (1999:180) refer to the formation of such 'silos' as "turf wars" where there is the "battle between one section and another within the organisation for resources, power and influence." Officials, whilst doing their jobs, seek to protect and retain their territory against interference or change. This negates the concept and attainment of teamwork.

The CSC serves as a support structure to the programmes of the other components of the department. Such operation in silos results in the lack of information provision to the CSC which, as a direct result thereof, cannot maximize the effect of these programmes as the necessary content is not easily forthcoming. This situation thus has a negative impact on the image of the department as the work done is not fully supported within the department. This absence of information inevitably results in external stakeholders also not being fully aware or knowledgeable about the activities of the department. The possible reasons for limited sharing of information and transparency is illustrated in *Figure 5.26*.

### **3.3.11 Lack of Feedback Mechanisms**

There is a lack of feedback mechanisms within the department. Such a vacuum exists in the following areas, *amongst others*:

- *Internally* as a result of limited meetings with management, as well as with a marked absence of regular meetings within components; and
- *Externally* with the absence of a suggestion boxes at front office or social media presence, as well as a lack of provision of a customer service office (telephonic/email/fax contact).

### **3.3.12 Preferred Language of Communication**

The Province of KwaZulu-Natal has adopted the languages of English and IsiZulu as the preferred medium of communication with its citizens. The absence of a language practitioner, however, results in most communiqué being processed in English. Ngcobo (2009:116) is of the view that the “choice of language may be part of the arrangements needed to ensure that the public has a meaningful access to information. Government information is crucial since it is linked to government services that are necessary for development.”

The DSR enjoys a presence on selected media platforms, with information dissemination in the main being published in English. Advertisements appear more in the isiZulu media than in the English media. Information on the website is limited to English as a result of the belief that English is understood by the majority of the KZN community. This is also partially as a result of the absence of an IsiZulu Language Practitioner/Translator within the DSR.

### **3.3.13 Limited Human Resources**

There is a shortage of human resources within the CSC. The current human resources are as follows:

- Manager: manager is appointed on contract from October 2012, and reports to the HoD;
- Deputy Manager 1: appointed to CSC in October 2005 and reports to the CD:Corporate Governance;
- Deputy Manager 2: seconded to CSC in 2010 from Ministry and reports to the Contract Manager; and
- Administration Assistant: Level 5 post that is vacant from March 2013.

The evident lack of coordination in the management of the component is compounded by the constraints of critical human resources which has a negative impact on the efficacy of service-delivery. The CSC is top-heavy, leaving a vacuum for junior staff that are required to manage operational tasks. The DSR Annual Report 2013-2014 (2014:74) places emphasis on the need for a graphic designer for in-house marketing, as well as the appointment of a marketing company to manage the branding needs as a direct result of the many programmes that are presented concurrently throughout the province.

### **3.3.14 Financial Control**

The activities of the CSC are stifled as a direct result of the following:

- *Lack of delegations*: only the manager is allowed financial decision-making authority. This stifles and hampers the activities of the other two deputy managers who have to get all expenditure authorised by their respective chief directors;
- *Budget Control*: the activities of the manager and the two deputy managers are generally not in sync with each other, resulting in lack of coordination in the CSC financial planning and management system; and
- *Restructuring of the DSR*: this process, which began in 2010, is being redone for the second time. The protracted nature of this process is prolonging the disjointed operations of the CSC, as it is envisaged that the new structure would regularise the operations of the component.



A key section of the MEC's report in the *Annual Performance Plan* for April 2012 to March 2013 (2012:3) reports that "the growth of the department through the establishment of district offices poses a challenge for the organization in terms of implementing effective communication and reporting channels...the organizational structure will need to be reviewed to ensure there is alignment between the structure and what the department plans to deliver." The finalisation of the current restructuring process will see an increase in both the number of district office sites, as well as in the number of employees, and this concern is reiterated in the Strategic Overview in the Annual Performance Plan (2013:16). As there are only three officials serving in the CSC, viz, initially two deputy managers and an Administration Officer and currently two deputy managers and a senior manager, most services are restricted to Head Office programmes, resulting in district activities being neglected.

### **3.3.15 Current Communication Service Risks**

The DSR Risk Register (2011/2012:10-11) identifies communication services provided to the department inherently comprises the risk of ineffective internal and/or external communication service provision resulting from:

- Dual reporting;
- Organisational structure not properly aligned to budget structure;
- Lack of dedicated communication budget;
- Relevant information not communicated by responsibility and programme managers;
- No timeous feedback by district heads;
- Lack of commitment and relevant resources;
- Lack of compliance with standardised communication reporting and procedures;
- Lack of training and understanding of the mandate;
- Lack of streamlined communication unit within the structure;
- Inefficient management of information; and
- Communication strategy not in place.

The DSR Risk Analysis and Risk Assessment process (2012:32) identifies the following consequences of the above situation:

- Confusion on reporting line;
- No accountability;
- Poor decision-making;
- Hampered service delivery;
- Poor dissemination of information to stakeholders and community;
- Website not updated regularly;
- Communication breakdown;
- Delays in reporting;
- Delays in implementation of decisions; and
- Lack of visibility of the department (marketing).

These challenges are partially mitigated by the following aspects already in place:

- Organisational website/Intranet;
- Draft communication policy; and
- Communication unit.

As a result of the preceding discussion regarding communication service risks, the DSR Internal Audit Report to the Cluster Audit and Risk Committee for January to March 2014 (2014:6) identified one of the key risks as “Performance information reported quarterly by the department may be of poor quality, inaccurate and not validated”. The central point of concern here is of a communicative nature, and strategic communication in this sense would enhance service delivery.

The constant presence of communication services as a high risk in the DSR Risk Register (2012:10) is an indicator that there is a dire need for address and redress in order to promote the effectiveness and image of the department. The mitigating of these communication risks effectively and efficiently, as quickly as possible, is of paramount importance. Minister Lindiwe Sisulu, the Minister for the Public Service and Administration, believes that “the stability and effectiveness of the public sector greatly

depends on the commitment and devotion of its staff. Therefore it is imperative for the state to provide an enabling environment” (2013:41). Effective communication internally is central to the process of creating that enabling environment.

### **3.3.16 Draft Communication Policy and Strategy:**

The loosely adopted Draft Communication Policy and Strategy for the past seven years is indicative of the challenges experienced by the DSR to adhere to policy as legislation, resulting in the many challenges being experienced in the services delivered by the CSC. A study of this nature is, therefore, necessary to address the lacunas and anomalies that currently exist in the DSR, and to streamline a new approach for enhanced communication services.

## **3.4 COMMUNICATION POLICY CONSIDERATIONS**

### **3.4.1 Communication Policy and Strategy of Sport & Recreation South Africa**

The DSR Communication Policy and Strategy should be aligned to that of SRSA as the provincial departments of Sport and Recreation deliver on the programme as outlined by SRSA as the national department of Sport and Recreation. The delivery of national programmes, by the launching of new programmes in KZN for example, provide a platform and an opportunity for the province to showcase its delivery nationally. The province can then elicit benefit from its close working relationship with SRSA to access national media of any form.

Three of the seven values of SRSA (2012:7) incorporate the sphere of strategic communication, *viz*, accountability, *Batho Pele* and transparency.

### **3.4.2 Provincial Communication Policy and Strategy**

The Province of KwaZulu-Natal has its own communication governance structure called the Provincial Communicators’ Forum (PCF). The PCF is chaired by the Head of Communication (HoC) based in the Office of the Premier (OTP). The PCF comprises the Heads of Communication for all provincial government departments, as well as

representatives of GCIS. Meetings are held on a monthly basis for this particular forum, with quarterly meetings being held inclusive of representatives of the municipalities in KZN. However, the DSR is managing the Communication Process from 2005 to present on the basis of a Draft Communication Policy and Strategy. This situation has persisted for the past eight years.

### **3.4.3 Relationship between Communication Policy and Communication Strategy**

There is an integral correlation and collaboration between the communication policy and communication strategy as each supports the other. Whilst the policy prescribes what is to be done, the strategy prescribes exactly how the prescripts of the policy are to be achieved.

## **3.5 STRATEGIC COMMUNICATION**

Argenti, Howell & Beck (2005:83) define strategic communication as “communication aligned with the company’s overall strategy, to enhance its strategic positioning.” Strategic communication is thus an essential tool to ensure service delivery.

Debowski (2006:8) maintains that “people use a range of strategies to communicate effectively in their teams, across organisational divisions, and with clients, suppliers and others external to the organisation.” The use of strategic tools to ensure that all stakeholders, both internal and external, are in sync with each other has a direct impact on the quality of delivery of services provided by the organisation.

There are five basic principles that, according to Rabin (1988:415), require a management strategy to evolve effective Information Resources Management:

- Information is an organisational resource;
- Accountability in the use of information resources and technology must be clear and consistent;
- Business planning and information resource planning must be closely linked;
- Integrated management of information technology is required; and

- Maximising the quality, use, and value of information in the organisation is a strategic objective.

The need for a policy model to formulate a DSR Communication Policy, as well as a Communication Strategy within the parameters of the SRSA Communication Policy, is central to the DSR's management of information within a strategic context.

### **3.5.1 Public Service Commission (PSC)**

The PSC has designed, piloted and implemented a Transversal M&E system that it “uses to evaluate the performance of Public Service departments against the nine constitutional values and principles (CVPs) governing public administration. The PSC regards this as an operational definition for ‘good governance’” (2009:4). The PSC Principles of Evaluation are:

- Professional ethics;
- Efficiency, Economy and Effectiveness;
- Development-Oriented Public Administration;
- Impartiality and Fairness;
- Public Participation in Policy-making;
- Accountability;
- Transparency;
- Good Human Resource Management and Career Development; and
- Representativity.

The first seven principles have a direct bearing on, and reference to, communication services provided and displayed by the department in the execution of its duties. The objectives of good corporate governance are achieved when institutions reveal their public accountability by conducting their business in accordance with acceptable ethical standards. One of the three key strategic objectives of the DSR, as emphasised at the strategic planning session on 5-7 September 2012, is to “promote and contribute to good governance in Sport and Recreation.” Cakar-Mengu & Gucdemir (2011:35) maintain that

in good governance, justice, tolerance, sharing and confidence formation are critical factors in ensuring that decisions are made by public and private institutions together with all its citizens.

### **3.5.2 Role of the Government Communication Information System GCIS**

The key mandate of the National GCIS is to:

- Provide tactical leadership in government communication; and
- Co-ordinate a government communication system that makes sure that the public is familiar with government's policies, plans and programmes.

The GCIS, which now forms part of the Department of Communication, serves as an integral part of the Provincial Communicators' Forum managed by the Head of Communication based at the Office of the Premier. It attempts to provide strategic communication direction in terms of policy and conduits of communication of information. The GCIS also attempts to co-ordinate the activities of provincial government departments to present the image of a united, cohesive provincial government delivering in unison to the people of the province.

The DSR is represented at the PCF by the Director: Communication, and the communication activities of the DSR are thus co-ordinated by both the PCF and the GCIS. The Communication Policy and Strategy of the DSR, when finally approved and adopted, will incorporate the strategies of both the PCF and the GCIS as part of provincial government.

### **3.5.3 Strategic Communication in the Department of Sport and Recreation**

Van der Waldd *et al.* (1995:165) maintain that "if the community is not informed in relation to government actions, it cannot evaluate them in terms of ethics and morality." Such access to information by citizens is enshrined in the Constitution.

Rabin (1988:445) believes that “success in managing information as a resource is critical to the effectiveness and efficiency of government. Information is vital to both the delivery of public services and the productivity of public workers.” The communication levels with the internal and external stakeholders of the department inevitably determine the degree of success enjoyed by both the department in particular and the state in general.

The use of communication within the organization is varied, incorporating aspects such as strategic communication and operational communication. Holtz (2004:206) states that “Communication is not an end; it is a *means* to an end.” It is this interpretation that defines communication as a strategic tool to be used gainfully to achieve a particular purpose.

The DSR is a fairly large organization comprising 164 permanent staff and 260 contract staff, deployed as follows:

- Head office (at two separate sites); and
- Eleven district offices spread over seven sites.

The channels of communication are thus quite intricate. Zaremba (2004:136). Identifies “three basic (communication) network systems that operate within an organization:

- External and internal;
- Formal and informal; and
- Upward, downward, and horizontal.”

Central to the communication process is the culture of the organization. Zaremba (2004:167) postulates that “...the culture of an organization is concerned with the belief and value system of that organization.” The implication is that the inherent value system is assimilated by new employees who are socialized at work. The communication policy is a key enabler to announce and promote organizational culture and the desired ethos. In support of the above assertion, Khandwalla (1977:453) purports that “information and action are indissolubly linked in organizations. One gives rise to the other and vice versa. The flow of neither is random.” It is, therefore, clear that the nature of communication is such that it surpasses its confined placement within a particular component of the

organization and takes on a bloodlike role in ensuring the cohesiveness of the organization.

#### **3.5.4 Communication Services Provided**

The CSC provides the following communication services to the DSR:

- Marketing & Promotion;
- Media Liaison & Publicity;
- Public Relations;
- Corporate imaging & brand management;
- Eventing;
- Information management; and
- Internet, website and Intranet management services.

There is a misnomer that communication, strategic or otherwise, is restricted to a particular component tasked with that function. This perception is shared by Holtz (2004: 66) who is of the view that “most professional communicators enter the business because they are skilled at producing communication tools, such as words, publications, videos, or website. Often it is this focus on their craft that leads company leaders to believe communication is not strategic, and that it has little to do with the bottom line.” This misconception leads to senior management undermining the use of communication as a strategic tool to give effect to their deliberations and decisions.

Similarly, Stahl *et al.* (1992:94) believe that there “must be a clear integration between the selection of an information technology project and the company’s strategy.” Information technology, as incorporated into communication strategy, could provide the DSR with a competitive edge in service delivery.

The marketing function is integral to the strategic communication process. Stahl *et al.* (1992:111) further maintain the “need for marketing decisions to be consistent with the corporate and business-level strategic decisions and with other functional decisions.”



In complementing the above, Holtz (2004:207) also believes that “an effective internal communications department – one that helps you achieve the business results shareholders expect of you – depends on many factors, including:

- Where it reports;
- How much influence it has;
- How is it structured; and
- What kind of expertise it contains”

Munslow (2013:6) emphasises the importance of internal branding which realigns fundamentally employees to business. The author identifies the following key aspects necessary to ensure that internal branding delivers to best practice (Munslow 2013:7):

- An internal brand initiative is a long-term proposition and should not confused with a deliverable;
- Internal branding follows a sequential process – employees first need to be made aware, then have their perceptions changed so as to focus and buy-in;
- Senior leadership must be actively involved in the process as internal branding and internal communication cannot be delegated;
- Set clear and measurable objectives and well-defined roles. Measurement must be about shifting a current state to a desired state by a specific percentage over a defined period of time – to which you will be held accountable;
- Use brand ambassadors to drive the process on the ground and coach them on how to engage employees;
- Conduct a detailed communication audit on the understanding of the initiative you are communicating;
- Define your internal brand, as often the company does not see it in the same way that the staff does, and these two have to be aligned;
- What is your Employee Value Proposition (EVP) and how well does it reflect, support and help your internal brand come to life? and
- Aim for participation. Only through participation will staff engage, understand and believe in the brand.

These shareholders, in this instance the electorate and citizens of KZN, need to be considered as a key audience to the government-of-the-day. Holtz (2004:209) goes further to expand on the following question: “So where, then, should employee communications report? Ideally, the function should report directly to the CEO, for whom employees are a critical audience ... if the leaders set a strong agenda for communications by articulating its expectations, the management of the function to which communication reports will ensure that the department has the resources and backing it needs to meet those goals.” This postulation is of dire consequence to the DSR in that the CSC is not represented at senior management level meetings to impact on the decision-making process. Neither is there access to senior management at such meetings as the HoC is not included even as an observer. This situation presents serious gaps in the communication channels and impacts on the overall service-provision by the DSR.

This above assertion underscores the fact that the communication of information needs to be strategically managed for each audience to receive such communication in as efficient, effective and acceptable manner as possible – there is no ‘one-size fits all’ situational expectation. Holtz’s (2004:210) statement that “The highest ranking internal communicator needs to have a seat at the leadership table where decisions are made. You need communication input about the effect on employees of decisions you are making and how the decision will be communicated – *before* the decision is made,” is a clear indicator that recipient considerations play a major role in decisions taken at top management level. A revision of the loosely adopted communication policy will ensure that communication services will be present to advise senior management on issues of communication consequence.

The use of the Systems Approach to Policy-making at this juncture will inform the new communication policy effectively in the light of the ten years of establishment of the DSR. This process would allow for the inclusion of new policy imperatives such as social media

and ICT, and the revision of the current policy would be a systemic one. The wider opportunities for collaboration with emerging stakeholders can be embraced. This systems approach will also include the shifting priorities of the DSR in its own evolution. Research by Ellis and Shockley-Zalabak (cited in Cho & Ringquist 2011:60), has indicated that “managers displaying the characteristics of honesty, consistency, professionalism, interpersonal benevolence, and openness in communication presided over organisations seen as more effective by their employees.”

Dlamini (2011:8) is of the view that “given that the bulk of public sector organizations have to deliver their services or products to an enormously diverse population, it is important for them to communicate smarter but for a lot less.” This assertion brings into question the government regulation on the non-use of social media such as Twitter and Facebook, which are the cheapest and fastest forms of communication as well as key conduits to the youth in the main. President Jacob Zuma’s challenge to all government communicators (Dlamini, 2011:11) that government needs to communicate more consistently and regularly to the media “as the people need to know what services are being delivered, how, where and by whom, and we can inform them through meaningful and regular communication.” The current communication policy needs to be revised to include the use of social media, as emphasised in the research study.

### **3.5.5 Use of Information & Communication Technology (ICT)**

Abdul Waheed Khan, Assistant DG for Communication & Information: UNESCO, in his preface presentation at the 50th Anniversary Conference in 2007, stated that “The greatest challenge that all those working in the development field have to face is the digital divide, since societies are only equitable if all people benefit equally from ICTs. Everybody should be enabled to use ICTs for networking, information-sharing creating knowledge resources and developing skills that can help them to live and work in the new digital environment.”

Deursen (cited in Wimmer *et al.* 2007:151) is of the view that the use of e-governance needs to be nurtured and that “government should aim at both the digitally skilled and the

laggards.” The increasing access and use to ICT will subsequently result in a more digitally-skilled and e-governance savvy society. Research by Kunstelj, Jukic and Vintar (cited in Wimmer *et al.* 2007:311) has also shown that the following factors influence the use of e-Government:

- No Internet use (access);
- No interest (in e-Government services);
- Lack of awareness (of e-Government services available);
- Preference to use traditional means (custom); and
- No need yet (will use e-Government services if and when required).

Notwithstanding the above, SITA is promoting the use of e-governance within all spheres of government. This is fast gathering impetus as Hetherington (2011: 26) reports that SITA “provides a secure environment for e-government, allowing citizens to interact with government securely *via* the Internet, instead of having to travel long distances and queue for hours.” Subban *et al.* (2007:240) state that the South African government has created Multi-purpose community centres (MPCCs) as one-stop shops that provide a wide range of government services and products under one roof. Such centres improve communication between government and its beneficiaries, as well provide government information on the (at least) six government departments that comprise an MPCC.

There is currently little importance attributed to use of ICT within the DSR. The website hosts limited information as gleaned incidentally and published. The calendar on the website does not include all activities/events/programmes for the year, so visitors to the website are not made aware of all the activities and programmes scheduled for the rest of the year. Many officials refrain from utilizing their emails optimally, opting rather for telephonic communication. Similarly, lack of sharing of information by various committees and sub-committees contribute to the ethos of mistrust prevalent in the organization.

The IT Governance Institute (2005:57) states that the “success of ongoing consensus within the enterprise depends on how well management communicates with its stakeholders in building a common culture, and in common acceptance and ownership of

its mission and strategy.” Effective information-sharing activities for consensus is often referred to as two-way communication. Decisions based on this knowledge base will provide strategic direction for achievement of value creation and organisational objectives.

At present there is no use being made of social media platforms to promote the activities of the DSR, which is deemed an essential aspect for enhanced communication. Whilst the State Information and Technology Agency (SITA), which manages all government technology activities, had until very recently not allowed the use of social media by departments as a direct result of concerns that officials will spend much of their time on such platforms, it has of late reviewed this perspective.

McCabe (2012:4) defines social media as “content that is generated by users.” Such content could include user’s ratings of articles on news sites, to uploading of photos or videos on YouTube to publishing personal information on Facebook.

GCIS is now championing the promotion of use of social media in the light of technological advancement and increasing usage of these platforms by the public, especially the youth who form a key target market for government. The Western Cape Provincial Government already has an established Directorate for Social Media based in the Office of the Premier, and this directorate is being used extensively by the GCIS to promote the benefits of these platforms for government. The DSR is currently revamping its website to include Twitter and Facebook as two key social media platforms.

The above situation holds dire consequences for the accountability of the DSR to the citizens of KZN, as well as the sharing of information within the DSR to minimize the ‘silo’ effect of components and officials working very often not in sync with each other. The use of the CSC as a support service to all facets of the department needs to be maximized to ensure optimum service delivery through the adoption of strategic communication for good governance. A public policy approach is advocated to examine the current communication process in DSR.

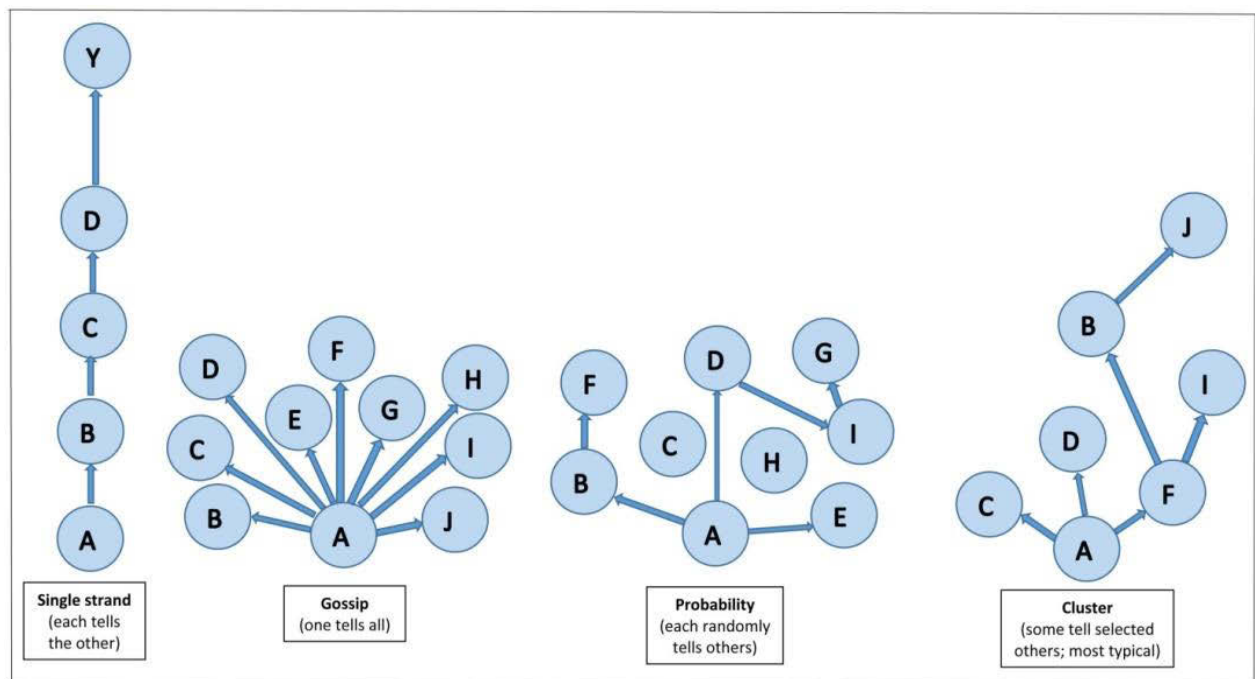
### 3.5.6 Communication and Austerity Measures

In keeping with austerity measures as an enabler to good governance, the province has engaged in a series of cost-cutting measures (Treasury Circular No. PT (1) of 2013/14). In this stead there has been a decision taken by cabinet that media buying of a generic nature will be done from the 2013-14 financial year by the Office of the Premier (Treasury Circular No. PT (5) of 2013/14). This is an attempt to negotiate the best rates for media purchasing for the provincial government departments.

### 3.5.7 'Grapevine' Communication

The 'grapevine' is an informal communication structure wherein information is disseminated and exchanged in a manner that a participant cannot be held accountable because of the very nature of the interaction. *Figure 3.7* below illustrates the various types of grapevine.

**Figure 3.7:** *Types of Grapevine Chains*



*Davis & Newstrom (1989:373)*

The DSR has a very active grapevine, motivated by the small provincial staff of 189 officials. The minimal presence of formal meetings promotes the practice of informal interaction which inevitably results in the exchange of speculation and opinion on various departmental issues. Such practice is also promoted by key aspects such as the restructuring process that is occurring for the second time in four years, and officials are uncertain about issues such as their jobs and placement.

The grapevine is present in every organisation. If conditions are created to promote this practice, it could prove detrimental to the organisation. Conversely, the grapevine could be used positively if factual information is provided constantly in a formal manner, and the grapevine could thus be managed strategically.

Naidoo (1985:147) maintains that the communication network will always have “an informal side known as the grape vine which can sometimes be the channel of gossip and false information. Supervisors and heads of divisions should, therefore, be mindful that informal communication does take place, and that the grapevine can, nevertheless, also be used to serve a positive rather than a negative purpose.”

### **3.5.8 Current Communication Platforms of the DSR**

Piercy (1984:270) maintains that “marketing information is central to the corporate role and functioning of the marketing subunit, and that new technology is radically changing the availability of information.” There are many forms information dissemination currently used by the DSR to service its beneficiaries.

#### **3.5.8.1 Internal Beneficiaries**

Internal beneficiaries include all stakeholders who participate in the operations and activities of department to promote its service delivery. These refer to the officials of the department, as well as the ministerial staff.

### 3.5.8.2 External Beneficiaries

External beneficiaries include all stakeholders and persons interested in the workings and service delivery programmes of the department. These include, *amongst others*, other government departments and the GCIS, SRSA, citizens of the province, sporting bodies/federations, political entities, corporates and business entities, and the media.

The CSC promotes the activities of the department to all stakeholders using the following platforms:

- *Internal Beneficiaries:* technology (intranet; email; website), exhibitions and displays; and
- *External Beneficiaries:* media (audio; audio-visual; print), technology (website; email), exhibitions and displays, and Isimbizos.

A key platform for communication with officials of the department would be a compulsory induction course for new incumbents. Minister Lindiwe Sisulu of the Ministry of Public Service and Administration, when interviewed for the Public Sector Manager magazine (2013:40), is of the view that “The department (DPSA) will help all new public servants understand the values and ethos of the Public Service by introducing a compulsory induction course. ‘This is central to our programmes to develop a new Public Service cadre whose only pre-occupation is meeting the needs of the people.’”

## 3.6 RISK MITIGATION

### 3.6.1 Results of the 2012-13 fourth quarter Cluster Audit and Risk Committee

The following areas of concern incorporate aspects of strategic communication as depicted in the Audit Improvement Strategy (2013:15):

- (Need to improve) effective leadership based on a culture of honesty, ethical business practices and good governance, protecting and enhancing the best interests of the entity;



- (Need to) establish and communicate policies and procedures to enable and support understanding and execution of internal control objectives, processes and responsibilities;
- (Need to) implement proper record-keeping in a timely manner to ensure that complete, relevant and accurate information is accessible and available to support financial and performance reporting; and
- (Need to improve) marketing of the programme within the province.

These areas of concern are in sync with the prescripts of *Batho Pele* which underscore the concept of accountability in all forms. These areas should ideally be incorporated into the communication policy and effected through the communication strategy. The contribution of strategic communication to the 2012-13 CARC report, from the monitoring and evaluation perspective, could have been effected from the 2011-12 recommendations of the Audit Report.

### **3.6.2 Recommendations of the Auditor-General: 2011-12**

A few recommendations have a direct bearing on the communication services component from a strategic perspective (2012:21-23):

- The actual performance indicators achieved must be supported by a portfolio of evidence;
- A file must be maintained per component incorporating the portfolio of evidence per project; and
- A district administrator must collate the relevant information and forward this to the monitoring and evaluation component.

These recommendations above illustrate the value base of communication and information-management as a monitoring and evaluation tool to manifest the principles of *Batho Pele*, underscoring the use and value of communication as a strategic tool.

### **3.7 SUMMARY**

Strategic leadership is missing in the DSR as the organization has been led by three different MECs over the last eight years. The organization has not had a permanently appointed HoD for the last three years, with a new HoD having been appointed in March 2013. The HoD is the administrative head of the department, and the previous two Acting HoDs over this three-year period have not asserted themselves by virtue of being temporary. The first Acting HoD retired and the second Acting HoD had been awaiting the appointment of the new permanently appointed HoD. The resultant lack of effective leadership has taken its toll on the DSR because of the lack of strategic direction for the long-term.

The negative effects resulting from the lack of basic business practice such as regular meetings and adoption of policies have been compounded by the uncertainty surrounding the second new structure being drafted in three years. The lack of transparency because of poor change management practice has resulted in a sense of apathy by officials, which in turn impacts negatively on service delivery and good governance. The application of two separate sets of temporary appointment practices by the previous Acting HoD has led to much resistance by officials as some vacancies are occupied by people in acting capacities and being paid for performing this service, whilst in another instance this Acting HoD had unilaterally redeployed people as part of an 'Interim Management Arrangement', with officials having been moved from their areas of expertise to other areas, and with no added remuneration. The lack of timeous processing of documents and approval of projects has led to the department being viewed as not delivering as many projects are postponed or cancelled by late or non-approval. The previously mentioned return of R50m unspent funds for the 2011-2012 financial year is proof of non-delivery as a direct result of poor leadership. Stevenson (cited in Newsom 2007:29) believes that governments are loosening their control of information because of the global news network, and especially the Internet.

Therefore, the use of strategic communication by senior management would go a long way towards building staff unity during this very stressful period. Regular dissemination

of information using ICT-related mechanisms such as the email and the intranet would fill the information void instead of the staff speculation on information disseminated *via* the 'grapevine'. This lack of information-sharing has contributed greatly towards causing discord as both internal and external stakeholders are largely in the dark about what services are being provided to whom by the department. Knowledge of such information would have a policing effect on officials who may be tempted to violate the regulations and procedure in any way.

One of the strategic goals of the department is to 'Promote and contribute to good governance in Sport and Recreation.' As part of good practice, communication throughout the enterprise should encourage and maintain the desired behaviour and underlying corporate values. Behaviour is also a key enabler of good governance and management. It is therefore imperative that the DSR embrace strategic communication in its efforts to promote good governance.

## CHAPTER FOUR

### 4 RESEARCH DESIGN AND METHODOLOGY

#### 4.1 INTRODUCTION

This chapter discusses the research process, design and methodology by referring to accepted trends and models used as a basis to structure a research study and plan. This is essential to also provide an overview of the various approaches used in the research environment to identify and develop the most suitable research process, design and methodology for this particular research study. Thani & Wessels (2011:83) maintain that a researcher's choice of topic is dependent on his choice of research method and *vice versa*. Perry & Kraemer (1986:221) bring to our attention the following claim by Fritz Mosher who, 30 years ago, wrote in a review of research methodology in public administration: "The field has not channelled its research efforts, its scope of interest seems unlimited; it has not developed a rigorous methodology; it has been pretty blasé about definitions; it has not agreed on any paradigms or theorems or theoretical systems; it has not settled on any stylized jargon or symbols; with a very few experimental exceptions, the field has not been modelled or mathematized into an 'adminimetrics'". However, there have been great strides made in this area over the past 55 years.

Research is a systematic, controlled and critical process of investigating a situation in order to contribute to the solution. The process of research design and methodology is predicated on the nature of the problem identified for investigation. Keyton (2011:2) purports that research, in its most basic form, is the process of asking questions and finding answers. Sekaran (1992:4) describes research as a process organised systematically, explicitly describing the steps involved in the process to discover solutions to the identified problem. Hoad (2003:400) similarly describes research as a process of intensive search undertaken with the purpose and focus of investigation to lead to a discovery of solutions to an identified problem. In this context, the main purpose of this research study is the indepth investigation into policy considerations and strategies for reform of communication services within the KZNSDR in the pursuit and practice of good governance. Boeije (2010:2) believes that it is imperative that the research topic being investigated is viable as it can be translated into a moderate project that can be

scientifically investigated. The researcher locates the focus of this topic to policy reform and good governance within the government sector.

Research methodology focuses on the research method and the type of tools and procedures to be used. It is the process that determines how research questions will be answered. According to Neale (2009:19), methodology is focused on the question “How should the inquirer go about finding out knowledge?” Yang & Miller (2007:76) on the other hand, purport the purpose of *research design* is to define the structure of the enquiry into a research problem that would produce a valid and useful argument for the researcher’s audience within the material, intellectual resources and available time.

Cloete (2006:285) believes that the findings of investigations within the public sector, determining its level of economy, effectiveness and efficiency must be considered by politicians involved in policy-making, as well as public officials involved in the process of policy-implementation. In the research study, the focus area would be the contribution of strategic communication to enhanced service delivery within a provincial government department mandated by the taxpayer with that very task. This study is an empirical analysis using a combination of primary and secondary data. <http://www.businessdictionary.com/definition> defines primary data as the data observed or collected directly from first-hand experience.

The chapter also details the empirical research methods used in the study, incorporating discussions on the research paradigm, theoretical framework, research methodologies and research design. The discussion on research methodology includes research techniques, sampling methodology, measuring instruments, questionnaire structure, data analysis and interpretation of the empirical surveys.

The methodological section of this study is divided into the following three components:

- Literature review;
- Empirical survey; and
- Data interpretation.

An essential step in the research process is the reviewing of accumulated knowledge about the field of study. Neuman (2003:96) purports that a review of the relevant literature identifies and highlights previous research of a similar nature, and the researcher can thus benefit from the efforts of such others. This study will, therefore, include the use of appropriate research design and techniques that can yield relevant new knowledge to the field of policy formulation and strategic communication.

## **4.2 RESEARCH PARADIGMS IN PUBLIC ADMINISTRATION**

Honey (1957:239) believes that public administration is a practical art rather than a science or discipline, a view complemented by Gill (2000:158) who maintains that the practical side of public administration places more demands on methods that makes borrowing of techniques from other disciplines more challenging. Rugge (2007:115) is of the view that there is a general perception that it is difficult to set boundaries to issues and activities that fall within the ambit of Public Administration. Some authors have identified the following three generic areas or scope: the purpose, the means and the level of power required by the bureaucracy to achieve the desired outcomes.

Following on, Pfiffner and Presthus (1967:10) present the following three categories of scholarly paradigms which assist in contextualising the study of the field of Public Administration:

### **4.2.1 Legal-Historical Approach**

Heyen (2000:720) believes Public Administration is a historical discipline. Raadschelders, Wagenaar, Rutgrs & Overeem (2000:775-777) supports this approach with a view that this assists with the mapping of what has transpired and what is current, and that a historical perspective in researching administration is useful because of:

- The acquiring of knowledge which will assist better understand the present;
- To gain insight into practice from knowledge acquisition; and
- Such insights could be utilised to find solutions to present problems.

This paradigm impacts on the need for reconsideration of policy and strategies for reform in government communications, and the above approach lends itself well to the focus of this study.

#### **4.2.2 Structural-Descriptive Approach**

This School of Public Administration research utilises scientific management practices and business methods (Pfiffner *et al.* 1967:11). Whilst Hanekom & Thornhill (1993:86) believe this approach is advantageous in that it develops an understanding of the administrative functions of certain categories of public officials, Rowland (1987:58) on the other hand, is of the view that this approach has stunted development in the sphere of research.

This approach has proven detrimental to the information-sharing practice of the DSR in that the non-sharing of information *via* the structural allocations of the hierarchy has caused obstacles to the sharing of information with the lower rungs of the echelon. This has caused many impediments to the achievement of the service delivery targets as there is a lack of a common understanding on issues within the (same) department.

#### **4.2.3 Behavioural Approach**

This approach focuses on the study of human behaviour in the organisational context. It is based on the premise that the behaviour of public officials would likely be constant dependent on the extent to which it is influenced by the bureaucratic nature of the organisation (Pfiffner *et al.* 1967:12).

This approach is manifested in the current *status quo* of minimum productivity by the DSR officials with regard to the minimalist benefits of communication as a direct result of the heavily bureaucratic system that centralises decision-making right at the top. The very partial presence of information-dissemination mechanisms result in very limited sharing of information, resulting in the lack of cohesive action by the DSR team.

### **4.3 THEORIES, CONCEPTS, DATA AND QUESTIONS**

It is necessary to locate research within a theoretical background. Henning, Van Rensburg & Smit (2004; 12) maintain that social scientists attain a particular position in their research enquiry based on their knowledge of the theory, as well as the methodological theory, that exists in that particular field under investigation. The following discussion is based on theories, concepts, data and questions.

#### **4.3.1 Theories**

Theories are statements that indicate how concepts are connected. Silverman (cited in Henning *et al.* 2004:14) purports that the main aim and purpose of theories is to explain why phenomena appear as they are. Leedy and Ormrod (2005:4) support this view by proposing that a theory is a group of principles and concepts organized in a manner to explain a particular phenomenon. Boeije (2010:21) describes theory as that which “refers to coherent frameworks that try to describe, understand and explain aspects of social life”.

Man creates theories through sensory processes. These experiences are processed cognitively in such a manner as to enable the formulation of theories and to explain relationships between phenomena (leCompte & Preissle 1993, cited in Henning *et al.* 2004:14). Cooper & Schindler (2006:54) identified the existing gap as the need for more skills to fit theory and fact together in social research so as to contribute to the process of developing improved theories.

Hanekom & Thornhill (1993:52) suggest the following three steps by public administrators to meet the challenge of theory development in public administration:

- Interpretation of existing information to develop some understanding of administrative phenomena and activity;
- Order the facts related to administration; and
- Identify inherent patterns through analysis to inform future action that can be taken by administrators.



This suggestion has a direct bearing on the topic being researched as it pertains directly to the process of policy formulation. The current draft communication policy adopted by the DSR, together with current communication practice, indicates a presence of communication as a semblance of that which could be better practised for maximum benefit. The current phenomenon needs to be researched, analysed and synthesised, *via* the policy formulation process, to improve service delivery within and by the DSR.

#### **4.3.2 Concepts**

During the research process, concepts emerge from data obtained during the research process or from existing literature. Concepts are used to transform data in order to develop new insights so as to better understand the phenomena (Boeije 2010:153). The author (2010:95) also describes the term '*concept*' as a category used as a building block in theory formulation, as well as maintains that the primary role of a concept is in the data collection, with the specification and clarification of the concept occurring in the analytical stage. Welman, Kruger & Mitchell (2005:20) define the term '*concept*' as "an abstraction representing an object, a property or a certain phenomenon". Theory development occurs at concept clarification.

#### **4.3.3 Data**

Boeije (2010:58) asserts that data may be collected in various forms during qualitative research, including documented forms such as minutes, emails, photographs and videos to verbal forms that include interviews, focus groups and advertisements, *amongst others*. Original data collation is referred to as *primary data* and the utilisation of information from existing research is referred to as *secondary data* (Hussey & Hussey 1997:149 and Mouton 2008:69-71). The author further purports that qualitative data presents the life experiences of people and, therefore, allows social scientists to develop an understanding of aspects of social life. However, qualitative data does not reflect the exact life experiences of respondents as:

- The data obtained is influenced by the interaction between the researcher and the respondent; and

- The nature and quality of data obtained is dependent on the respondent's ability to communicate effectively in the chosen language medium.

#### **4.3.4 The Research Process**

Blumberg, Cooper & Schindler (2005:57) illustrate the research process in *Figure 4.1* below.

##### **4.3.4.1 Stage One: The Research Question**

Boeije (2010:24) believes that the research question forms the baseline of the research study, a view initially purported by Mouton (cited in Henning *et al.* 2004:37) that research designs are shaped to respond to different types of questions. The author further maintains that research questions in scientific research need to relate to a particular type of theory. Qualitative research can be used to address both descriptive and explanatory questions.

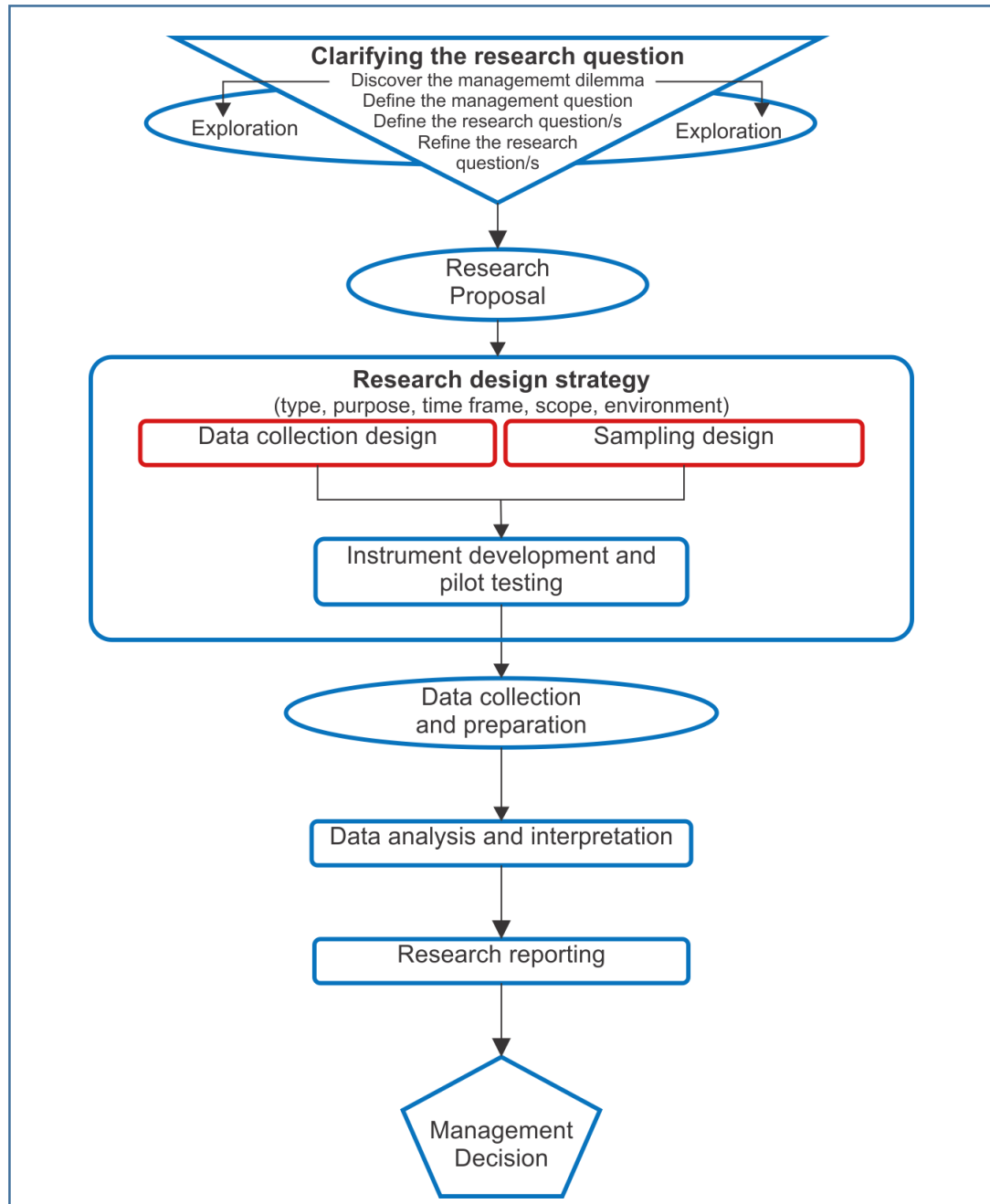
##### **4.3.4.2 Stage Two: The Research Proposal**

A research proposal is a formal document that clearly defines the problem to be researched and indicates exactly how it will be explored. Very often the research proposal also contains cost elements in an effort to obtain adequate funding.

##### **4.3.4.3 Stage Three: The Research Design**

Cooper & Schindler (2008:140) define research design as “the blueprint for the collection, measurement and analysis of data,” but caution that it is a wide-ranging concept. Wellman & Kruger (2002:46) purport that the research design is the planned strategy used to acquire participants, determine how to collect the relevant type of data from them, and how to analyse so as to arrive at conclusions about the initial research question, as depicted in *Figure 4.1* that follows. This study uses a *case study design*, which is an intensive examination of a particular situation or instance.

**Figure 4.1: The Research Process**



*Blumberg et al. (2005:57)*

#### **4.3.4.4 Stage Four: Data Collection**

Noting that it would be impossible, time-consuming and expensive to conduct research with the whole population, the option of sampling offers a workable solution. Hackley (2003:25) suggests that researchers have a criterion for selecting the sample to ensure

that the data is collected in a systematic manner to ensure that the data collected is in line with the research objectives.

#### **4.3.4.5 Stage Five: Data Analysis and Interpretation**

Cooper & Schindler (2008:93) describe data analysis as the process where collected data is analysed to identify trends and patterns, and where statistical techniques are used to summarise the data.

#### **4.3.4.6 Stage Six: Reporting of Results**

This challenging yet rewarding process is the actual writing of the research project report. Brynard & Hanekom (2006:69) believe a research report to be “the account of the execution of the research project and of the results obtained.” This report must be done in a structured manner with constant reference to the research question and the literature study.

### **4.4 STRATEGIC APPROACHES TO RESEARCH**

Henning *et al.* (2004:15) emphasises the distinction between epistemology and methodology, and underscores the need for researchers to understand the difference. The author maintains that epistemology implies an understanding of how knowledge is created and that it thus refers to the philosophy of knowledge. Methodology, on the other hand, refers to the specific ways and methods used to arriving at a better understanding of an aspect of the world. The synergy between epistemology and methodology is thus very close in discussion.

Henning *et al.* (2004:16) identifies, in *Table 4.1* that follows, the following three different epistemologies or philosophies of knowledge in social research, each theoretical paradigm informing a specific methodological framework with its own logic and coherence:

- Positivist/post-positivist paradigm (requires a quantitative research methodological framework);

- Interpretivist/constructivist paradigm (requires a qualitative research methodological framework); and
- Critical paradigm (requires participative action research).

**Table 4.1: Theoretical Frameworks**

No	Theoretical Framework		Methodological Implications
1.	Positivist	Based on the premise that the purpose of knowledge is to describe, predict or explain phenomena that can either be observed or measured	Main research methodology is the experiment wherein an understanding of natural law is obtained through direct manipulation and observation, e.g. surveys, statistical analyses, quantitative descriptive studies
2.	Interpretivist	Research studies intending to capture social lives of respondents in order to develop a deeper understanding and meaning of this phenomenon. Researcher became co-creator of meaning, enabling them to question the way social meaning is developed and maintained in discourse, resulting in the term 'interpretive' Understanding the world from different perspectives is encouraged	Use of qualitative data analysis; open interviewing; unstructured observation; idiographic descriptions. Qualitative research methods are the predominant methods for both data collecting and analyzing
3.	Critical	Main focus are experiences of people's lives and the social relations that maintain them; Especially questions unequal power relations and attempts to equalize power; Explores the discourses to arrive at an understanding of how they present in people's lives through a process of deconstruction, and then working towards reshaping people's lives through reconstruction	Collaboration between researcher and participant whereby researcher is equivalent to the research process; Main process involves participation and involvement; Example of research paradigm is action research.

*Henning et al. (2004:17-25)*

#### **4.4.1 Linking Theoretical Frameworks to Methodologies in Research**

Henning *et al.*(2004:16) further purports that novice researchers position their research project within a particular theoretical paradigm based on the philosophy of knowledge acquired through the literature reviews conducted for a study. The author (2004:26)

identifies the following purposes cited for the choice of a particular theoretical framework in that a theoretical framework:

- Enables you to set your research within the parametres of that particular theoretical framework;
- Reflects the perspective you adopt in your research, reflected in the concepts and theories associated with the discipline;
- Leads to a conceptual framework of the key concepts utilised in the study; and that it
- Anchors the research study in literature, thus influencing the discussion between the research study and the content of the literature review.

*Table 4.1* describes very succinctly the theoretical frameworks and the methodological type it assumes:

#### **4.5 RESEARCH METHODS**

Hackley (2003:9) believes that whilst most studies are a combination of both qualitative and quantitative research as they are not mutually exclusive, there is always an emphasis on one or other of these approaches.

Henning *et al.* (2004:36) purport that the methodology in research is about presenting arguments on the choice of methods adopted by the researcher by illustrating its value when compared to other research methods, a process referred to as '*methodological reasoning*.' Further, methodology also refers to a group of methods that are coherent and complement each other, and referred to as a '*goodness of fit*.' Babbie & Mouton (cited in Henning 2004:36) believe that research methodology focuses on the process of the research investigation, the procedures and the tools used, hence focusing on what the end product will be. Hussey & Hussey (1997:59) linked the following two main research strategies to methodologies, depicted in *Table 4.2* that follows:

**Table 4.2: Research Strategy Linked to Research Methodology**

<i>Positivist Strategy</i>	<i>Phenomenological Strategy</i>
Associated Methodology	Associated Methodology
Comparative Studies	Case Studies
Longitudinal Studies	Participative Enquiry
Cross-sectional Studies	

*Adapted from Hussey & Hussey (1997:59)*

Henning *et al.* (2004:36) similarly believe that methodology refers to methods as distinct groups that complement each other, as depicted in *Table 4.3* below:

**Table 4.3: Types of Research and Methodologies**

<i>Approaches to Research</i>	<i>Methodologies</i>
Quantitative	Comparative Studies
Qualitative	Case Studies
Exploratory	Cross-sectional studies
Descriptive	Longitudinal Studies
Explanatory	

*Hussey & Hussey (1997:84)*

A discussion of these types of research approaches follows:

#### **4.5.1 Quantitative Research (Positivist Research)**

Keyton (2011:161) defines a survey as a system for collecting information. Brynard and Hanekom (2006:38) define a quantitative survey as one associated with analytical research with the purpose of the research arriving at a universal statement. Leedy *et al.* (2005:94) are of the view that in quantitative research the researcher aims to test a particular hypothesis. Hussey & Hussey (1997:12) believe that the ultimate goal of quantitative research is the numerical qualification of the object under study, achieved through the process of data-gathering. The proposed method of research enquiry is comparative studies. Welman *et al.* (2005:192) purport that the research design needs to be determined before data collection commences.

In this study, the research will reflect the statistical analyses of stakeholder input to the communication policy and strategy of the DSR. Such analyses will be depicted in the form of graphs and tables.

#### **4.5.2 Qualitative Research (Phenomenological Research)**

Qualitative research is an attempt by the researcher to understand the issues from the perspective of the participants despite the researcher's involvement in the interpretation of the data. It is, therefore, interpretivist and constructivist in approach.

Brynard and Hanekom (2006:38) believe that a qualitative survey refers to research that produces descriptive data, generally the participant's own written or spoken words that pertain to own experience or perception. Rudestam & Newton (2001:36) note that since the emphasis is on describing phenomena and making new discovery, data is reduced to themes and subjectively evaluated. This view is supported by Hussey & Hussey (1997:12) who emphasise the point that qualitative research is more subjective and entails exploring perceptions. Welman *et al.* (2005:192) purport that qualitative researchers prefer emergent designs that unfold during the data-gathering process. The case study is the preferred method of research enquiry in this context.

Thus an indepth face-to-face interview will be conducted with key officials of the DSR, as well as with critical stakeholders, in order to gain more knowledge on how the communication channels of the department can be improved both internally and externally so as to enhance service delivery. Qualitative research will assist the researcher ascertain the expectations and needs of all stakeholders to be incorporated into the policy formulation process of the communication policy and communication strategy.

Janesick (cited in Holliday 2002:52-53), explains that the ideology inherent in qualitative research is addressed in that "Qualitative researchers accept the fact that research is ideologically driven. There is no value-free or bias-free design. The qualitative researcher early on identifies his or her biases and articulates the ideology or conceptual frame for the study. By identifying one's biases, one can see easily where the questions that guide the study are crafted."



Rubin & Babbie (2005:63) maintain that qualitative analysis is the non-numerical examination and interpretation of observation to discover underlying meanings and patterns of relationships, whilst quantitative analysis is the numerical representation and manipulation of observations to describe and explain the phenomena that the observations reflect.

Du Plooy (2009:20) identifies the following assumptions on which qualitative research is based:

- *Ontological Assumptions:* are based on the particular belief researchers hold regarding the nature of communication (as subject and phenomenon) to be investigated;
- *Epistemological Assumptions:* offer answers to the question on what are the appropriate ways in which to study communication (as subject and phenomenon);
- *Theoretical Assumptions:* offer answers to the question on what kinds of explanations are appropriate to communication (as subject and phenomenon); and
- *Methodological Assumptions:* offer answers to the question on what research designs (methods used to collect, analyse and interpret data) are the most appropriate to investigate communication.

#### **4.5.3 Exploratory Studies**

Hussey & Hussey (1997:10) maintain that exploratory studies research subject matter for which there is none or very little previous studies undertaken to be used as a point of reference. Zikmund (2003:111) identify the following three purposes for the use of exploratory studies:

- Diagnosing a situation;
- Screening alternatives; and
- Discovering new ideas.

These three purposes are manifested in the research study being conducted as policy formulation and, in this instance, is based on the case study of the DSR. The investigative process adopted includes the diagnosing of the current status of communication policy at

DSR, consideration of alternatives to improve the draft policy, and the inclusion of new ideas in the communication policy to be finally proposed. The proposed method of research is the cross-sectional study.

#### **4.5.4 Descriptive Studies**

Saunders, Lewis & Thornhill (1997:79) maintain the main goal of descriptive research is to present an accurate profile of the objects studied whether these be persons, events or situations. They further emphasise the importance of understanding clearly the phenomenon for which data is to be collected prior the data-gathering process. The proposed method of research enquiry is longitudinal study.

#### **4.5.5 Explanatory Studies**

Hussey & Hussey (1997:11) purport that explanatory studies are research studies being a follow-up of a descriptive research project. They state that after the study of a problem, the emphasis is to identify relationships between variables.

### **4.6 LITERATURE REVIEW**

Finn (2005:90) proposed that there be a critical stance taken in the interrogation of knowledge discovered in literature reviews to enable the researcher to identify gaps in the understanding of pertinent issues relating to the problem under investigation.

Brynard (2005:651) identifies the following three generations of research in the field of Public Administration:

- *First* generation: based on perception that once policies are proclaimed, implementation would take place automatically;
- *Second* generation: based on perception that policy implementation is a political process; and
- *Third* generation: based on the need to understand how policy implementation takes place with the view to improving implementation (referred to as the 'analytical generation').

The literature review conducted in chapters two and three have highlighted the salient areas of research.

#### **4.7 SELECTED RESEARCH APPROACH, DESIGN AND METHODS**

This investigative study utilises both the quantitative (positivist) research and the qualitative (phenomenological) research methods. Keyton (2011:38) maintains that quantitative research relies primarily on deductive reasoning where the researcher selects a theory, or theories, as the basis of the propositions that are tested in the research study.

Boeije (2010:32) postulates that the qualitative approach encourages the participants to engage actively in the study by being in control of the research setting. Furthermore, this method allows for the intermixing between the data-gathering and the data-analysis process allowing for an interpretation of the phenomenon under study. The author also maintains that qualitative research relates to the field experience of participants and the findings can easily be translated into practical interventions for practitioners because of its very relevance.

A research design provides a guideline to the researcher for the investigation of the research problem identified. The researcher thus plans for anticipated issues and allows for engagement in prior proactive decision-making around such challenges to achieve reliable results (Mouton 2002:107). The primary research method adopted for this research investigation is the case study method which informs the research design for this study.

Henning (2004:32) proposes that a case study can be described as a bounded system with unity. The boundaries of the case study as a unit is also '*determined by its methodology.*' Burnham, Gilland, Grant & Layton-Henry (2004:55) believe that the case study places more emphasis on the process instead of the outcome. Another perspective is the quest to discover instead of seeking confirmation, and also in the context instead of a specific variable. The case study research design is more suited to generating

qualitative data than quantitative data. There is furthermore a strong theoretical dimension incorporated into the case study design. The case study design enables the researcher to obtain information on several variables from a single group, organisation or policy area and, therefore, enables the researcher to obtain a complete account of the phenomenon under study (Burnham *et al.* 2004:55).

This empirical research study focuses on exploring phenomena related to strategic communication within the DSR by the study sample of improving policy formulation and considering strategies for communication reform. This research study targeted a sample of all stakeholders involved with the communication formulation and implementation process in the particular field of survey. The study also explored quantitative and qualitative variables against the particular theories of Systems Approach to Policy-making, New Public Management Theory, 5C Protocol Theory, and the South African Excellence Model.

Holliday (2002:57) maintains that the explanation of procedures comes between the discussion of methodological issues and the actual data analysis, *viz*,

- *Discussion of methodological issues:* deals with the broader questions of approach, e.g. why qualitative research is relevant to the research project/why a particular qualitative approach is used? In this research study, why a case study? It involves literature review, thus placing the methodology against current theory and issues of social research; and
- *Explanation of procedures:* applies the principles set out in the discussion of methodology to the practicalities of the day-to-day realities of the setting and structuring of activities.

The usage of methods and process of data-gathering was utilised according to the process of triangulation. Boeije (2010:176-7) maintains that triangulation refers to researching a social situation from various perspectives as this approach leads to a more comprehensive description of the subject matter. This utilisation of more than one theory to understand and interpret data is referred to as a theoretical triangulation. There is

some criticism about the use of both quantitative and qualitative methods as a form of method triangulation in that if both methods yield similar data then there is consistency, and that differing results indicate a need to determine more about the relationship between the methods used and the topic being studied.

Keyton (2011:65) states that, when engaging in qualitative research, communication researchers can triangulate their findings in the following manner:

- *Data triangulation* (usage of more than one data sources for purposes of comparison);
- *Investigator triangulation* (many researchers participate in the same research); and
- *Interdisciplinary triangulation* (researchers from a variety of disciplines work together).

The methodology of this research study relates to the aims of the study, viz,

- Firstly, the chapter on literature survey presents the theoretical framework within which this research is conducted; and
- Secondly, the empirical study entailing the data collection and analyses process is intended to provide an accurate assessment of factors impacting on the delivery of communication services within the DSR.

#### **4.8 PURPOSE OF THE STUDY**

The use of the term 'strategic communication' and 'good governance' have become meaningless when used in some instances. The foundation of the South African democracy is based on the constitution as well as on the many principles which promote the concept of good governance. The concept of strategic communication incorporates the various mechanisms that can be adopted to realise the concept of democracy by attempting to ensure that all members of society participate in joint decision-making via any of the many fora that have been created as enablers for participation in governance.

The purpose of this study is to investigate the current form of communication adopted by the DSR to serve both its internal and external stakeholders, and to investigate the

possibilities of improving such communication to enhance service delivery.

It is well-documented in Chapter Two that the communication processes and channels of interaction between the DSR and its stakeholders are key *tenets* of upholding the democratic form of governance in South Africa. The principles of transparency and accountability are actioned by the communication process, the presence of which highlights the concept of good governance.

A critical factor underscoring the significance and value of the empirical study is the view that there is a breakdown in communication between practitioners and researchers and policy-makers. Maharaj (2010:166) maintains that the resultant inappropriate programs implemented are thus ineffective as a direct result of poor research.

The purpose of this research study is thus an attempt to identify the core determinants that could be incorporated into the DSR Communication Policy and Strategy to enhance service delivery through improved communication service provision.

#### **4.9 AIM OF THE STUDY**

The aim of social research is two-fold. The first aim is to arrive at results that are true and reliable whilst the second aim is to pay attention to the issue of resources and resource management (Mouton 2002:63). This research study incorporates both these aims, attempting to identify and explain the impact of strategic communication on service delivery and good governance within the DSR by offering insights into:

- The current status of communication within DSR governance;
- Discussing strategies to improve communication within the DSR; and
- Contribute to an improved communication service to realise efficient, effective and economic service delivery by the DSR.

#### **4.10 OBJECTIVES OF THE STUDY**

Mouton (2002:101) believes the research objective to be the '*what*' of the research, *viz*,

what is it that the researcher wishes to achieve by undertaking this particular research study.

The research attempts to identify the aspects that have a negative impact on the effective use of the CSC within the DSR. The area of study will focus on the impact of strategic communication on:

- Maximising the marketing and publicity of DSR services;
- Risk management ; and
- Monitoring and evaluation.

Whilst the literature review highlights the need for inclusion of strategic communication within the DSR policy, the gap lies in both the recognition of all officials being part of the communication factor, as well as the mechanisms that can be used by the DSR to engage in strategic communication. The government 'profit' of maximum benefit at minimum cost can thus be made possible.

The primary objectives of the study are to:

- Identify areas within the DSR communication policy where strategic communication can be introduced;
- Determine the role of strategic communication as a performance management tool to pursue excellence within the DSR;
- Evaluate the willingness and state of readiness of the DSR to adopt strategic communication measures as a management tool;
- Assess the usage of e-governance mechanisms adopted by the DSR; and
- Recommend a newly-designed broad-based and systemic strategic communication policy model for the DSR.

The findings of this research shall be presented to the DSR, as well as the DPSA as the custodian of government structure approval, so that due consideration could be given to the placement of the CSC within provincial government structures.

#### **4.11 CONSULTATION WITH AUTHORITATIVE SOURCES OF INFORMATION**

There are three categories of specialists whose experiences and knowledge base have been accessed by the researcher in this research study. These are as follows:

- DSR officials;
- Stakeholders that work with the DSR; and
- Members of the public/beneficiaries.

These categories have been accessed as they are all critical stakeholders within the service delivery process of the DSR, involved in the communication and information-sharing paradigms in different formats.

#### **4.12 RESEARCH TECHNIQUES**

Mouton (2002:36) describes research techniques as the tools of the researcher. These tools define the manner in which the researcher is to conduct the research study. These tasks, and their relevance to the different stages of the research investigation, are discussed below:

##### **4.12.1 Sampling Method and Research Instrument**

###### **4.12.1.1 Sampling Method**

A sample is a finite part of a statistical population whose properties are studied to gain information about the whole. As a direct result of the large size it is not practically or economically feasible to engage all members of the target population. A sample of participants that best represent the population was thus targeted through a purposive sampling technique, which is considered the best technique for the purpose of this study. Since the 169 members of the DSR were a manageable figure, all officials were targeted as respondents as this was practically possible. However, random sampling was also used to select members of the public.

A *sample* is a subset of units selected from a larger set of the same units and it provides data for the use of estimating the characteristics of the larger set (O'Sullivan, Rassel, & Berner 2003:134). Gelo, Braakman & Benetka (2008:274) purport that the purpose of



sampling is to choose a set of units that are representative of a population so that the results can be generalized to that population. To ensure representativeness of the sample, probabilistic and purposive sampling may be undertaken. In probabilistic sampling, each unit of the population has the same probability of being included in the sample, whilst in purposive sampling the units are selected based on chosen criteria applicable to the specific population group.

The study falls within the non-random sampling design as it includes all members of the target population, i.e. all members form part of the stakeholder group of the DSR in the period under study.

Burnham *et al.* (2004:90-91) maintain that the advantage of quota sampling is the researcher can choose any person who fits the selected criteria. This sampling method is quicker, less expensive and more efficient, with its non-random nature placing in question the drawing of inferences from the results.

Neuman (1997:222) maintains the relative homogeneity and heterogeneity of the population should be influenced by the size of the sample, as well as by the degree of reliability for the purposes of the investigation. Reliability infers that if the test instruments were consistent, the same results are likely to be found should the test be repeated.

The area of study covers the Province of KwaZulu-Natal, incorporating the eleven districts illustrated in *Figure 3.1*. The respondents identified in *Table 8.2* forms part of the *convenience sampling* approach. The identification process of respondents from the public form part of the *random sample* approach. Cooper *et al.* (2006:414) random sampling is a method in which each population element is known and has equal chance of selection. Through simple random sampling the researcher will be able to reach the required number of research participants.

The targeted respondent population of the DSR is 110 with the external stakeholders targeted being 40, bringing the total targeted population to 150. The homogenous nature

of the target respondents allows for a degree of choice of respondents.

The sample study comprised the following three target groups as primary technique:

- *Focus Groups:* 3 groups totalling 10 respondents;
- *Questionnaires:* a total of 123 questionnaires were distributed with 95 positive responses, and
- *Interviews:* a total of 52 interviews were sought, with 44 responses received.

The secondary techniques adopted consisted of literature reviews, policy reviews and documentation reviews.

#### 4.12.1.2 **Research Instruments**

The concept of *triangulation* is used in research where multiple sources of data are collected and analysed to ascertain their convergence to a particular theory (Leedy & Ormrod 2010:99). Malterud (2001:483) states the aim of triangulation is to gain insight in the understanding of complex phenomena. Maree (2007:39) believes that this concept promotes interpretive validity and the extent to which the conclusions based on qualitative data are supported by the quantitative instruments used. This study will use the research instruments of questionnaires and interviews. The three research instruments used are discussed below:

##### 4.12.1.2.1 **Focus Groups**

Focus group discussion will also be conducted by the researcher. Members of these focus groups will be selected from a wider population so as to provide their opinions about the manner in which the DSR communicates with its beneficiaries. The three targeted focus groups comprise of:

- Two groups of sports officers as they are the interface of the department on service delivery to the public. These two groups total 8 officials; and
- One group of senior management, comprising of two officials, who are the decision-makers within the department.

Morgan (cited in Babbie & Mouton 2007:292) maintain that focus groups allow the researcher greater observation opportunity to the phenomenon under study. The researcher is able to determine responses personally as compared to deducing such inferences from the data-gathering process.

Keyton (2011:292) explains focus groups as a qualitative method in the communication discipline where the facilitator-led group discussion allows for data collection from a group of participants about a particular topic within a limited period of time.

Neuman (1997:253) views focus groups as a special qualitative research technique where people are informally interviewed in a group discussion setting, allowing people to express themselves freely without any member dominating the discussion. Kitzinger (cited in Burnham *et al.* 2004:106) identifies the distinguishing feature of focus groups to interviews as being the interaction of group members as part of the research data.

The focus group technique allows the stimulation of discussion to allow respondents to discuss their own views and associated experiences that may not otherwise be disclosed. However, the following limitations of the focus group approach must be noted:

- As a result of its smaller numbers, it limits the generalisations that can be made from the responses;
- A few dominant group members may distort the results;
- The focus group facilitator, who may be the researcher, would be responsible for how the data will be analysed and presented; and
- There is no way of knowing the extent of the representation of the group to the population it represents (Burnham *et al.* 2004:111-112).

The researcher maintains that this factor would not adversely impact on the research study as the triangulation method, incorporating the use of questionnaires and interviews, will minimise the possibility of this limitation impacting negatively on the research study.

#### 4.12.1.2.2 **Questionnaire**

The main research instrument used was the questionnaire. Leedy *et al.* (2010:189) defines a questionnaire as an effective and convenient method of obtaining responses to both structured and unstructured questions. Despite the criticism that questionnaires may sometimes be misused as an instrument because of poor construction, they generally have some specific positive qualities when compared to other methods of data collection. When compared to the interview technique, questionnaires require much less time for completion and are thus more efficient. Questionnaires can also be administered personally or from a distance, *via* mechanisms such as email, mail or post (Gay & Diehl 1992:243).

Whilst mailed surveys are the most cost-effective data collection method as it causes minimal inconvenience to respondents, this method has a low response rate because of delays in delivery, response and return time.

The process of triangulation was used to compile the two questionnaires used to access data using the quantitative method, as well as the interview questions using the qualitative method. Both these questionnaires were identical in nature but drafted to suit both the department officials (*Annexure 1*) and stakeholders to the department (*Annexure 2*). The researcher also sought to determine relationships between a quantitative and qualitative data through an interpretive and evaluation approach to arrive at an understanding of the phenomena investigated.

#### 4.12.1.2.3 **Interviews**

Babbie (cited in Tshabalala, 2008:64) interprets the interview as an oral exchange of opinions between the interviewer and an individual or a group of individuals. The author further states that interviews allow a degree of control over the interaction environment, which strengthens the quality of the data used.

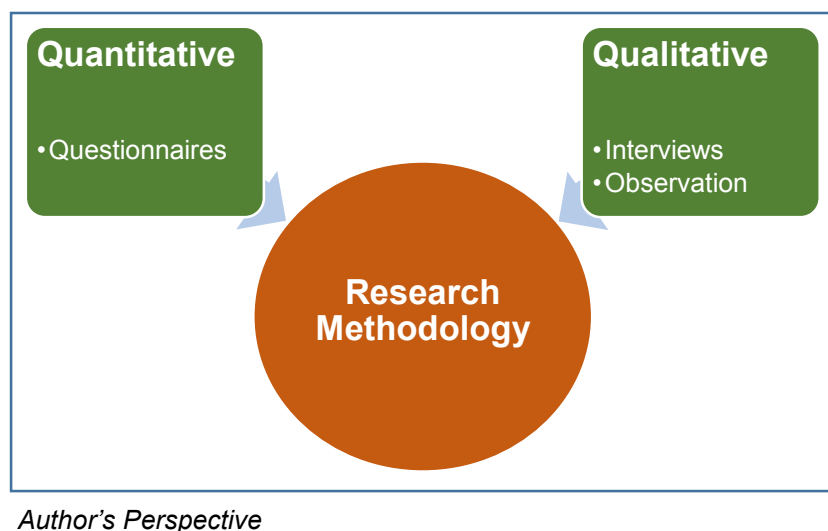
Sharma (1996:137) believes that the personal interview method enjoys greater potential than mail or telephonic surveys, *viz*,

- Most accurate;
- Generate the most amount of data;
- Highest response rate;
- Most flexible method;
- Maximum control over sample respondents; and
- Optimal questionnaire return rate.

Henning *et al.* (2004:53) regards the interview as an instrument of gathering data which yields information reflecting the life experiences of people if conducted under the principles of objectivity and neutrality by the interviewer. Interviews assist with the understanding of the subject matter as it allows for flexibility, observation and control of the environment. The advantages of interviews are that it creates great flexibility and adaptability and the interviewer is in control of the interview. However, interviews can also be costly and time-consuming (Wellman *et al.* 2002:158). Two sets of questionnaires were compiled to gather information from department officials (*Annexure 5.1*) and department stakeholders (*Annexure 5.2*). The content of both these questionnaires was essentially the same as both probed the very same areas of investigation.

*Figure 4.2* below depicts the methodology adopted for information-gathering.

**Figure 4.2: Combined Approach to Information-Gathering**



This use of the *mixed method* approach had been utilised for the inclusion of responses from different target groups. This approach depicts the use of the qualitative and quantitative data collection methods adopted for this study, which together integrate the responses.

Questionnaires and interview questions will be drafted to present to the target respondents identified in the table in *Table 4.4* below. Guidance in the drafting process will be provided by an experienced statistician to maximize validity and quality of questions posed, with overall direction and academic guidance being provided by the supervisor within the *locus* and *focus* of the Discipline and study of Public Administration.

**Table 4.4: Composite List of Targeted Respondents**

No	Stakeholder	Entity	No. Targeted	Total No. of Target Group
1	Internal	DSR Officials	110	169
2	External	Other government departments	13 (incl OTP)	13
		Federations (priority sport)	5	11
		Media	22	Random sampling
		Public	15	Random sampling
			Other (Unions; SITA)	10
Total			175	173+

*Table 4.5* below, which depicts the targeted respondents for this research, identifies the DSR officials as critical stakeholders.

**Table 4.5: Composite List of Targeted DSR Respondents**

No	Component	No. of Members	No. of Target Respondents
1	Ministry	4	1
2	Office of the HoD	8	6
3	Chief Directorate	3	3
4	Directorate	9	9
5	Deputy Directorate	18	16
6	Assistant Directorate	11	10
7	District Heads	11	11
8	Sports Officers	63	28
9	Support Staff	42	26
Total		169	110

The other three critical populations who are stakeholders to the DSR programme are other government entities, the media and the external stakeholders as beneficiaries (public). The purpose of these interviews is to solicit more information on the communication challenges of the department, as well as the expectations of these stakeholders.

*Tables 4.4 and 4.5* above list all targeted respondents for both qualitative and quantitative information-gathering. The media and public are identified by random sampling as a direct result of the vast number of these entities present in KZN. The confidentiality of respondents is of paramount importance to ensure that their rights are respected and protected, and the confidentiality clause is incorporated in the covering letters accompanying the questionnaires and interview questions.

#### 4.12.1.2.4      **Validity and Reliability**

*Validity* is different from *reliability* as validity is achieved when the researcher measures what was supposed to be measured while reliability produces consistency in that measurement. O'Sullivan *et al.* (2003:107) define reliability as the evaluation of the "degree of random error associated with a measure." Hoover and Donovan (cited in Keyton 2011:53) maintain that *reliability* is achieved when the researchers are consistent in their use of data collection procedures, whilst *validity* is achieved when the measurement does what it is intended to do. Steyn, Smit, Du Toit & Strasheim (1994:7) identify the following types of measurement:

- Nominal (categorical): a classification of responses;
- Ordinal: achieved by ranking;
- Interval: achieved if the differences are meaningful; and
- Ratio: is the highest level of measurement – where difference and the absence of a characteristic (zero) are both meaningful.

Graziano & Raulin (1997:204) purports that threats to validity are reduced by general regulatory procedures, regulation of subject and experimenter effects, control through the

choice and assignment of subjects, as well as control through experimental design. A pre-reliability test will be done on the questionnaires.

Reliability refers to the property of a measurement instrument that causes it to give similar results for similar input. Cronbach's Alpha, as a measure of reliability, was used to analyse the data, together with the Statistical Package for Social Sciences (SPSS version 17.0) software. Mathematically, reliability is defined as the proportion of the variability in the responses to the survey that is the result of differences in the respondents, *i.e.* answers to a reliable survey will differ because respondents have different opinions, not because the survey is confusing or has multiple interpretations. The computation of Cronbach's Alpha is based on the number of items on the survey ( $k$ ) and the ratio of the average inter-item covariance to the average item variance:

$$\alpha = \frac{k(cov/var)}{1 + (k - 1)(cov/var)}$$

Cronbach's Alpha is not a statistical test – it is a coefficient of reliability or consistency  
<http://www.ats.ucla.edu/stat/sas/notes2>

#### **4.13 DATA ANALYSIS AND INTERPRETATION**

The data collated was analysed and interpreted using various statistical techniques which served as tools to search for patterns along a particular perspective. The results were interpreted and presented as qualitative and quantitative responses.

##### **4.13.1 Data Analysis**

Babbie & Mouton (2001:108) believe that analysis of data involves the 'breaking up' of the data into manageable themes, patterns, trends and relationships to understand the various constitutive elements by looking at relationships between concepts, constructs or variables to identify trends in the data.

Qualitative and Quantitative techniques were used to analyse the data collected. The researcher then analysed the data by grouping each response according to themes from



the questions that had been administered. According to Graziano *et al.* (1997:96) descriptive statistics consists of three groups, viz, frequency counts and frequency distributions, graphical representations of data and summary statistics. Descriptive statistics include the measuring the mean, frequency, range, variance and standard deviation. The Windows Statistical Package for the Social Sciences (SPSS) software programme was used to create frequency distributions and graphical displays. Factor analysis was then used to combine variables into summary measures between theoretical concepts and empirical indicators. The raw data was then analysed in conjunction with a trained statistician under the guidance of the supervisor. The data gathered then informed the compilation of a revised communication policy and strategy document for DSR.

#### 4.13.1.1 **Qualitative Analysis**

Keyton (2011:7) purports that the qualitative methods used in the social scientific study of communication generally pertain to research in which the researcher is the primary observer or data collector.

*Qualitative research* emphasises the use of verbal communication. This approach incorporates the measurement of the reactions of several people to a limited set of questions, which in turn assists the comparison and statistical collation of the data (Sathiparsad: 2003:99). Qualitative research presents the researcher's endeavours to develop an understanding of the phenomenon under study. This particular research study utilized a mixed method design that incorporated both the quantitative and qualitative approach, an approach advocated by Leedy & Ormond (2010:99). O' Sullivan, Rassel & Berner (2003:38) believe that when both approaches are used, the latter reduces researcher manipulation of the area under investigation.

Keyton (2011:58) believes that qualitative research preserves the form and content of human interaction as this approach ensures that data such as text, audio and video are analysed for their qualities and not subjected to mathematical transformations. The author also asserts that the qualitative methods rest on inductive reasoning to discover and

develop theories that emerge from the data. Du Plooy (2009:86) believes that inductive reasoning begins with a literature review of primary sources which will guide the assumptions and reasoning in a study, with these assumptions being measured by an existing instrument or scale such as the Likert scale. Du Plooy (2009:142) further describes the Likert scale, frequently used in communication surveys, when respondents rate a particular statement as follows: *strongly agree, agree, neutral, disagree or strongly disagree*.

Neuman (2003:311) believes that qualitative data analysis has moved to a more explicit and systematic step-by-step approach, and that it uses charts, graphs and tables to illustrate a condensed picture of the data. The numbers in raw format, after being analysed and interpreted into a chart or graph format, subsequently gives meaning to the result. This study thus employed a scientific technique for analysis. Thus, based on the recommendations of Bayat & Fox (2007:105) for usage of commercial analysis programmes for data processing of all qualitative research, this study chose the use of the SPSS programme.

The department has a total of 169 staff members of which 25 (15%) shall be approached for interviews through random participation. A minimum of 20 members of the external stakeholders will also be approached for interviews as well. Keyton (2011:300-301) describes ethnography as the “study and representation of people and their interaction.” This is of consequence since the researcher is both a member of the department, as well as a member of the CSC.

#### **4.13.1.2 Descriptive/Quantitative Statistics**

Keyton (2011:7/36) believes that the use of quantitative methods is critical to the exploration of the social scientific study of communication, where such research relies on numerical measurement depicted as amounts, degrees, frequencies, values or intensity.

Lind, Marchal & Mason (2004:6) state that descriptive statistics describes the organising and summarizing of quantitative data. Descriptive statistics is useful as it summarises results, thereby allowing for more constructive research after more detailed analysis.

*Quantitative research* involves variables being measured in a predetermined and specific manner and the data is numeric. Quantitative data is analysed through the use of statistical procedures. In quantitative research, data consists of lists of numbers that signify scores on variables, such data having been obtained through measurement, as highlighted by Blanche and Durrheim (1999:96). This method is incorporated into the questionnaire.

Du Plooy (2009:86) maintains that quantitative designs are based on deductive reasoning which begins with the formulation of hypotheses (or assumptions) that identify the constructs, variables and relationships to be measured. Keyton (2011:51-52) lists the advantages of quantitative research as follows:

- It forms part of a rigorous tradition of quantifying and measuring communication phenomena;
- By quantifying communication concepts and statistics, and by using statistical procedures for evaluating differences and relationships, researchers are able to be precise in their comparisons and analyses; and
- As a result of quantifying communication phenomena, resultant comparisons can be made among a large group of participants, allowing researchers the latitude to generalise their findings to other individuals sharing the same characteristics with the subjects of the research project.

Data had been presented as meaning statements and in terms of numerical importance. Data had also been presented in tables or graphs with corresponding interpretations. Tables had been used to make the next 3 bullets into one sentence.

- Organise data into meaningful forms;
- Summarise data; and
- Emphasise features relevant to the study.

The department has a total of 164 permanent staff members of which 80 (65%) shall be approached to complete the questionnaire. Participants will be chosen randomly. A minimum of 20 members of the external stakeholders will also be approached to participate in the survey *via* responses to the questionnaires.

#### **4.13.1.3 Data Interpretation**

All results were interpreted and discussed in accordance with the research theory. This evaluative study followed the phenomenology tradition of enquiry, the approach to which entailed the studying of the problem by entering the field of perception of participants through their responses to questions, attempting to understand how they experienced the phenomenon by understanding their responses to each question (Creswell 2003:15).

### **4.14 LIMITATIONS OF THE STUDY**

This study investigates the effectiveness of the communication policy and strategy of the DSR with the intention of providing a model that would maximise the provision of communication services within the DSR in keeping with the practice of good governance.

The literature review has expanded on the characteristics of the KZN Province, with particular reference to its expansive rural landscape with limited infrastructure and the large percentage of people from disadvantaged backgrounds.

In the light of the above, the following two aspects can be noted as limitations of this study:

- The DSR is one of thirteen departments in the KZN Province, and the research focuses specifically on this department, as opposed to the whole-of-government approach; and
- The findings of this research cannot be generalised to the other government departments in KZN, or to other provincial government departments in other provinces of the country, as a result of its social context.

## **4.15 RESEARCH THEMES**

As alluded to earlier in this chapter, qualitative research lends itself to the analysis of data in accordance with research themes based on pre-determined theoretical frameworks.

### **4.15.1 Linking the Questionnaires with Research Themes**

This study is based on the following principal research themes:

- The Constitution of South Africa, the Citizen's Charter and the *Batho Pele* Principles which underscore the principle of access to information by the citizenry of KZN;
- The theme of governance, focusing in the main on strategic governance and co-operative governance, and an exploration of gaps in governance to achieve service delivery targets, is a key focus area;
- The main theoretical frameworks for this study are the Systems Approach to Policy-making, New Public Management Theory, 5C Protocol Theory, and
- The South African Excellence Model. These frameworks address the political, economical, social and cultural environment within the broader context of the Public Management approach;
- The theme of policy formulation, implementation and review permeates the research instruments used; and
- The theme of transformation principles for the public service, based on the Chapter 10 of the Constitution of South Africa, is common throughout the study.

### **4.15.2 Research Questions Aligned to Research Themes**

The questions on the four data-collecting instruments are aligned to the relevant themes of the research study. The questions in *Annexure 5.1* and *Annexure 5.2* are structured questions, with the exception of *Section 7* which allows for suggestions proposed. The interview questions presented in *Annexure 5.3* are open-ended and unstructured to allow for freedom of expression. This thematic approach had been adopted to ensure uniformity and order during the process of discussion and analyses.

#### 4.15.2.1 Questionnaires

*Table 4.6* below depicts the sections researched with the use of questionnaires. *Annexure 5.1* and *Annexure 5.2* depict the following themes along which line the questions have been phrased:

**Table 4.6: Themes: Questionnaires**

Section	Theme	
	<i>Annexure 5.1</i>	<i>Annexure 5.2</i>
1	Portfolio details Questions intended to ascertain the level of involvement of the recipient in the communicative process within the department.	Interaction with the DSR Questions intended to ascertain the level of involvement of the recipient in the communicative process with the department.
2	Importance of the communication policy theme	Communication with the KZNSDR theme
3	Communication as a strategic tool to manage risk theme	
4	Incorporation of e-Governance to strategic communication theme	
5	Incorporation of social media as a publicity tool by government theme	
6	Strategic communication as an enabler to Good Governance theme	
7	Other	

#### 4.15.2.2 Interviews

*Table 4.7* below depicts the sections researched with the use of interviews. *Annexure 5.3* depicts the following themes along which the questions have been phrased:

**Table 4.7: Themes: Interviews**

Section	Theme
1	Policy on communication
2	Definition of the term "Communication" within the government context
3	'Grapevine' theme
4	Risk management theme
5	e-Governance theme
6	Effective communication with electronic media theme
7	Difference between 'public administration' and 'public governance'
8	Strategic use of communication to improve service delivery

#### **4.16 SUMMARY**

This chapter focused on an overview of social research and a subsequent discussion on research paradigms in public administration. Focus was placed on the role of theories and concepts in research, as well as the significant role of research data and research questions. The link between theoretical frameworks and research methodologies was followed by a discussion on the approach, methods and design selected for this particular research study.

The research methodology of this study followed a phenomenological tradition of enquiry of the case study model. This qualitative study included quantitative variables to ascertain the current impact of communication on service delivery by the DSR. The questionnaire and interviews were the main research instruments adopted. This chapter identified and presented the aim, objective, significance and limitations of the research study.

The link between the research questions and the themes of the study were presented clearly. Discussion also centred on the analyses of data and the interpretation of results of the research study.

In keeping with the strict ethical conditions of the university, permission for the use of the DSR as a case study was sought and received from the DSR Head of Department. Similarly, all survey requests were accompanied by an explanatory letter from the university, together with a consent form for voluntary participation in this investigative research study.

The following chapter presents the data that had been collated through empirical research, analysis of the results derived, and the discussion of key findings.

## CHAPTER FIVE

### 5 DATA PRESENTATION, ANALYSIS AND INTERPRETATION

#### 5.1 INTRODUCTION

This chapter presents the results and discusses the findings obtained by the use of research instruments which includes the questionnaire and interview surveys in the study. The questionnaire was the primary tool that was used to collect data regarding communication policies and processes; *Annexure 5.1* had been distributed to officials within the Department of Sport and Recreation (DSR) whilst *Annexure 5.2* had been distributed to stakeholders to the DSR. This was done with the intent of eliciting information with direct relevance to communication both internally and externally to the DSR. Interviews were conducted with both internal and external stakeholders.

The data collected from the responses was analysed with the SPSS version 21.0 program. The results will present the descriptive statistics in the form of visual illustrators such as graphs, cross tabulations and other figures for the qualitative data that had been collected. Cross-tabulations are an incisive approach to explaining relationships between variables. Inferential techniques include the use of Correlations and Chi-Square Test values, which are interpreted using the  $p$ -values. The interviews were also analysed and are presented in a similar manner.

Finally the correlation between the three variables *viz*, *Annexure 5.1*, *Annexure 5.2* and the interviews (*Annexure 5.3*) is tested and the results are presented.

#### 5.2 DISCUSSION OF DATA

The discussion of the collated data, incorporating the use of P-values to determine the significance of results, was done with the application of the Chi-Square Tests and Correlations.



### 5.2.1 Chi-Square Tests

The accepted method to reporting a result requires a statement of statistical significance. A *p-value* is generated from a *test statistic*. A significant result is indicated with " $p < 0.05$ ". These values are highlighted with a \*. The Chi-Square Test was conducted to determine whether there was a statistically significant relationship between the variables (rows versus columns). The null hypothesis states that there is no association between these two. The alternate hypothesis indicates that there is an association. The section on Factor Analysis (5.3.4.2), and *Tables 5.24* and *5.26*, present the tables which summarise the results of the Chi-Square Tests.

For example, the p-value between "" and "" is 0.0 (which is less than the significance value of 0.05). This means that there is a significant relationship between the variables. All values without an \* (or p-values more than 0.05) do not have a significant relationship.

### 5.2.2 Correlations

Bivariate Correlation was also performed on the (ordinal) data. The results are found in the appendix (*Refer Appendices 5 and 6*). The following patterns are inferred from the results:

Positive values reveal a directly proportional relationship between variables whilst a negative value reveals the opposite (an inverse relationship). All significant relationships are indicated by a \* or \*\*. (Correlation is significant at the 0.05 level (2-tailed) or \*\* (Correlation is significant at the 0.01 level (2-tailed)).

As an example, the correlation value between the approved communication strategy document and the department having an approved communication policy is 0.556. This is a direct related proportionality. Respondents agree that the existence of a departmental policy will more than likely result in a strategy document being available, and *vice versa*. Negative values imply an inverse relationship. That is, the variables have an opposite effect on each other.

For example, the correlation value between *current job descriptions and liaison with the communication services component of the department* and *frequency of interaction with the component* is  $-.343^*$ . This is an inverse relationship. This means that the more often respondents liaise with the communications services component, the less frequently they would need to interact with the component, and *vice versa*. This makes sense as good communication should result in fewer meetings.

### **5.2.3 Bartlett's Test**

Dyer & Keating (1980:313) maintain that Bartlett's Test is used to obtain highly accurate approximations to the critical values for both equal and unequal sample sizes. This is a test for homogeneity.

## **5.3 ANALYSIS OF ANNEXURE 5.1 – DSR Officials**

### **5.3.1 Sample**

In total, 83 questionnaires were dispatched and 71 responses were received, which depicts an 86% response rate.

### **5.3.2 Research Instrument**

The research instrument consisted of 182 items, with a level of measurement at a nominal or an ordinal level. The questionnaire was divided into 7 sections which measured various themes as illustrated below:

- Section 1: Portfolio Details;
- Section 2: Importance of communication policy;
- Section 3: Communication as strategic tool to manage risk;
- Section 4: Incorporation of e-Governance for Strategic Communication;
- Section 5: Incorporation of Social Media as publicity tool by government;
- Section 6: Strategic Communication as enabler to Good Governance; and
- Section 7: Other.

### 5.3.3 Reliability Statistics

The two most important aspects of precision are **reliability** and **validity**. Reliability is computed by taking several measurements on the same subjects. A reliability coefficient of 0.70 or higher is considered as “acceptable”. *Table 5.1* below reflects Cronbach’s Alpha score for all the items that constituted the questionnaire.

**Table 5.1: Cronbach’s Alpha Score**

		Number of Items	Cronbach's Alpha
Section 2	Importance of communication policy		
2.1	Policies employed as Governance Tool	2 of 6	0.435
2.7	Regularity of Interaction	2 of 2	0.915
Section 3	Communication as strategic tool to manage risk		
3.1	Approved communication strategy	2 of 2	0.613
3.3	Positioning of Communication Head strategically	2 of 2	0.353
3.5	Component Information	4 of 4	0.795
3.8	Risk Management	3 of 3	0.326
Section 4	Incorporation of e-Governance for Strategic Communication		
4.1	Internet Service	-	-
4.2	Access to Service	-	-
4.3	Access to Internet Services	2 of 2	0.607
4.4	Updating of Internet services	2 of 2	0.725
4.5	Information	39 of 39	0.945
4.6	Email Literacy	2 of 3	0.355
Section 5	Incorporation of Social Media as publicity tool by government		
5.2	Computer Literacy	3 of 3	0.925
5.3	Regularity of Account Usage	3 of 3	0.972
5.4	Importance of Social Media to information dissemination process	3 of 3	0.855
5.5	Social Media Account	3 of 3	0.617
Section 6	Strategic Communication as enabler to Good Governance		
6.1	Communication is effective	2 of 2	0.827
6.4	Interactiveness	2 of 2	0.295
6.6	Rating	2 of 2	0.677

It is noted from the scores above that some of the sections exceed the recommended value of 0.70. This indicates a high (overall) degree of acceptability and consistent scoring

of the research for these sections. All of the other themes (sub-sections) have values that are close to the acceptable standard.

5 of the 17 sections have low Cronbach's Alpha scores. *Amongst* the reasons for this is that the construct is newly developed and that respondents may have misinterpreted questions. In some sections, there is only a maximum of 2 questions, which is the minimum number required to run reliability.

### **5.3.4 Factor Analysis**

#### **5.3.4.1 Concept**

Factor analysis is a statistical technique aimed at the reduction of data. Factor analysis is generally used in research surveys which represents a large number of questions with a small number of hypothetical factors. With reference to *Table 5.1* above:

- The principle component analysis was used as the extraction method, and the rotation method was Varimax with Kaiser Normalization. This is an orthogonal rotation method that minimizes the number of variables that have high loadings on each factor, hence simplifying the interpretation of the factors;
- Factor analysis/loading show inter-correlations between variables in the study; and
- Items of questions that loaded similarly imply measurement along a similar factor. An examination of the content of items loading at or above 0.5 (and using the higher or highest loading in instances where items cross-loaded at greater than this value) effectively measured along the various components.

#### **5.3.4.2 Importance**

Factor Analysis allows the use of statistics to present factual argument and substantiation. For example, as part of a national survey on public opinions, participants may be required to answer three separate questions regarding sporting policy, reflecting issues at the local, state and national level. Each question, by itself, would be an inadequate measure of attitude towards sporting policy, but *together* they may provide a better measure of the

attitude. Factor analysis can thus be used to establish whether the three measures do, in fact, measure the same thing. If they do, they can then be combined to create a new variable, a factor score variable that contains a score for each respondent on the factor. Factor techniques may be applied to a variety and number of situations.

Each matrix table is preceded by another table that reflects the results of KMO and Bartlett's Test. The requirement is that Kaiser-Meyer-Olkin Measure of Sampling Adequacy should be greater than 0.50 and Bartlett's Test of Sphericity less than 0.05. In all instances, the conditions are satisfied, which allows for the factor analysis procedure used in the study. The following findings are presented per section:

## **Section 2: Importance of Communication Policy**

### **Question 2.7 Regularity of Interaction**

#### **KMO and Bartlett's Test**

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	41.120
Sphericity Df	1
Sig.	.000

#### **Component Matrix<sup>a</sup>**

	Component
	1
Strategic Planning	.964
External Support	.964

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

### Section 3: Communication as strategic tool to manage risk

#### Question 3.1 Approved Communication Strategy

##### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	10.647
Sphericity Df	1
Sig.	.001

##### Component Matrix<sup>a</sup>

	Component
	1
Is there any approved communication strategy document?	.859
Were you consulted on the contents of this communication strategy document during the compilation process?	.859

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

#### Question 3.5 Component Information

##### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.736
Bartlett's Approx. Chi-Square	152.719
Test of Df	6
Sphericity Sig.	.000

### Component Matrix<sup>a</sup>

	Component
	1
Do you keep a file/record of minutes of your component meetings?	.206
Do you believe you are always informed of all important decisions and activities relevant to your component?	.925
Are you informed formally of all important decisions and activities relevant to your component? (at meeting or in writing)	.921
Are you informed timeously of all important decisions and activities relevant to your component? (so as to respond appropriately)	.944

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

## Section 4: Incorporation of e-Governance for Strategic Communication

### Question 4.3 Access to Internet Services

#### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	9.286
Sphericity Df	1
Sig.	.002

### Component Matrix<sup>a</sup>

	Component
	1
Frequency of use: Website	.848
Frequency of use: Intranet	.848

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

#### Question 4.4 Updating of Internet services

##### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	13.145
Sphericity Df	1
Sig.	.000

##### Component Matrix<sup>a</sup>

	Component
	1
How often is your Internet Services updated - Website?	.888
How often is your Internet Services updated - Intranet?	.888

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

#### Question 4.6 Email Literacy

##### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	3.846
Sphericity Df	1
Sig.	.050

##### Component Matrix<sup>a</sup>

	Component
	1
Have you attended courses arranged by your department on effective use of email?	.788
Are you sufficiently computer literate to access information from the Internet?	.788

Extraction Method: Principal Component Analysis.

a. 1 component extracted.



## Section 5: Incorporation of Social Media as publicity tool by government

### Question 5.4 Importance of Social Media to information dissemination process

#### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	60.347
Sphericity Df	1
Sig.	.000

#### Component Matrix<sup>a</sup>

	Component
	1
Importance of Social Media to information dissemination process - Twitter	.961
Importance of Social Media to information dissemination process – Facebook	.961

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

### Question 5.5 Need for a Social Media Account

#### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.580
Bartlett's Test of Approx. Chi-Square	27.342
Sphericity Df	3
Sig.	.000

### Component Matrix<sup>a</sup>

	Component
	1
Does your department have a Social Media account of any form?	.849
If your department does have an account, is this account active?	.865
Do you believe it important for your department to have at least one Social Media account?	.585

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

## Section 6: Strategic Communication as enabler to Good Governance

### Question 6.1 Communication is effective

#### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	40.399
Sphericity Df	1
Sig.	.000

### Component Matrix<sup>a</sup>

	Component
	1
Communication is effective - Internal beneficiaries	.924
Communication is effective - External beneficiaries	.924

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

## Question 6.6 Rating

### KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.500
Bartlett's Test of Approx. Chi-Square	19.028
Sphericity Df	1
Sig.	.000

### Component Matrix<sup>a</sup>

	Component
	1
How would you rate the overall quality of governance in terms of effectiveness of communication with EXTERNAL STAKEHOLDERS?	.870
How would you rate the overall quality of governance in terms of effectiveness of communication with INTERNAL STAKEHOLDERS?	.870

Extraction Method: Principal Component Analysis.

a. 1 component extracted.

It is noted that the variables that constituted all of the sections for which factor analysis could be done, loaded perfectly under one component each. This implies that the sections measured what was set out to be measured as reflected in the various themes of the surveys.

A thematic approach to analyses shall be undertaken. Fereday & Muir-Cochrane (2006:82) maintain that thematic analysis is a form of pattern recognition within the collated data, and the emerging themes become categories upon which analyses can be based. Creswell (2003:198) on the other dimension suggests categorical aggregations, which are the collection of instances from the data and hold relevant meaning and direct interpretation.

### 5.3.5 SECTION 1 - Biographical Data

This section summarises the biographical characteristics of the respondents. It considers factors such as placement within the DSR, years of experience and level of knowledge of the value of communication within an organisation which reflects on the authenticity of the responses provided.

The category of respondents surveyed has a direct impact on the authenticity of the research study. *Table 5.2* below indicates the category of the respondents.

**Table 5.2: Category of Respondents**

	<i>Frequency</i>	<i>Percent</i>
Department of Sport and Recreation Officials (DSR)	71	100

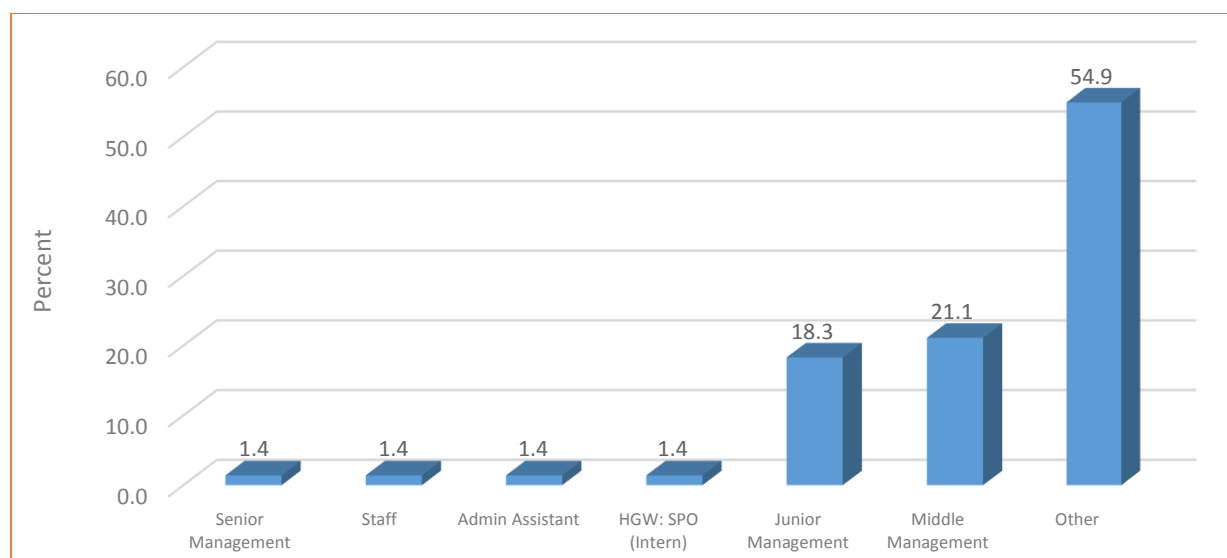
It is observed that 100% of the respondents were from the KZN Department of Sport and Recreation (DSR). This is in keeping with the area of research which is based on the DSR as a case study. The percentage will also validate the results of the responses based on the survey being conducted with many officials of government.

#### 5.3.5.1 Post Levels of Respondents

A key factor is the spread of the respondents within the structure of the department as these impact on the perspectives that inform the subsequent responses. *Figure 5.1* that follows describes the post level of the respondents.

It is observed that the majority of the respondents (59.1%) indicated that they fell into the category of OTHER, which also included STAFF, ADMIN and HG, with this category representing the staff at the lowest tier of the organisation. Respondents from junior and middle management formed 39.4% of the sample, with senior management representing 1.4%. The presence of all these post holders, especially the 60:40 split between junior staff and management, indicates a fair representation of the 'tiers' of the department.

**Figure 5.1: Post Levels of Respondents**



#### 5.3.5.2 Component Location of Respondents

A more incisive analysis of the status of the respondents is undertaken to present the authenticity of the responses. *Table 5.3* below indicates the component and status of the respondent within the component. It also presents the results for the various variables as measured.

**Table 5.3: Component of Respondents**

Section / Component	Frequency	Percent
Other	62	87.3
Sport co-ordination	3	4.2
Administration	2	2.8
District	1	1.4
SCM Management	3	4.2
Total	71	100.0

It is noted that respondents were identified as representing various sections. Many of the respondents (87.3%) did not specify the sections to which they belonged. This finding is in line with the results of *Figure 5.1* which indicate that the majority of the respondents are not very certain of exactly where in the organisation they belong. The net effect of this situation is the fragmentation of communication management as a direct result of a poor

departmental structure. This scenario impacts positively on the study as this gap highlights the need for strategic communication to be factored into the departmental structure.

### 5.3.5.3 Status of Respondent within Component

The sphere of control allocated to a respondent plays a major role in perspective and influence. *Table 5.4* below presents a profile of the respondents surveyed.

**Table 5.4: Section/Component Head**

<i>Are you a Section / Component Head?</i>	<i>Frequency</i>	<i>Percent</i>
Yes	15	21.1
No	56	78.9
Total	71	100.0

Approximately one-fifth of the respondents indicated that they were section heads. The other 78.9% of respondents represent the staff at the lower tier, and are thus the most appropriate members to test the current system of communication within the department. Whilst 21.1% indicated that they are component/section heads, *Figure 5.1* reflects that 40.8% of the respondents have indicated that they form part of management.

The authority vested in an official is determined by the associated responsibilities. *Table 5.5* below presents the number of respondents that control their component budget.

**Table 5.5: Component Budget Control**

<i>Do you control your component budget?</i>	<i>Frequency</i>	<i>Percent</i>
Yes	5	7.0
No	66	93.0
Total	71	100.0

It is observed from this depiction that 7% of the respondents indicated that they were responsible for their section budgets. As per the responses to *Table 5.4 in the preceding discussion*, 21.1% of respondents indicated that they are section/component heads,

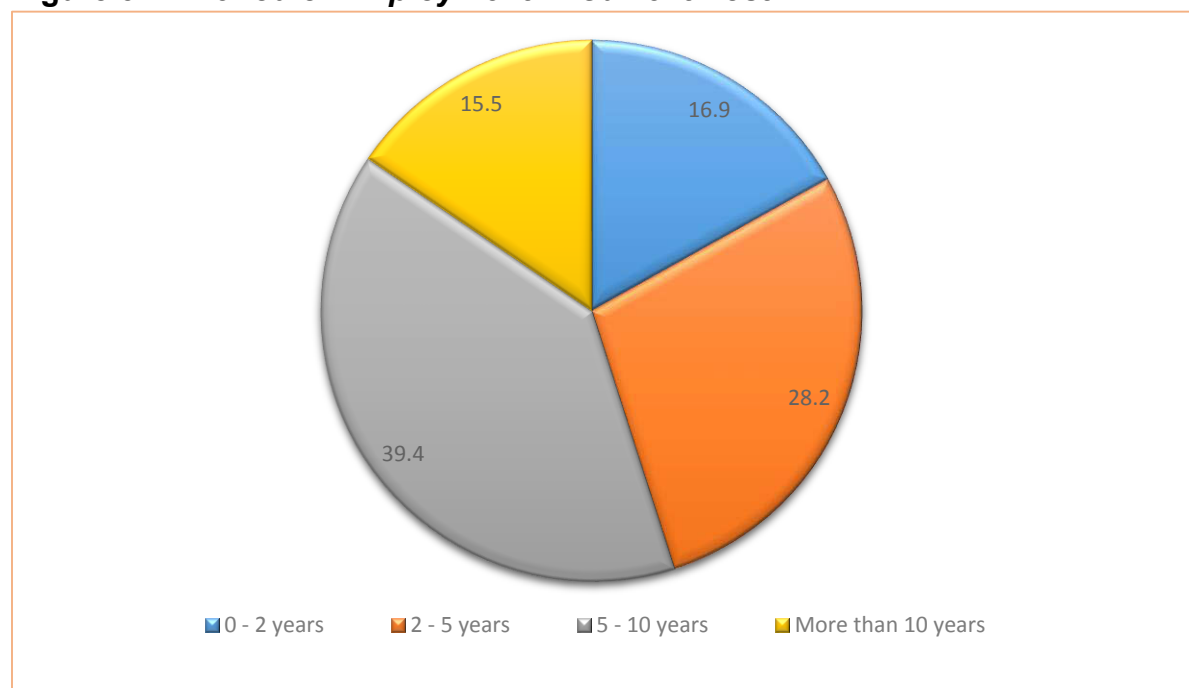
indicating that 14.1% of section/component heads do not have control of their component budget.

This area of budget control for communication services requires redress in terms of the key objective of encouraging good governance. The CSC currently comprises the three officials who report to different responsibility managers ranging over three separate components, *viz*, Head of Department, contract communication official and Corporate Governance. Financial authority and responsibility is consequently spread over three separate components/sections, with no formal consultation or meeting amongst the three communication officials over the last eighteen months. Lack of access to the communication budget, or lack of knowledge regarding the communication budget, restricts access to such budget and results in less effective service delivery.

#### 5.3.5.4 Period of Service in Post

The level of experience of respondents has a direct impact on their responses to the surveys. *Figure 5.2* below illustrates the period of employment of the respondents within their respective component.

**Figure 5.2: Period of Employment in Current Post**



It is observed that there were four main categories of employment in their respective categories.

Nearly 55% of the respondents had been in their current posts for at least 5 years, with 15.5% had been in their post for more than 10 years. This represents a proportion of respondents who have been in their posts for a fairly long period of time. This is useful as responses relating to the work experience would be from an informed point of view, and there would be a fair degree of consistency. This is also borne out in the high reliability scores shown earlier.

Approximately 17% of the respondents had been in their posts for almost 2 years. This indicates a fairly new set of incumbents as staff who would be able to indicate the manner in which the department has orientated them towards the tasks they would be expected to perform.

#### 5.3.5.5 Post Level of Supervisor

The supervisor plays a key role in directing the thoughts and actions of a respondent at work. *Table 5.6* below indicates the direct senior to whom respondents report.

**Table 5.6: Post Level of Supervisor**

	<i>Frequency</i>	<i>Percent</i>
Staff	1	1.4
Assistant Manager	1	1.4
Head of Department	3	4.2
Assistant Director (Head of Component / Section)	4	5.6
Deputy Director (Head of Component / Section)	5	7.0
Deputy Director	6	8.5
Assistant Director	8	11.3
Chief Director	9	12.7
Other	14	19.7
Director	20	28.2
Total	71	100.0

It is noted that *Table 5.6* depicts the levels of supervisors of the respondents. There are supervisory activities being conducted at 10 tiers of the department, with the greatest

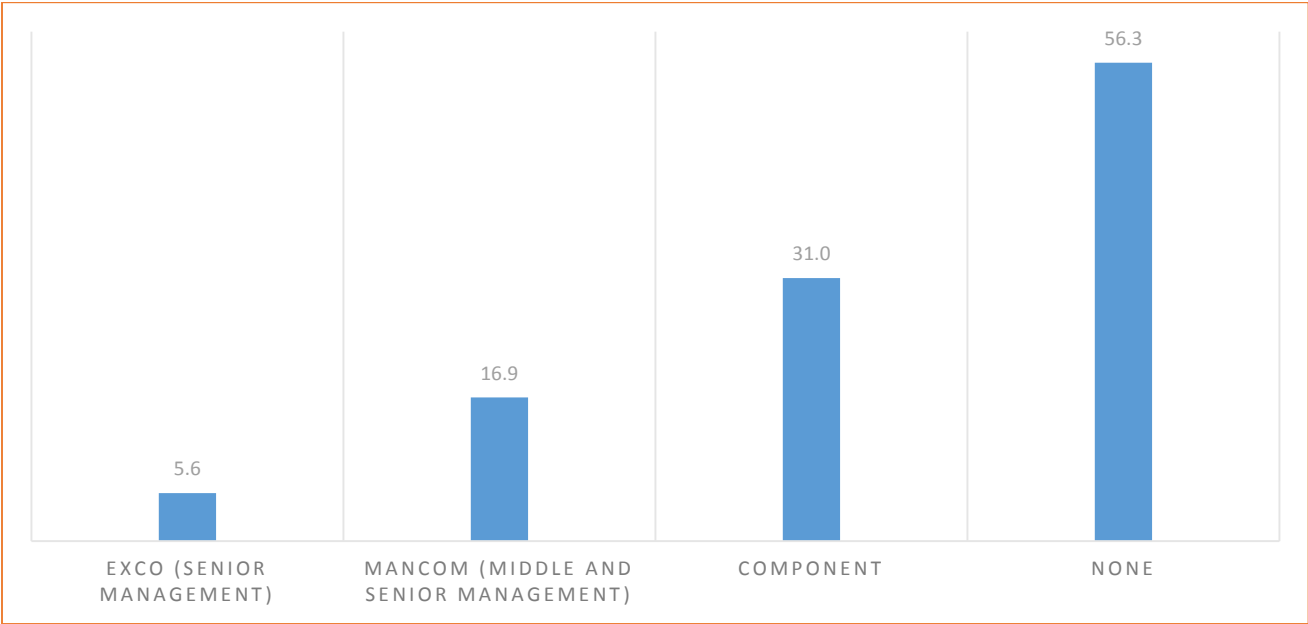


percentage being conducted by Directors (28.2%). The second highest percentage of supervision is conducted by OTHER (19.7%), a category that does not fall into any particular tier of the DSR, and which thus indicates that approximately one fifth of the department is managed by staff members who have no particular portfolio mandate. This area of review is aligned with two of the key questions in the study focusing on, viz, risk management and good governance as important aspects of an effective communication policy.

5.3.5.6      **Participation in Departmental Meetings**

The degree of participation of respondents in consultative fora of the department have a direct bearing on the degree of influence exerted on the department. *Figure 5.3* below indicates whether respondents form part of particular committee meetings.

**Figure 5.3: *Participation in Standing Committee Meetings***



*(Respondents were allowed multiple responses; hence the percent total is not 100%)*

It is observed that more than half of the respondents (56.3%) did not belong to any committee. This indicates that the majority of the respondents do not form part of the consultative collective of the department. It is further noted that the 5.6% of EXCO

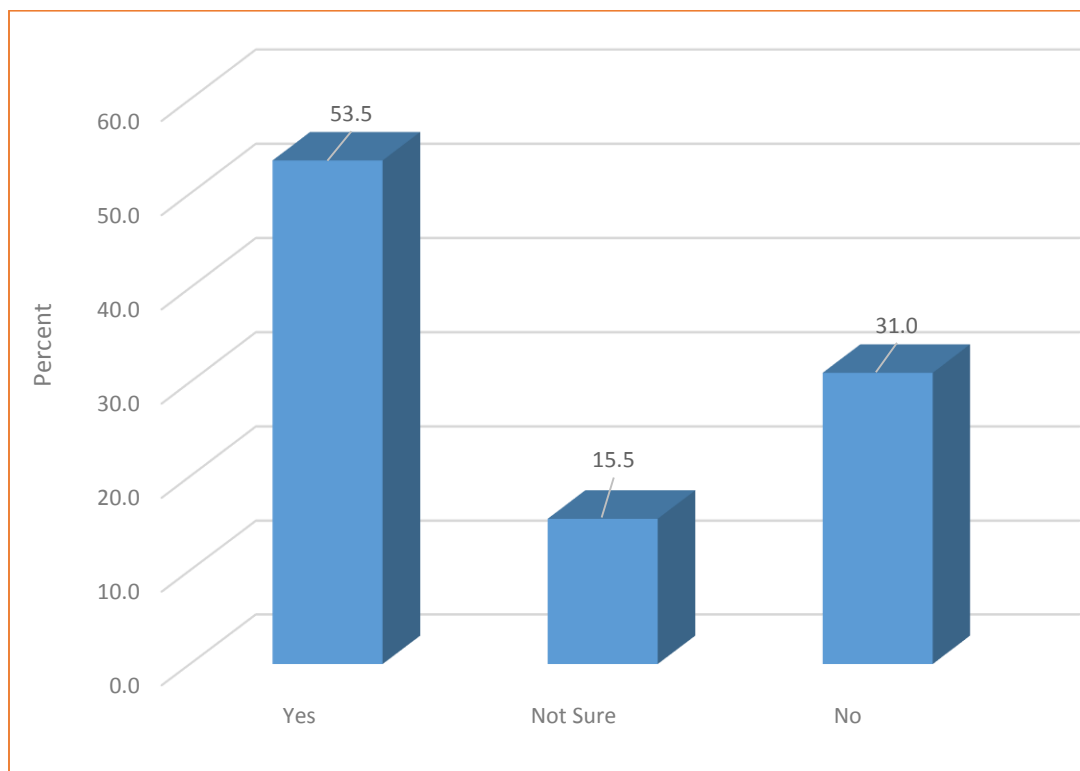
members also form part of the MANCOM (16.9%), which subsequently form part of the COMPONENT (31%) meetings.

#### 5.3.5.7 Communication Services Component Interaction

The degree of interaction between the respondent and the CSC has a direct impact on the functions of the CSC. *Figure 5.4* below indicates the status of respondent interaction directly with the CSC.

It is noted that a large percentage of the respondents are not required to interact directly with the CSC (31%). The 15.5% that are not sure whether they are expected to liaise directly with the CSC indicated that they are unclear about their job descriptions. This is seen as an indicator of the direct impact of the lack of an effective communication policy. The 53.5% of the respondents that are expected to liaise directly with the CSC are guided in their interaction by accepted process and tradition.

**Figure 5.4: Respondent Interaction directly with CSC**



A further analysis of the respondent interaction with the CSC is presented in *Table 5.7* below, which depicts this frequency of interaction.

**Table 5.7: Frequency of Interaction between Respondent and CSC**

	<i>Frequency</i>	<i>Percent</i>
Not at all	6	8.5
Sometimes	29	40.8
Often	12	16.9
Missing System	24	33.8
Total	71	100.0

From the finding, it is observed that 8.5% of the respondents do not interact with the CSC at all, with 40.8% interacting only sometimes. The majority of the respondents, comprising 40.8%, interact seldom with the CSC, with 16.9% of the respondents interacting often. It is also noted that 33.8% of respondents did not respond to this question, which forms a third of the number of respondents. This area is identified as a key area of redress as one of the key questions focuses on the impact of the communication policy as a support service mechanism to the department.

The following sections analyse the scoring patterns of the respondents per variable per section. These results are initially presented using summarised percentages for the variables constituting the various sections. These results are also analysed with reference to the significance of the statements.

### **5.3.6 SECTION 2: Importance of Communication Policy**

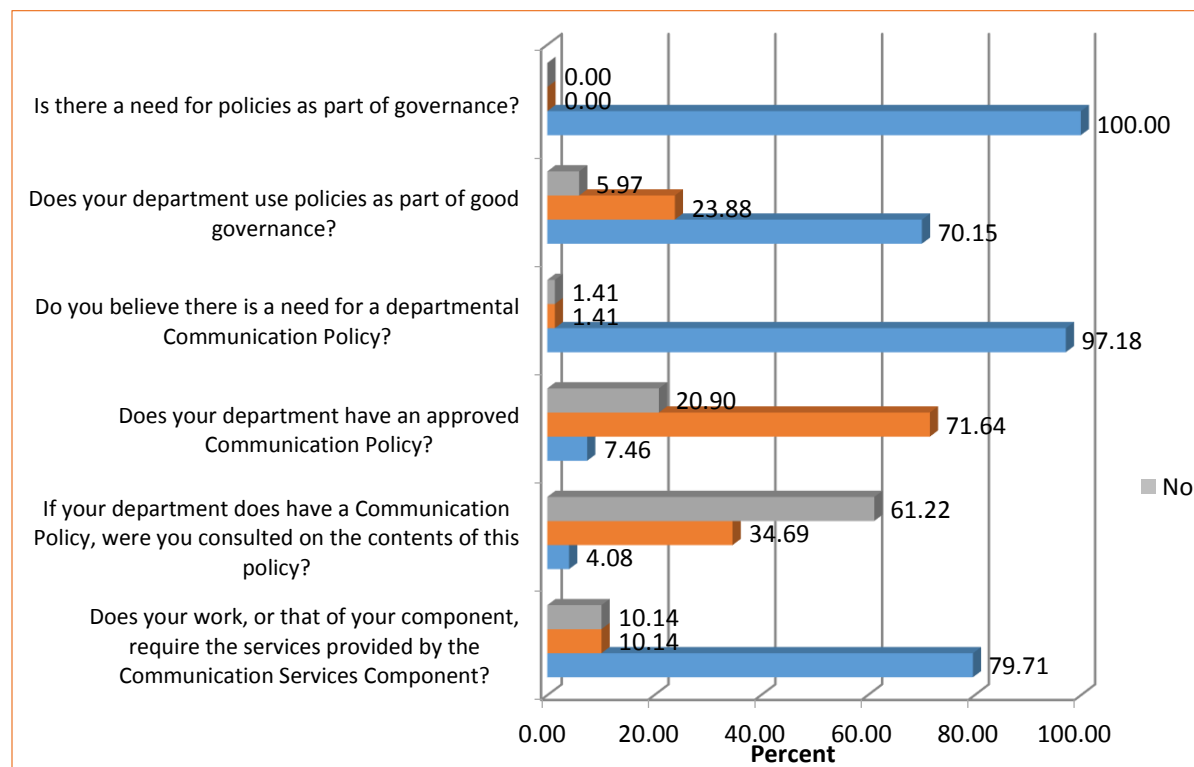
This section deals with the need to have a policy for communication services within the department as a division of government. Policy formulation and adherence forms part of the *Batho Pele* Principles adopted by the South African government and thus forms part of good governance. Consequently, the Principles of *Batho Pele* must be considered in the roll out of an effective communication policy in any public institution with emphasis on DSR.

### 5.3.6.1 Policies as a Tool of Governance

Policies are a critical tool of good governance. *Figure 5.5* that follows illustrates the views of respondents on policies and good governance.

It is observed that all of the respondents agreed that there was a need for policies as a part of governance. There are high levels of agreement with questions 2, 3 and 6. These questions illustrate a correlation amongst them as 79.71% of the respondents indicate that their work, or the work of their components, require the services of the CSC. This finding is in keeping with the respondents' beliefs that there is a need for a communication policy (97.18%), together with their maintaining that the department does use policies as a form of good governance (70.15%). This finding is in response to one of the key questions which investigates the contribution of strategic communication as an enabler to good governance.

**Figure 5.5: Policies as a Tool of Governance**



Question 4 indicates a high level of uncertainty, clearly indicating that the majority of the respondents are not sure of whether the department has an approved communication policy (71.64%), with only 7.46% indicating that the department does have an approved communication policy. One-fifth of the respondents (20.9%) indicate that the department does not have a communication policy.

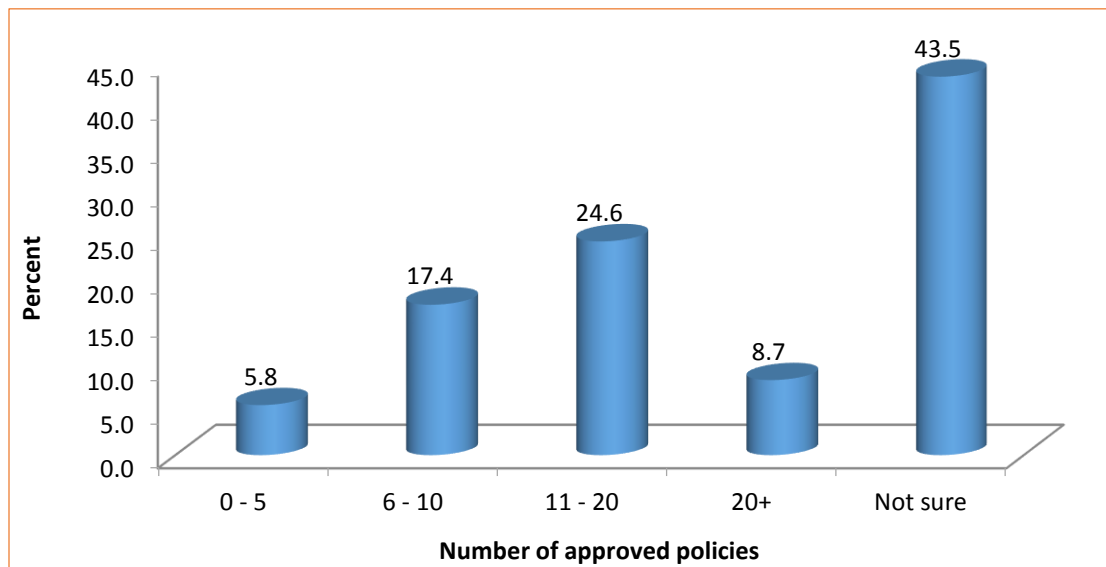
Question 5 has a fairly strong negative response (61.22%). This indicates that the majority of the respondents have not been consulted or engaged in the communication policy formulation process. The survey reveals that 34.69% of the respondents are not sure whether they have been consulted on the communication policy formulation process, indicating that there is no clear process adopted in any policy formulation process by the department. Only 4.08% of the respondents indicate that they have been consulted in the communication policy formulation process. This exclusion of the majority of the respondents from the communication policy formulation process is in contrast to the principle of *Context* in the *5C Protocol Theory* which maintains that all key stakeholders need to be consulted in the process of policy formulation. In this context, staff members are the key stakeholders of the department, hence strategic communication would serve as an enabler to good governance.

#### **5.3.6.2 Number of Approved Policies**

Policies determine the quality of service delivery in an organisation. *Figure 5.6* that follows illustrates the respondents' knowledge of the number of approved policies within the department. The range of responses provided in *Figure 5.6* below illustrates the lack of access to information to the members of the department. The knowledge of the number of approved policies ranges from 0 to more than 20, depicted as four separate categories. The majority of the respondents (43.5%) indicate that they are uncertain of the number of approved policies adopted by the department. This high figure indicates that a large percentage of staff in the department is conducting their duties without knowledge of, or adherence to, approved department policies. This disjuncture of the lack of knowledge of policies by staff can create challenges for the department in various ways since the margin for error is increased through the lack of parameters within which officials must

function. The culture of tradition and common practice is not suitable for acceptance as the Public Administration environment is governed by due process and prescripts such as policies.

**Figure 5.6: Number of Known Approved Policies**

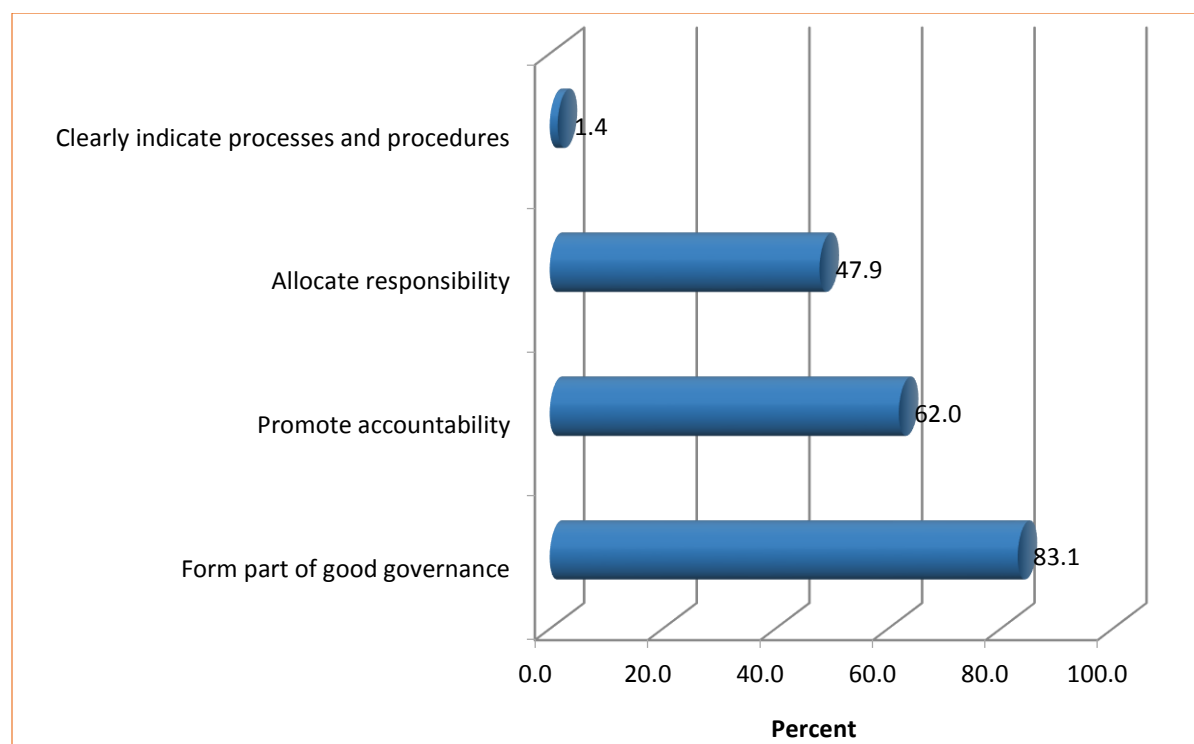


The problem of lack of knowledge, and access to, policies can be addressed through workshops for officials on all relevant policies, publishing of all policies on the intranet, etc.

### 5.3.6.3 Purpose of Approved Policies

Policies serve various purposes within an organisation. *Figure 5.7* that follows illustrates the purposes served by approved policies of a general nature but which, in this context, pertains directly to the communication policy. The purposes served by approved policies is arranged from lowest to highest percentage. The most important purpose was that respondents believed it would form part of good governance (83.1%), which correlates with the findings illustrated in *Figure 5.5* where all respondents (100%) indicated their belief that policies form part of good governance. The allocation of responsibility (47.9%) and the promotion of accountability (62%) forms part of good governance as well. It is thus envisaged that the formulation of an approved communication policy would contribute to the attainment of good governance practice.

**Figure 5.7: Purpose of Approved Policies**



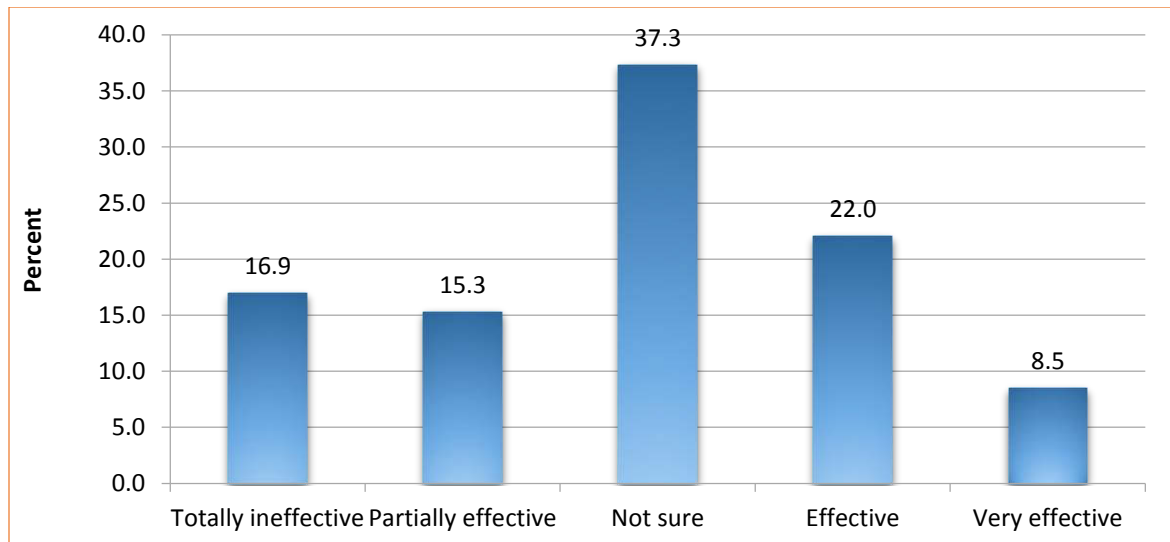
(Respondents were allowed multiple responses; hence the percent total is not 100%)

#### 5.3.6.4 Effectiveness of (Current) Communication Policy

The current (draft) communication policy has been circulated for input, and this process has alerted the officials to what constitutes a communication policy, *albeit* to a limited degree. The effectiveness of the available communication policy is rated in *Figure 5.8* that follows.

It is observed that there seems to be an almost even spread of responses amongst the respondents who believed the current communication policy to be either ineffective, unsure about effectiveness or effective.

**Figure 5.8: Effectiveness of Current Communication Policy**



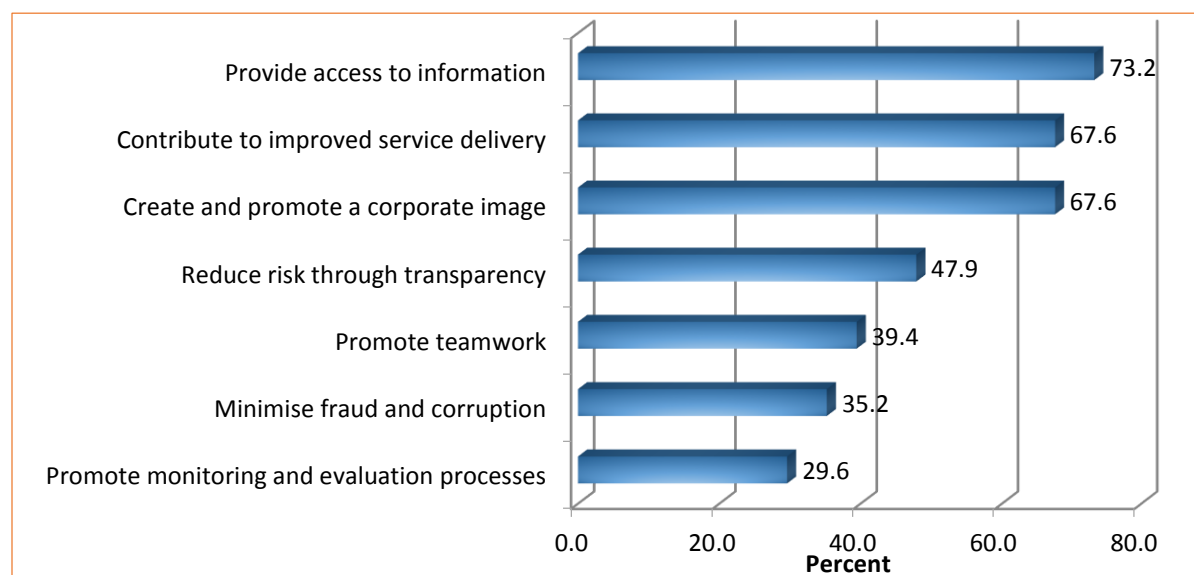
The first two graphs, which indicate that the current communication policy is ineffective, amounts to 32.2%, which is approximately a third of the respondents. This view is complemented by the 37.3% of the respondents who indicate that they are uncertain whether the current communication policy is effective or not. Hence, 30.5% of the respondents, which comprises one-third of the respondents, believe that the current communication policy is effective. The Systems Theory to policy-making deems the status of the current communication policy as being work-in-progress as the 69.5% of the respondents believe there is more work to be done on improving the communication policy to improve its effectiveness.

#### **5.3.6.5 Benefits of a Communication Policy**

A communication policy, like any other policy, is intended to benefit the organisation in various ways. *Figure 5.9* that follows illustrates the benefits of an approved communication policy.



**Figure 5.9: Benefits of a Communication Policy**



(Respondents were allowed multiple responses; hence the percent total is not 100%)

The priorities of the benefits are presented in descending order of percentage. It is noticed that nearly three-quarters of the respondents (73.2%) identified access to information as the primary benefit. Access to information incorporates all other benefits as these are the results of access to information. Whilst *promote the monitoring and evaluation process* received the lowest percentage (29.6%), this is a large percentage nonetheless. The statistics indicate that there is much benefit in having a communication policy.

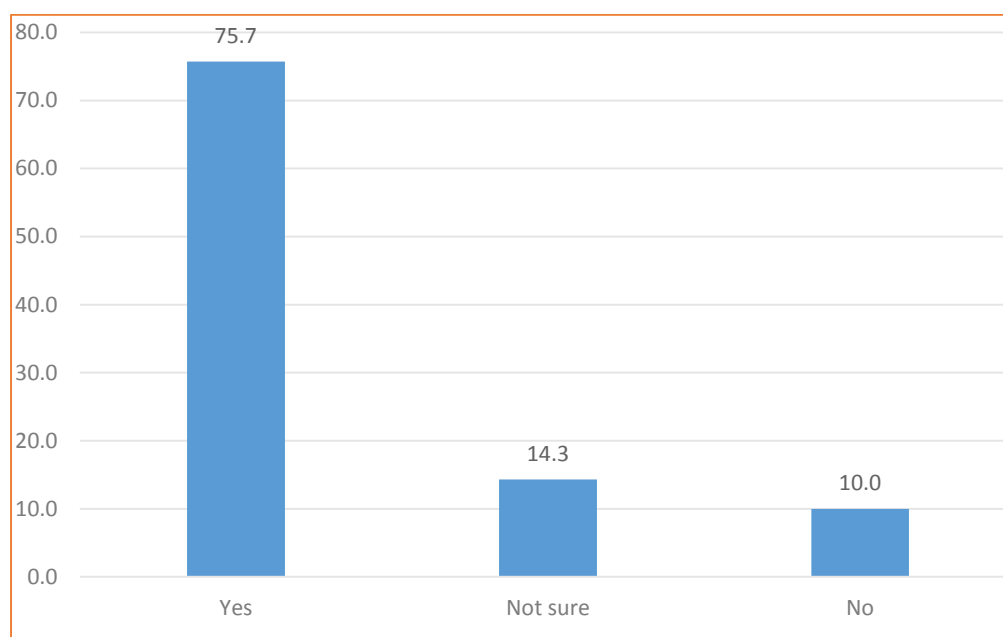
There is a major gap in this area as there is currently no approved communication policy. Whilst *Figure 5.8* and *5.9* illustrate the benefits of a communication policy, the DSR currently has a *draft communication policy* that has not been approved and adopted by EXCO. The variety of responses elicited on this issue in terms of respondent knowledge on the policy is evidence of the poor communication systems within the department. Similarly, DSR current policy-formulation process revolves around circulation of a draft policy for input within a particular time frame after which it is signed off by the HoD into policy. A serious review of the policy formulation process is required.

In the 2014-15 budget speech Ms Faith Muthambi, Minister of Communications (2014:6), stated that “We will reach out directly to communities, we will leverage communication platforms we have created ourselves, we will work with public media and we will create communication partnerships across various sectors.” The DSR communication policy will thus be a key contributing factor to this national call for interaction with the community.

#### 5.3.6.6 Component Need for Support of CSC

The CSC provides a support service function to the organisation in general, and to the various programmes in particular. *Table 5.10* below illustrates the beliefs of the respondents with regard to the need for CSC support for their respective components.

**Figure 5.10: Respondent Component needs for support by CSC**



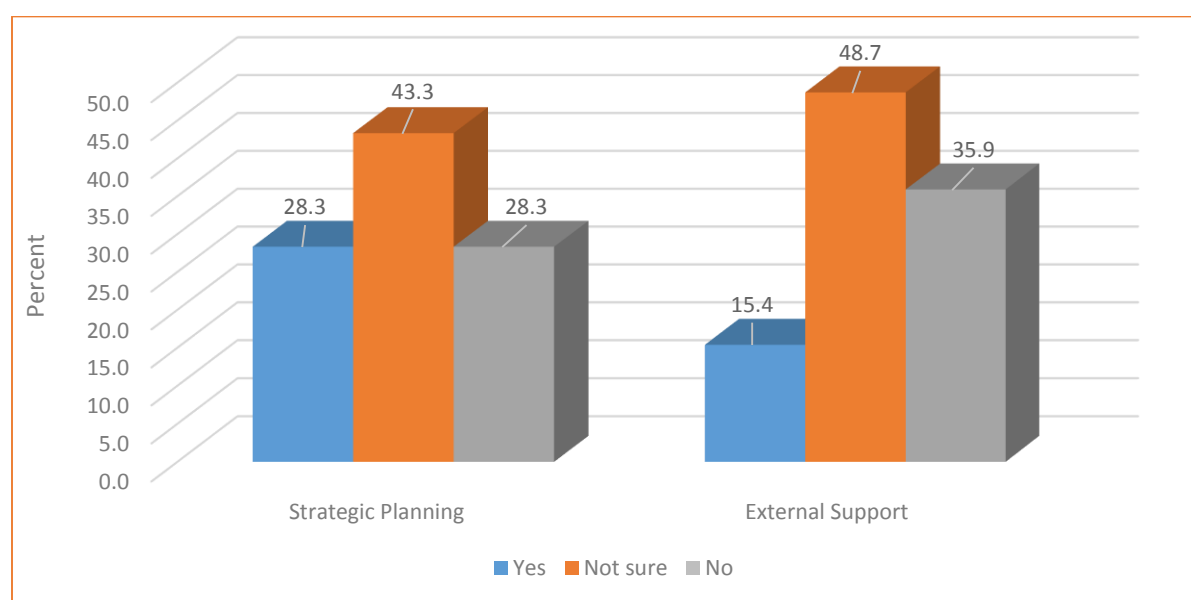
From this illustration, three quarters (75.7%) of the respondents indicated that the services of the Communications Department was required. A significant quarter of the respondents (24.3%) are either uncertain (14.3%) or believe that their component does not require the services of the communication component (10%). This finding is in sync with one of the primary objectives which are to evaluate the willingness and state of readiness of the DSR to adopt strategic communication measures as a management tool.

The finding is thus a key aspect for due consideration by DSR, and one of the focal points of this study.

#### 5.3.6.7 Communication Services Component Input to Programme Plans

As a support service, the CSC should integrate with the programmes at all levels. *Figure 5.11* below illustrates the respondents' knowledge of the involvement of the CSC in the programme/s of their respective components.

**Figure 5.11: CSC incorporation into Respondent Programme Planning Process**



With regards to strategic planning, similar numbers of respondents indicated positive responses as there were who made negative ones (28.3%). The highest number of respondents (43.3%) indicated uncertainty in the instance of the CSC participation in the strategic planning sessions.

With regards to external support, more respondents stated that the CSC was not incorporated into the programmes post strategic planning (35.9%). Considering that another 48.7% of the respondents were uncertain of such integration, only 15.4% of the respondents believed that the CSC is integrated into the programmes of the department. The CSC is thus perceived to perform its support function to programmes at 15.4%.

The correlation coefficient between Strategic Planning and External Support (0.884) presents a strong, directly proportional relationship. This means, the greater (better) the Strategic Planning, the greater (more) the External Support received, and *vice versa*.

In both instances, the greatest number of respondents indicated that they were unsure of the participation of the CSC in their programme planning. The objective of investigating the impact of a communication policy as a support service mechanism should be investigated further.

### **5.3.7 SECTION 3: Communication as Strategic Tool to Manage Risk**

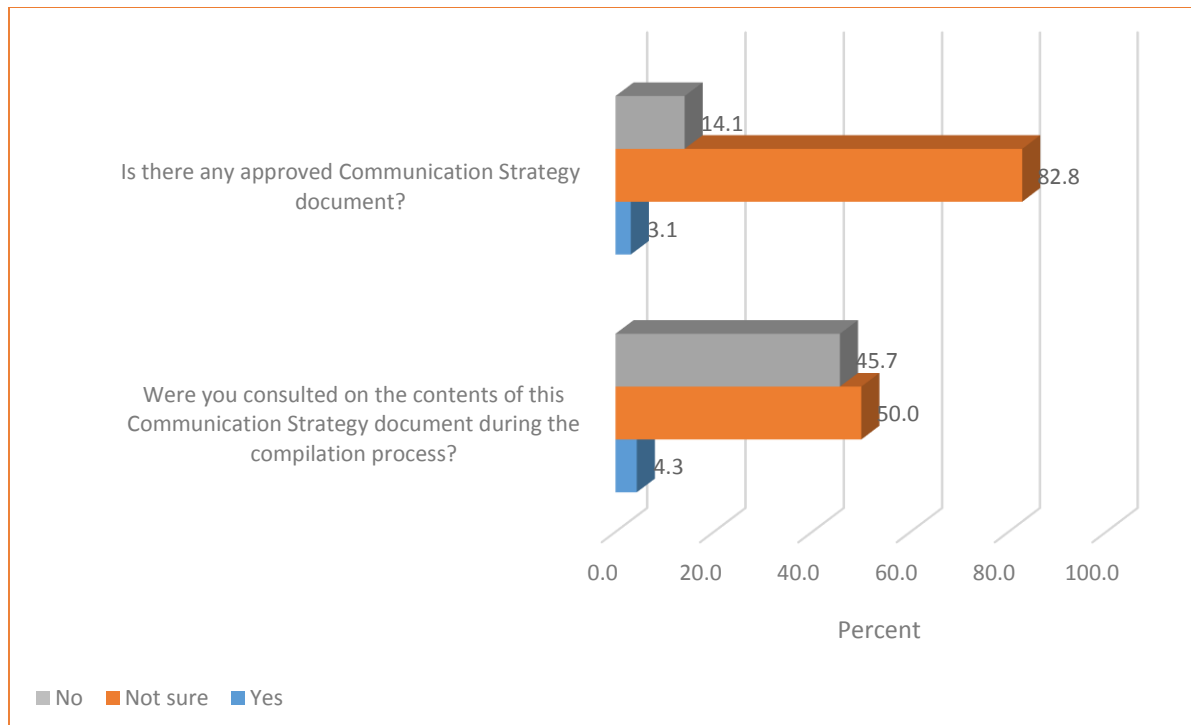
This section is concerned with communication strategy as incorporated into DSR programmes. This will indicate whether the use of the CSC is considered to enhance the benefits of a particular programme.

#### **5.3.7.1 Communication Strategy**

A communication strategy underpins the effective execution of the communication policy. *Figure 5.12* that follows summarises the responses regarding an Approved Communication Strategy.

It is observed that, in both instances, negative responses were higher than positive ones, *albeit* with low percentage values. The majority of respondents were not sure on both accounts. 82.8% of the respondents were not sure of whether there was an approved communication strategy in place. Only 4.3% of the respondents indicated that they were consulted on the formulation of the communication strategy whilst 95.7% indicated that they were either unsure of such consultation (50%) or that they were not consulted at all (45.7%). It is of significance that the largest number of responses in both instances was from those who were not sure.

**Figure 5.12: Knowledge of Adoption of Communication Strategy**

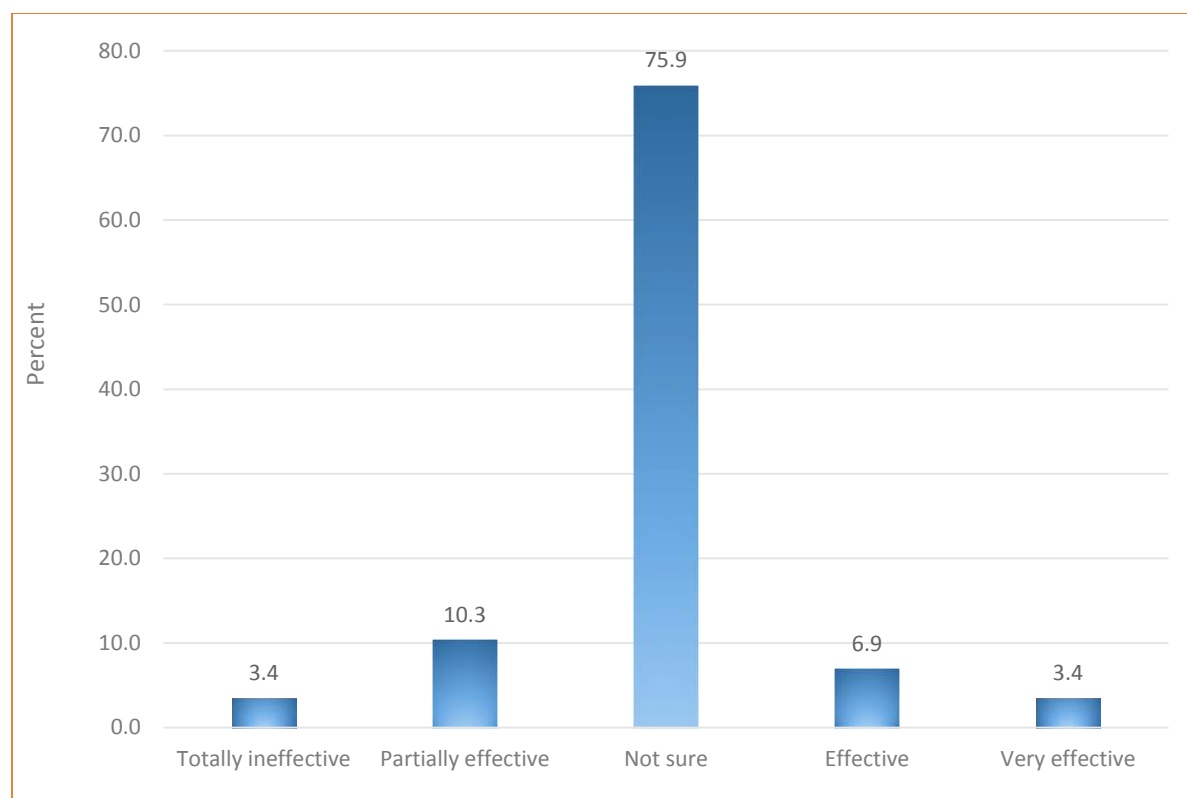


#### 5.3.7.2 Effectiveness of Communication Strategy

The current operations of the department indicate a communication practice. *Figure 5.13* that follows illustrates the beliefs of the respondents on the effectiveness of the current approved communication strategy (if there is believed to be one).

There were similar levels of negative and positive effectiveness scores, with the majority of respondents (75.9%) not being sure. It is observed that in the first two graphs which indicate that the current communication strategy is ineffective, the findings amount to 13.7%. This view is exacerbated by the 75.9% of the respondents who indicate that they are uncertain whether the current communication strategy is effective or not. Hence only 10.3% of the respondents believe that the current communication strategy is effective, which comprises one-tenth of the respondents.

**Figure 5.13: Effectiveness of Approved Communication Strategy**



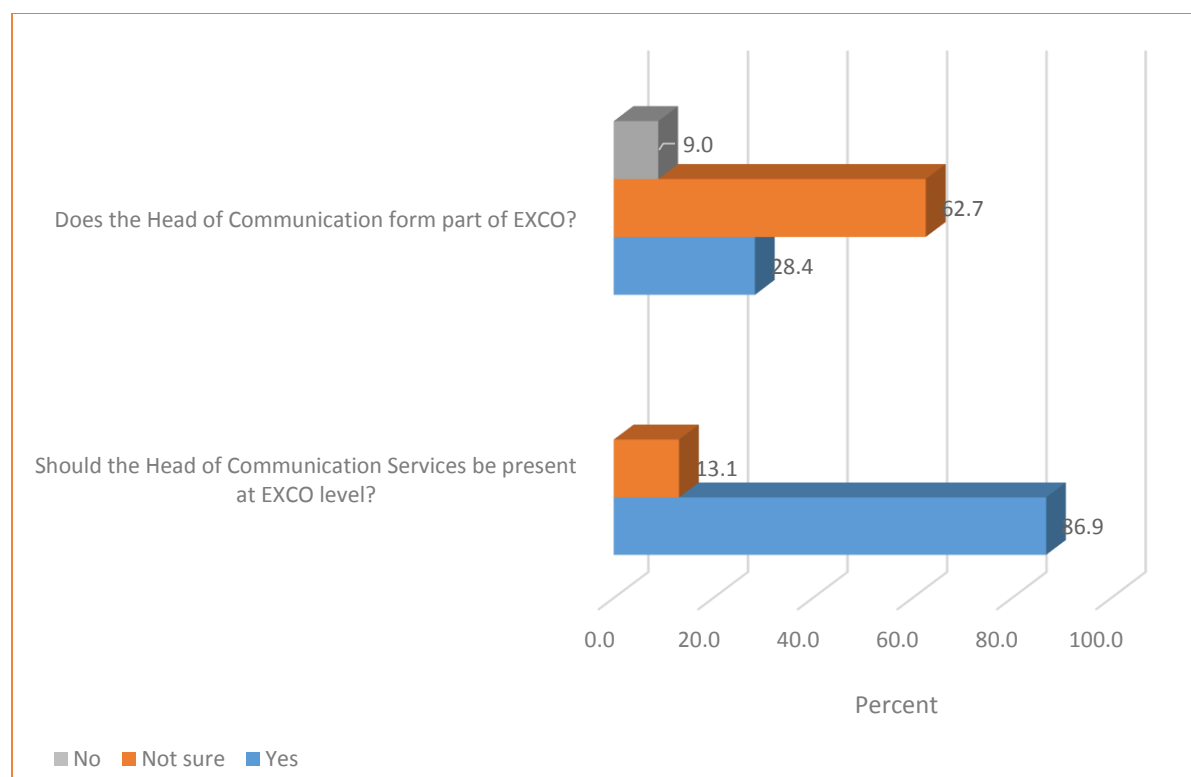
The impact of the communication policy as a prerequisite to an effective communication strategy is identified as an area of investigation and warrants attention in ensuring that communication as a support service is effective in influencing quality service delivery.

#### **5.3.7.3 Presence of Head of Communication at EXCO**

The HoC is expected to participate at strategic planning levels. *Figure 5.14* that follows illustrates the knowledge of the respondents on whether the HoC forms part of EXCO, which is where strategic decisions are taken.

On analysis, although many of the respondents did not know whether the Head formed part of EXCO (62.7%), most (86.9%) believed that the Head should belong to EXCO. The majority of the respondents were uncertain whether the Head of the CSC currently formed part of EXCO (62.7%). Only 37.4% indicated a certainty that the Head did form (28.4%) or did not form (9%) part of EXCO.

**Figure 5.14: Presence of Head of Communication at Strategic Level (EXCO)**



The SAEM is based on strategic leadership, and EXCO forms part of that leadership. The observation that only 28.4% of the respondents state their belief that the HoC is present at strategic level is an indicator of the lack of information about organisational tier or structures.

#### 5.3.7.4 Regularity of Component Meetings

Meetings at any level serve as a form of information dissemination. *Table 5.8* that follows gauges the regularity of component meetings held or attended by the respondents.

Meetings form an important forum for information dissemination and the analysis that follows highlights a discussion on meetings. *Table 5.8* indicates the regularity of meetings held at component level for a year. It is observed that 18.2% of the respondents indicate that there are no regular meetings per year, which can be assimilated with the 21.2% which indicate that component meetings are held only when a need arises, implying that 39.4% of the respondents indicate that their components do not hold scheduled meetings.

A further 12.2% of the respondents indicate that their components hold scheduled meetings less than 8 times a year.

**Table 5.8: Regularity of Component Meetings**

	<i>Percent</i>
No regular meetings	18.2
Less than 4 times a year	6.1
Less than 8 times a year	6.1
On a monthly basis	36.4
On a weekly basis	12.1
When a need arises	21.2
Total	100.0

*Figure 5.3* (p171) indicates that 53.5% of the respondents attend component meetings at various times, which is in keeping with the 60.7% indication here that respondents attend component meetings on a regular basis.

#### 5.3.7.5 Access to Component Information

Every official forms part of a component. *Table 5.9* that follows assesses the access respondents have to component information.

It is observed that there is a higher level of agreement with the first statement than with the rest as 80.6% of the respondents indicate that they maintain a file/record of minutes of component meetings.

The negative responses to the other three questions form the majority. This indicates that the majority of the respondents believe that they are not always informed of all important component decisions (55.7%), that they are not informed formally of component decisions (50%), or that they are not informed timeously of all important component decisions (56.5%).



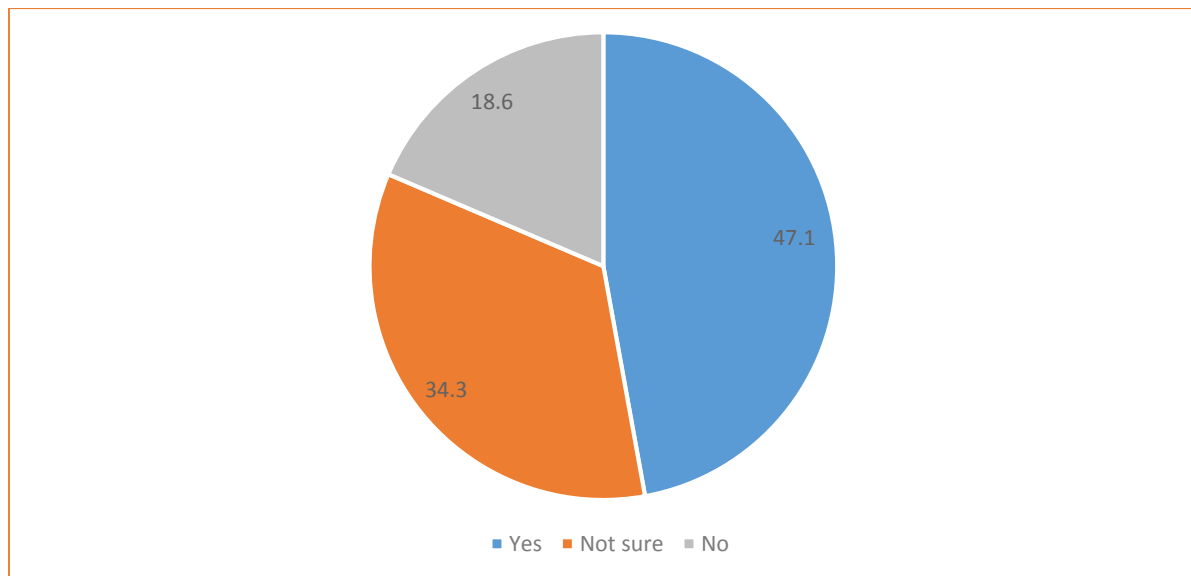
**Table 5.9: Access to Information**

	Yes	Not sure	No
Do you keep a file/record of minutes of your component meetings?	80.6	1.5	17.9
Do you believe you are always informed of all important decisions and activities relevant to your component?	35.7	8.6	55.7
Are you informed formally of all important decisions and activities relevant to your component? (at meeting or in writing)	44.1	5.9	50.0
Are you informed timeously of all important decisions and activities relevant to your component? (so as to respond appropriately)	34.8	8.7	56.5

#### 5.3.7.6 ‘Grapevine’ Communication

A ‘grapevine’ is an informal conduit of communication and presents emphasis on informal means of communication in the work place. *Figure 5.15* below assesses the presence and degree of activeness of a ‘grapevine’ within the work environment of the respondents.

**Figure 5.15: Presence of an Active ‘Grapevine’**



It is observed that nearly half of the respondents (47.1%) indicated that such a system was present within their components. 18.6% of the respondents indicated that there was no active ‘grapevine’ present, whilst 34.3% indicated that they were unsure of the presence of an active ‘grapevine’ at the workplace. This is indicative that there is much work-based discussion being held informally at the workplace.

Table 5.10 below categorises the reasons for the presence of a ‘grapevine’ provided by those respondents who believed that such a phenomenon does exist in the workplace.

**Table 5.10: Reasons for Presence of an Active ‘Grapevine’**

	Yes	Not sure
Lack of regular and timeous component meetings	23.9	
Perceived lack of transparency in decision-making	39.4	1.4
Lack of professionalism of employees	16.9	
Lack of professionalism by management	35.2	
Autocratic style of leadership is used	1.4	

*(Respondents were allowed multiple responses; hence the percent total is not 100%)*

It is observed that the two highest levels of agreement were obtained for “Perceived lack of transparency in decision-making” (39.4%) and “Lack of professionalism by management” (35.2%). The lack of regular and timeous component meetings (23.9%) is in line with the findings depicted in Table 5.9. The 16.9% response to “Lack of professionalism of employees” indicates a justification for the need of an active ‘grapevine’ based on the higher percentages attributed to the external factors; an active ‘grapevine’ indicating much informal communication amongst officials of the department.

#### 5.3.7.7 Risk Management

Communication Services contribute towards the process of risk mitigation. Table 5.11 that follows presents the impact of a communication policy on risk management within the department.

It is noted that the levels of agreement exceed those for the negative scores. For question 2, the difference is less than 2%. However, the levels of uncertainty for the first two questions are high. These percentages indicate a limited knowledge of the risk management policy by the majority of the respondents as they are not sure about whether the department has a risk management policy (60.3%) or if such a policy does exist, whether it considers the use of communication services to manage risk (87.9%).

**Table 5.11: Impact of Communication Policy on Risk Management**

	Yes	Not sure	No
Does your department have a RISK MANAGEMENT policy?	38.2	60.3	1.5
Does this RISK MANAGEMENT policy (if developed) include the use of the communication services and the communication policy as a strategy to manage risk?	6.9	87.9	5.2
Do you believe that the communication policy would be an effective tool to manage risk within your department?	87.5	12.5	

The high level of uncertainty to Question 1 and 2, together with the agreement that the communication policy would be an effective tool to manage risk within the department, is indicative of the absence of the G-R-C triangulation process (*Figure 2.5*) that present the three pillars of good governance as emphasised in the research in chapter 2. It can be said that good governance implies the use of (communication) policies to ensure good risk management, resulting in compliance.

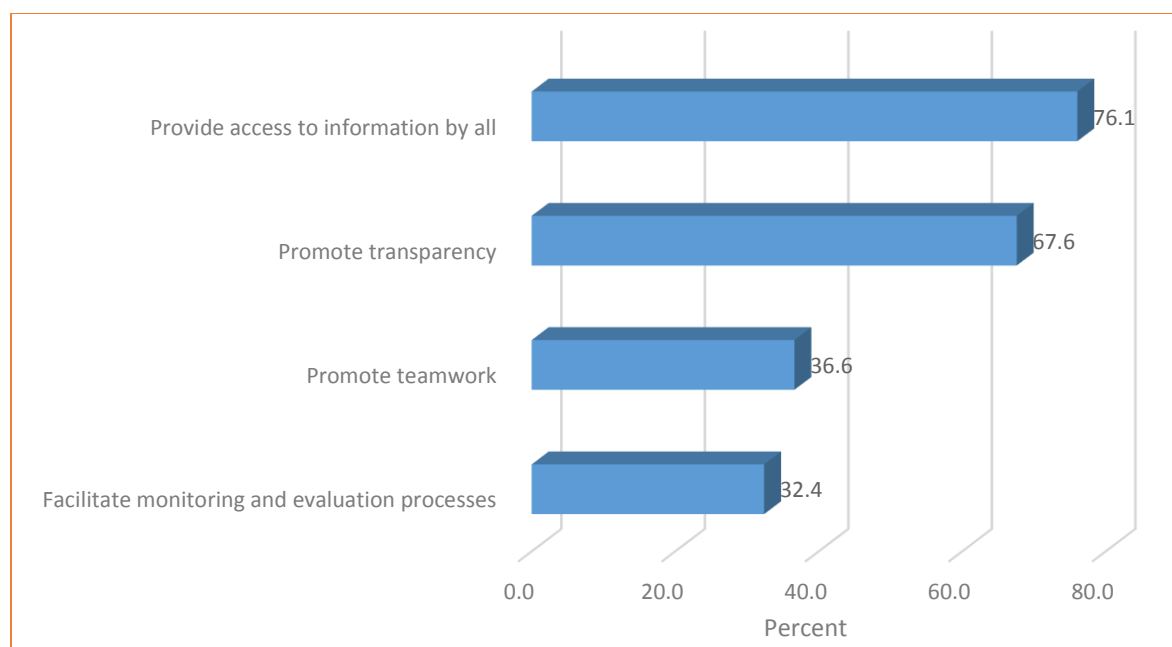
#### **5.3.7.8 Impact of Communication Policy on Risk Management**

The communication policy, by its very nature, has an impact on risk management. *Figure 5.16* that follows illustrates the impact of a communication policy on risk management of the department.

The factors are ranked from highest to lowest in terms of responses. It is observed that the most important factor chosen by more than 75% of the respondents (76.1%) related to the access to information by all. This highlights the importance respondents place on access to information.

Access to information incorporates all other impacts as these are the results of access to information. Whilst *promote the monitoring and evaluation process* received the lowest percentage (32.4%), this percentage is a large one. The statistics indicate that a communication policy would have a major and positive impact on risk management, which thus answers one of the key questions asked, as well as being supported by the G-R-C Triangulation system in terms of the upkeep of good governance.

**Figure 5.16: Communication Policy Impact on Risk Management**



*(Respondents were allowed multiple responses; hence the percent total is not 100%)*

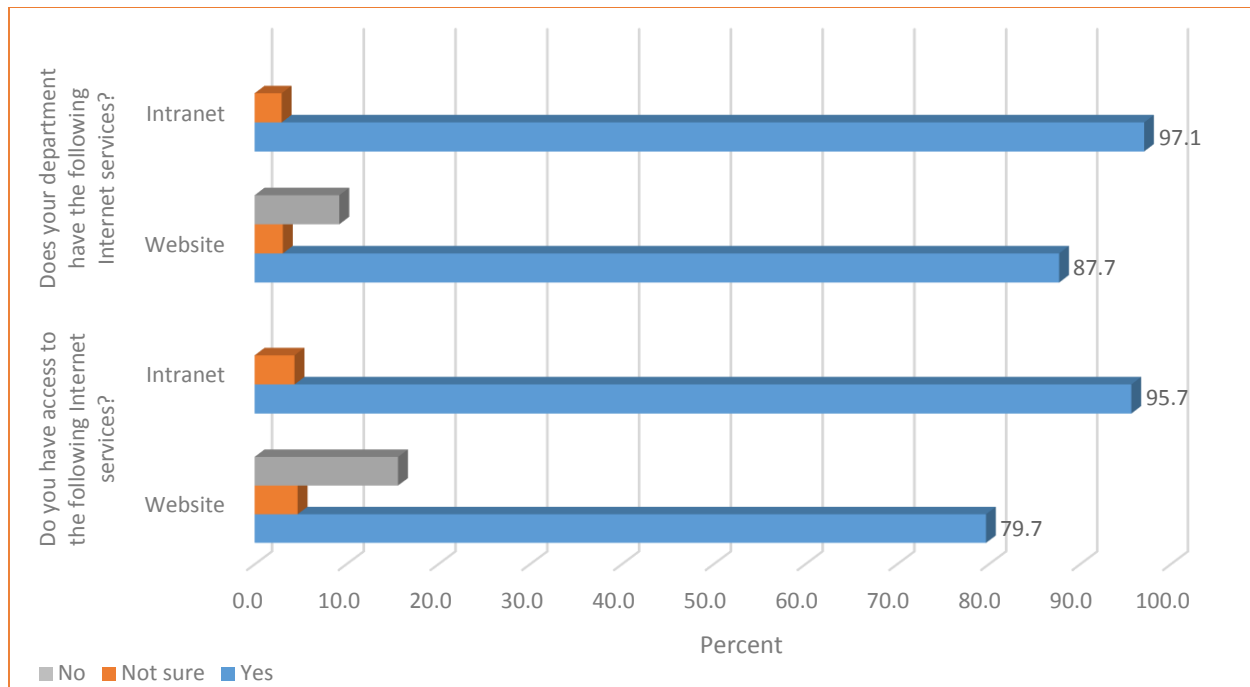
### **5.3.8 SECTION 4: Incorporation of e-Governance for Strategic Communication**

The use of technology is the norm in every industry, especially so in the sphere of communication. Communication technology is a strategic tool to enhance the benefits of the communication process to maximise service delivery.

#### **5.3.8.1 Internet Access**

This section investigates the incorporation of e-Governance into the DSR communication strategy in order to utilise the current available technology and government infrastructure to tap into the market locally and globally. *Figure 5.17* that follows reflects responses to the department having access to the Internet, as well as to the respondents having access to the Internet.

**Figure 5.17: Access to Internet Services**



It is observed that the levels of agreement are high implying that there is both presence and access. A small percentage of staff is unsure about whether they or the department have access to such facilities. This score reveals that there is a need for an electronic and integrated approach to communication and the management of information through the e-Governance policy and internal communication strategy of the DSR.

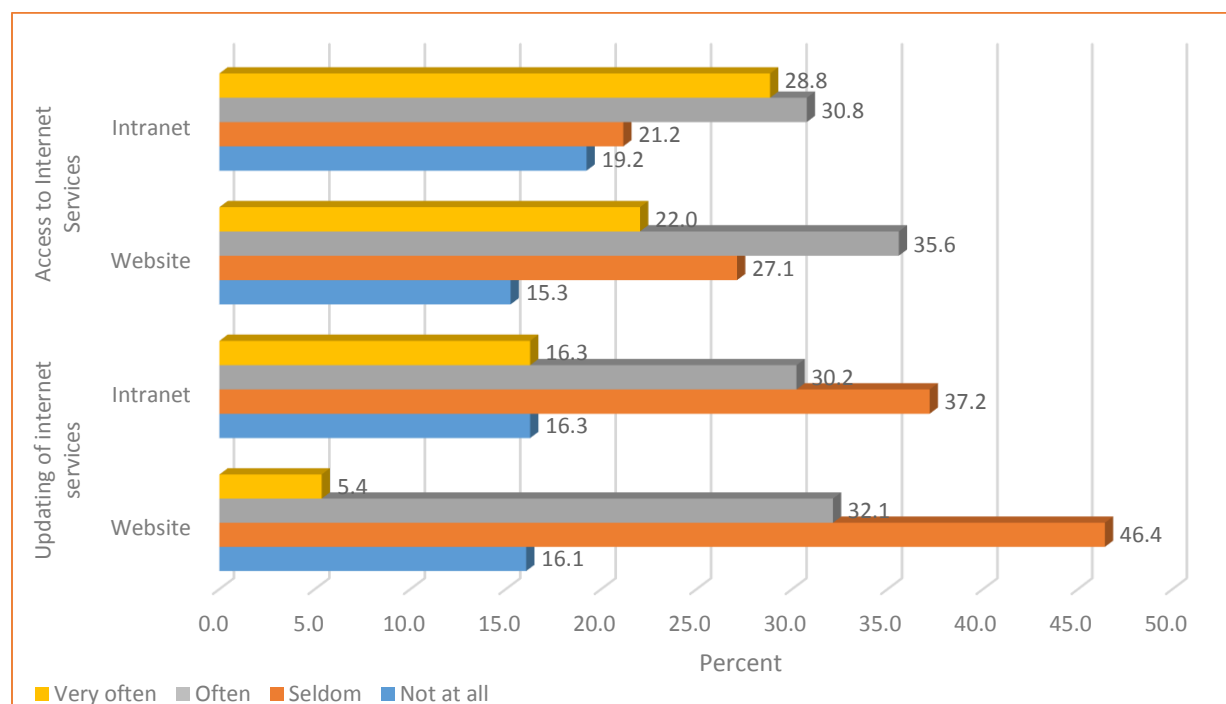
#### 5.3.8.2 Usage and Updating of Internet Services Information

The effectiveness of information technology in communication is determined by its ease of use. *Figure 5.18* that follows indicates the frequency of respondent usage and updates of these electronic services.

It is observed that there is a great deal of correlation in both instances. Whilst 28.8% of the respondents access the intranet on a frequent basis, 16.3% of these believe that the intranet is updated very often. There is a fairly high rate of response to the usage and updating of these facilities often. There is a close correlation in the use of the intranet often (59.6%) as to the website (57.6%), indicating that these respondents are

consistently active in terms of Internet usage of both facilities, and in keeping with their resultant awareness on the regularity of the updating process of the intranet (65.8%) and the website (37.5%).

**Figure 5.18: Frequency of Usage and Update of Internet Services**



A fairly high percentage of respondents are uncertain of whether they have access to the intranet (21.2%) or website (27.1%). The uncertainty of the updating of the intranet (37.2%) or website (46.4%) facilities reflects an absence of awareness of information updates.

### 5.3.8.3 Internet Content

The tables that follow present the aspects and sources of departmental information that are published on the Internet. *Table 5.12* that follows depicts the articles published on the department website whilst *Table 5.13* that follows depicts those aspects published on the department intranet. Notably, 51% of the respondents indicate that relevant policies are published on the department website whilst 38.8% indicated that they were unsure, with 10.2% indicating that the relevant policies are not published on the website. Similarly, 66.7% of the respondents indicate that the intranet carries the department

policies with 27.1% not being sure of this, and 6.3% indicating that the relevant policies are not published on the intranet. It is also noted that there are generally higher percentages attributed to “YES” and “NOT SURE” responses than to “NO”.

**Table 5.12: Department Information published on the Website**

<i>Website</i>	<i>Yes</i>	<i>Not sure</i>	<i>No</i>
MEC information	78.3%	19.6%	2.2%
Ministry structure	31.8%	40.9%	27.3%
Ministry Contact details	68.8%	25.0%	6.3%
MEC speeches	55.3%	38.3%	6.4%
Media releases	67.4%	30.4%	2.2%
Department Contact details	81.6%	16.3%	2.0%
Corporate information	64.4%	31.1%	4.4%
Policies	51.0%	38.8%	10.2%
Public documents	54.5%	31.8%	13.6%
Department structure	29.5%	29.5%	40.9%
Mission	84.9%	11.3%	3.8%
Vision	86.8%	11.3%	1.9%
Values	83.0%	12.8%	4.3%
Programmes	70.8%	18.8%	10.4%
Calendar of events	57.8%	33.3%	8.9%
Success stories	54.3%	37.0%	8.7%
Archives	39.5%	48.8%	11.6%
Latest articles	42.9%	50.0%	7.1%
Photo gallery	54.3%	34.8%	10.9%
Strategic partners	22.2%	60.0%	17.8%

It is observed that the varying responses to every aspect indicate that not all respondents are fully aware of the contents present on the department intranet or website. The attributing factors for such lack of knowledge include, as depicted in *Figure 5.17*, which indicate that officials are unsure whether the department has an intranet service (2.9%) or a website service (12.3%) and whether they themselves have access to an intranet service (4.3%) or whether the department has such a facility (20.3%). The lack of such knowledge mitigates against the usage of these facilities.

**Table 5.13: Department Information published on the Intranet**

<i>Intranet</i>	<i>Yes</i>	<i>Not sure</i>	<i>No</i>
MEC information	61.7%	25.5%	12.8%
Ministry structure	39.5%	32.6%	27.9%
Ministry Contact details	61.2%	26.5%	12.2%
Corporate information	52.3%	40.9%	6.8%
Policies	66.7%	27.1%	6.3%
Department structure	39.1%	32.6%	28.3%
Mission	80.0%	14.5%	5.5%
Vision	79.6%	14.8%	5.6%
Values	67.3%	26.5%	6.1%
Programmes	63.0%	32.6%	4.3%
Calendar of events	61.2%	32.7%	6.1%
Success stories	48.9%	44.4%	6.7%
Archives	34.9%	48.8%	16.3%
Latest articles	45.5%	45.5%	9.1%
Photo gallery	57.8%	33.3%	8.9%
Department statistics	31.8%	52.3%	15.9%
Useful links	48.9%	40.4%	10.6%
Internal programme updates	43.5%	41.3%	15.2%
Electronic internal newsletter	31.8%	45.5%	22.7%

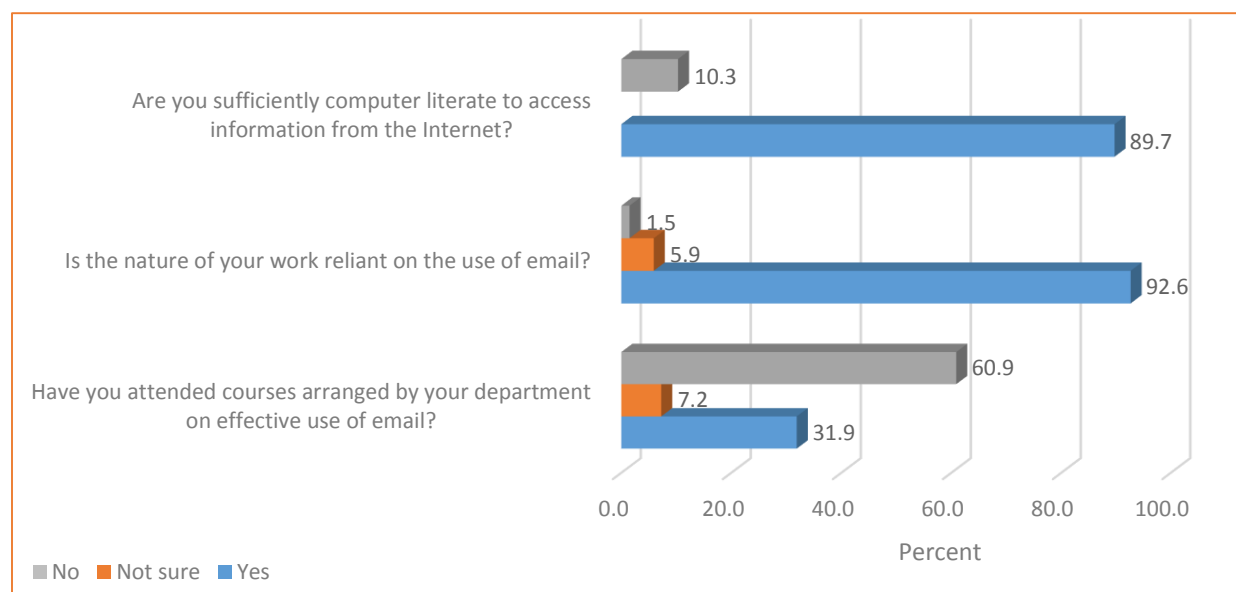
#### 5.3.8.4 Computer Literacy

The varying levels of computer literacy of officials determine the levels to which they can access information-based technology. *Table 5.19* that follows illustrates the computer literacy levels of the respondents.

It is observed that there are high levels of agreement with the first two statements but most respondents (60.9%) did not attend any courses regarding the effective use of emails. The indication is that most respondents have basic computer literacy prior to joining the department, or subsequently, without being capacitated in this regard by the department. The table reflects that 10.3% of the respondents indicate that they are not sufficiently literate to access information from the Internet whilst 1.5% indicated that their work is not reliant on the use of email.



**Figure 5.19: Status of Computer Literacy within the DSR**



### 5.3.9 SECTION 5: Incorporation of Social Media as Publicity Tool by Government

This section investigates the presence and levels of usage of social media by the DSR to publicise its programmes.

#### 5.3.9.1 Importance of Publicity to Department

Every government entity has to publicise its activities and programmes to its stakeholders in particular. *Table 5.14* below depicts the level of importance attributed by respondents to the importance of publicity to the DSR.

**Table 5.14: Importance of Publicity to DSR**

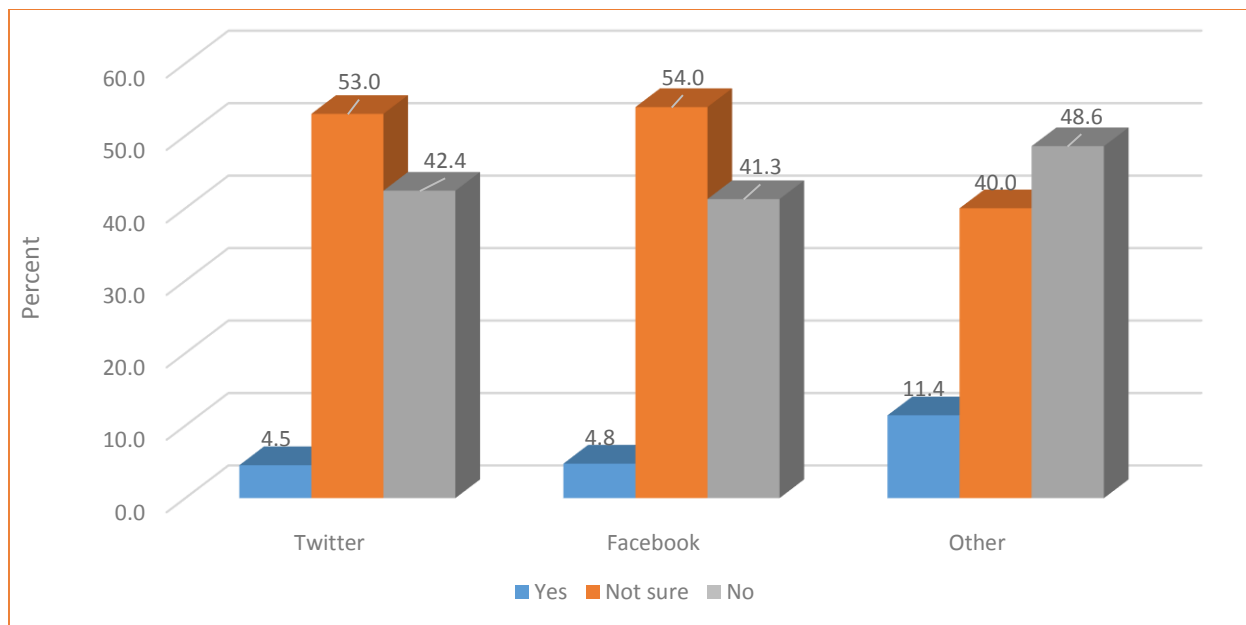
	Frequency	Percent
Fairly important	4	5.8
Very important	65	94.2
Total	69	100.0

It is noted that there is a very high degree of importance allocated to the above (94.2%).

### 5.3.9.2 Department Social Media Accounts

Social accounts are mechanisms of information dissemination. Officials from within the department are expected to know the mechanisms available for use by the department to disseminate information to its stakeholders and beneficiaries. *Figure 5.20* below illustrates the respondents' knowledge of whether the DSR has any social media accounts.

**Figure 5.20: Presence of DSR Social Media Accounts**



It is observed that very few respondents were able to confirm that the department had some form of social media account.

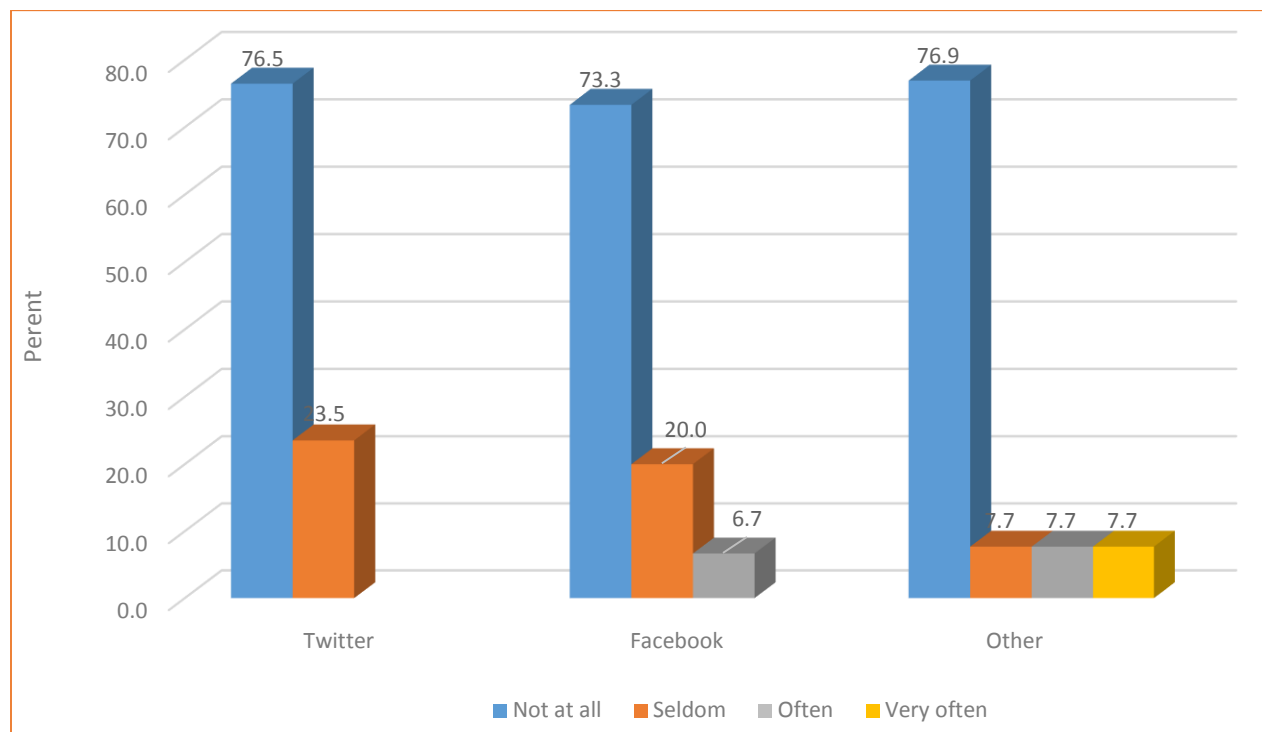
Similar (small) numbers (4.6%) indicated the presence of Twitter and Facebook. A very high percentage of respondents indicate that the department does not have any of these social media accounts, i.e. Twitter (42.4%), Facebook (41.3%) and Other (48.6%). It is noted that a very high percentage indicated that they are unsure of whether the department had any of these social media accounts, i.e. Twitter (53%), Facebook (54%) and Other (40%). It is, therefore, implicit that such mechanisms of information dissemination are neither used nor monitored by these particular respondents.

Negative correlations imply an inverse relationship, i.e. as one variable increases, the other decreases. Hence, an increase in the usage of the Facebook account results in a decrease of Other media regarding information dissemination process (-0.816), and vice versa.

### 5.3.9.3 Usage of Department Social Media Accounts

As vested stakeholders, officials are expected to be knowledgeable about the content disseminated *via* social media that may be used by the department as a conduit of information dissemination. *Figure 5.21* below illustrates the regularity with which the respondents access these social media accounts if any of these forms of communication are in usage.

**Figure 5.21: Regularity of Usage of DSR Social Media Account/s**



Of those that answered yes in the previous question, approximately three quarters on average (75.6%) indicated that they did not access the accounts at all. Respondents visited the Twitter (23.5%) and Facebook (20%) accounts seldom. The remaining percentages indicating frequent access to Facebook (6.7%) and Other (15.4%) depict

very little usage of these accounts. The limited access to, and use of, these current conduits of information-dissemination impacts negatively on the communication processes of the DSR and subsequently adds value to the essence of this study as social media usage is a strategic form of communication in the current era. Media houses themselves have also resorted to the usage of social media to promote their entities as information technology is permeating all facets of industry.

#### 5.3.9.4 Importance of Social Media Accounts to Information Dissemination Process

There are various mechanisms that can be used to communicate with department stakeholders. *Table 5.15* below presents the degree of importance attributed by respondents to social media accounts for information dissemination by the department at this stage.

**Table 5.15: Importance of Social Media to Information Dissemination Process**

	<i>Not very important</i>	<i>Important</i>	<i>Very important</i>	<i>Critically important</i>
<b>Twitter</b>	13.0	33.3	42.6	11.1
<b>Facebook</b>	14.0	35.1	40.4	10.5
<b>Other</b>	17.6	23.5	47.1	11.8

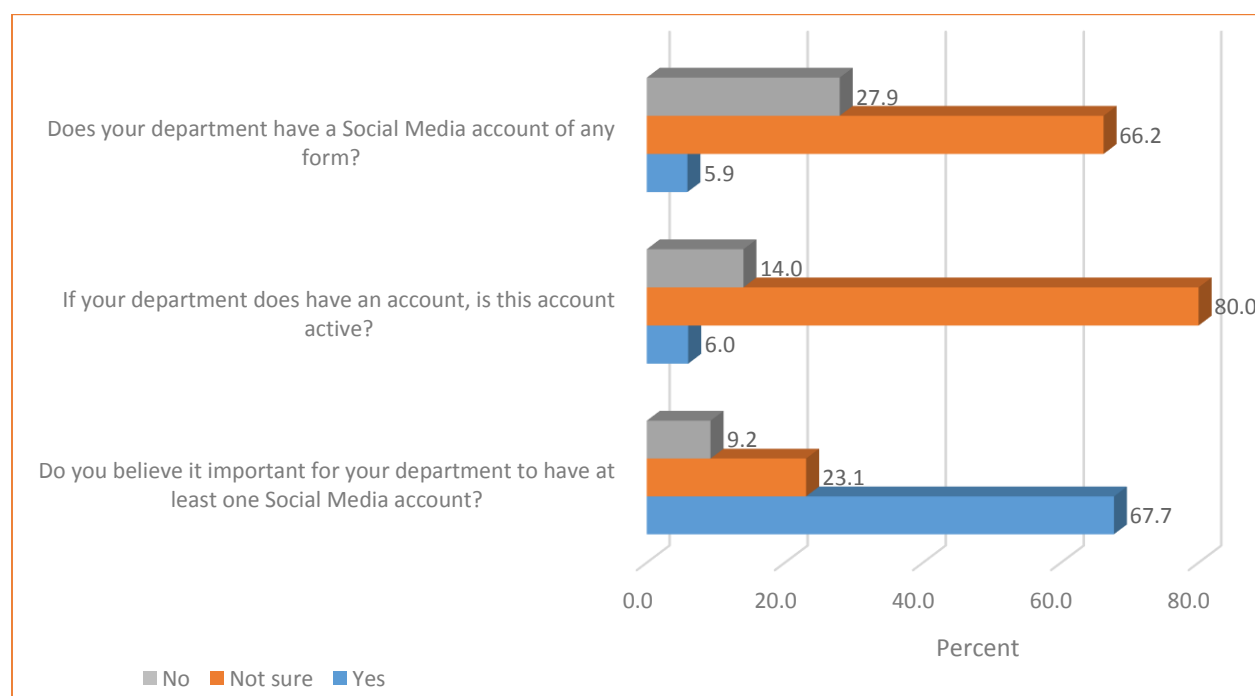
Although many of the respondents did not access the accounts, more than 80% on average indicated that it was important to have social media to pass on information. *Figure 5.2* illustrates that 84.5% of the DSR officials have been employed in this department for less than 10 years are thus fairly young. The majority of the DSR target market comprises youth, and this target market is almost fully integrated with the latest communication tools *via* social media. However, the DSR does not operate from a contemporary technological perspective with its core target market. This in turn can affect the attainment of the communication objectives of the department.

### 5.3.9.5 Status of Department Social Media Account/s

As officials of the department, respondents are expected to be knowledgeable about the communication platforms used by the department. *Table 5.22* below illustrates the status of DSR social media accounts.

It is observed that there is a very high percentage of uncertainty on the first two questions (66.2% and 80%) which indicates an ignorance of the status of the DSR social media accounts. A very high percentage of respondents (67.7%) believe that the DSR should have at least one social media account. The 23.1% that are uncertain on whether the DSR should have at least one social media account are unaware of the value of social media to the communication process. The high scores reveal that there is an overwhelming number of staff who hold the view that social media plays a pivotal role in communication dissemination, and consequently that the DSR is missing out on the utilisation of a vital communication medium. This is a gap that can and should be addressed urgently as part of the communication policy review process.

**Figure 5.22: Status of DSR Social Media Account/s**



#### 5.3.9.6 Need for Department Social Media Account

In sync with world trends, the department is expected to recognise the need for embracing social media. *Table 5.16* below presents the possible reasons by respondents of the need for the DSR to have a social media presence.

**Table 5.16: Need for DSR Social Media Accounts**

	<i>Percent</i>
We are in a technological era	50.7
This is the communication platform used by most people today, especially the youth	64.8
Other forms of media use social media accounts to communicate with the wider public	38.0
Access to social media services, <i>via</i> the Internet and mobile technology, is easily accessible to most people	53.5
Social media is one of the fastest modes of communication	50.7

*(Respondents were allowed multiple responses; hence the percent total is not 100%)*

Four of the five areas revealed a high percentage of support, i.e. in excess of 50%. With the lowest percentage being 38%, this is a consensus that there is a major need for the DSR to have at least one Social Media account. This finding is in keeping with one of the key questions that assesses the implications of social media on government publicity.

The use of social media for communication of DSR programmes forms part of government's initiatives to promote e-Governance. Social media, as part of technology usage, provides information on government services in a cost-effective, quick and efficient manner to the masses. The DSR programmes are time-bound, and such efficient and effective communication to the masses, *via* social media, will enhance service delivery by increasing the benefits to the beneficiary communities through the use of the fastest form of communication and information dissemination to a community heavily reliant on social media.

#### 5.3.10 SECTION 6: Strategic Communication as Enabler to Good Governance

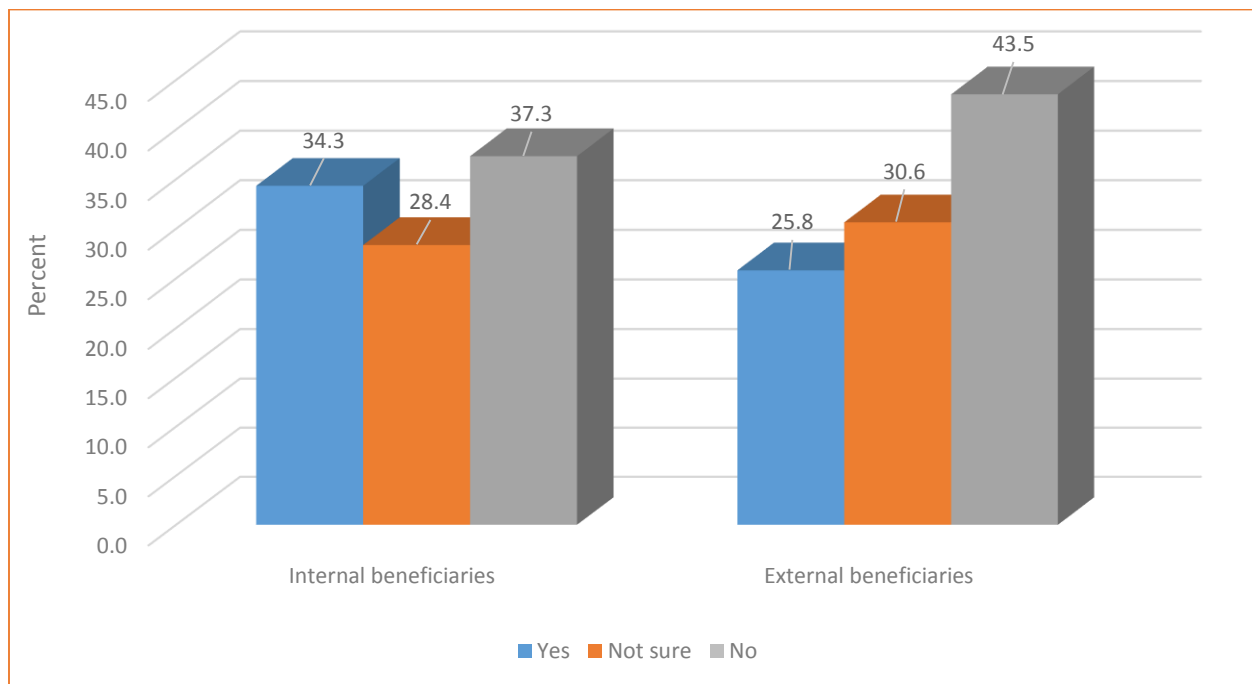
This section deals with the principled belief that communication can be used strategically to support the DSR's attempts at good governance. Communication is the catalyst to

ensure adherence to the principles of *Batho Pele*, especially in the attainment of transparency and accountability.

#### 5.3.10.1 Effectiveness of Department Communication

It is in the interest of the department as an organisation within the public sphere to assess the nature of its communication with its beneficiaries at all levels. *Figure 5.23* below illustrates the respondents' views on the effectiveness of the DSR communication process with its beneficiaries, both internal and external.

**Figure 5.23: Effective Communication by DSR with Beneficiaries**

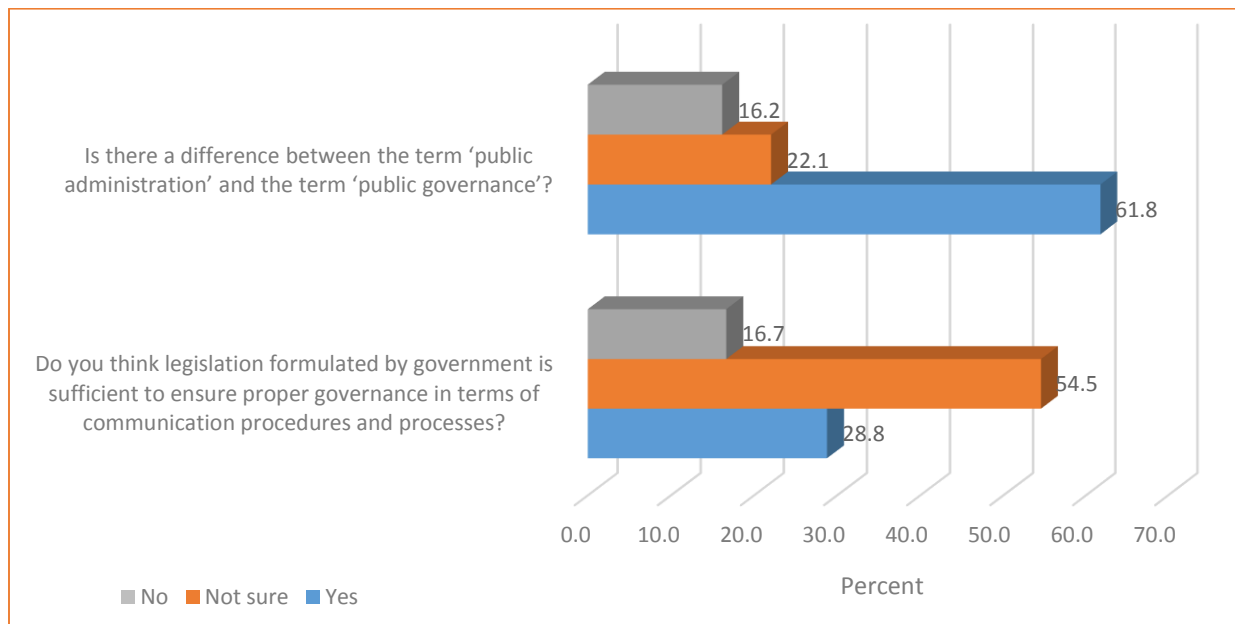


It is observed that both groups of beneficiaries indicated that there was a greater absence of effective communication both internally (37.3%) and externally (43.5%). The external beneficiaries represent the clients of the department, and 25.8% indicate their belief that the department communicates effectively with these beneficiaries. More than a quarter of the respondents indicate that, in both cases, they are unsure of whether the DSR communicates effectively with its internal (28.4%) or external (30.6%) beneficiaries.

### 5.3.10.2 Legislation and Terminology

There is often a degree of confusion between the term 'public administration' and 'public governance'. *Figure 5.24* below illustrates the knowledge of the respondents on the terminology pertaining to legislation.

**Figure 5.24: Knowledge of Legislation and Terminology**



It is observed that there are higher levels of positive responses to both questions. More than half of the respondents for the second question were uncertain regarding the question.

### 5.3.10.3 Department Feedback Mechanisms

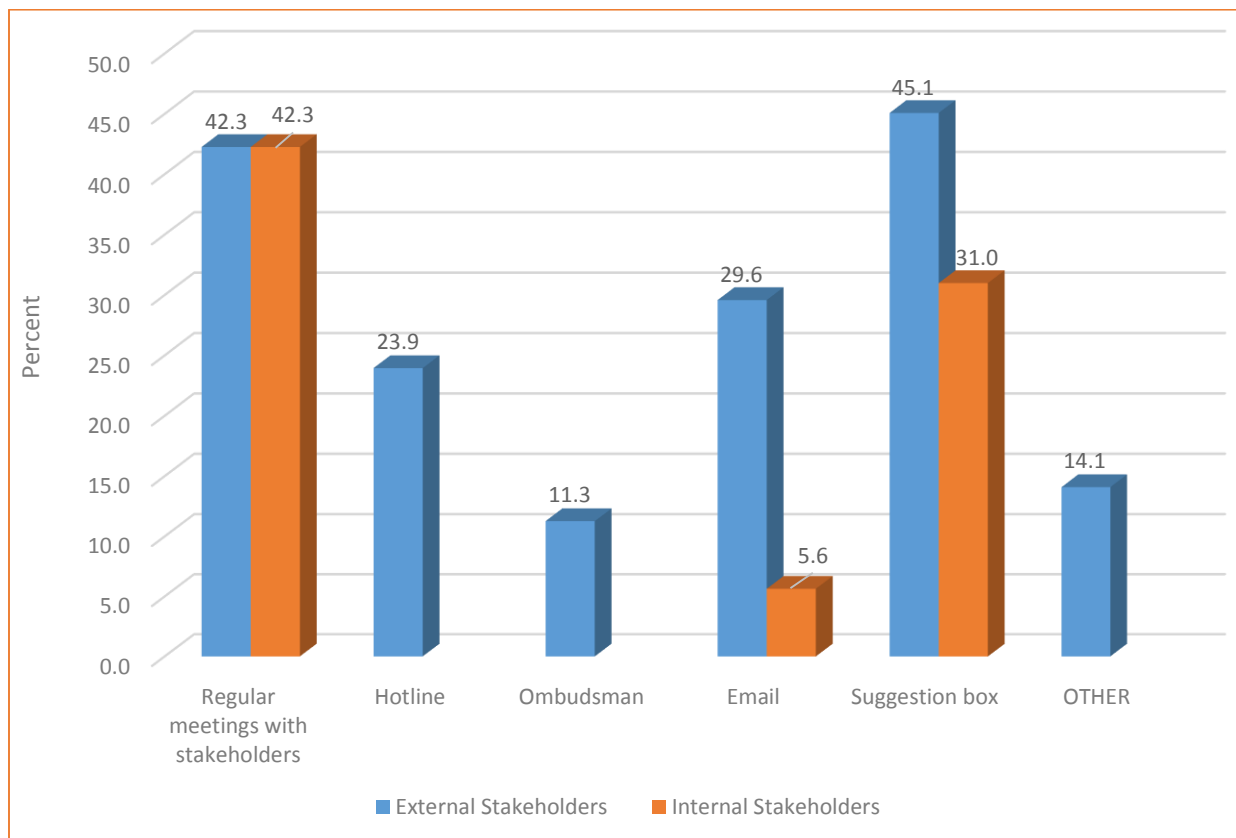
Feedback mechanisms provide strategic direction to the department by virtue of feedback from its stakeholders for purposes of orientation. *Figure 5.25* that follows illustrates the various mechanisms offered by the department as feedback mechanisms to its beneficiaries to promote two-way communication.

It is observed that similar numbers of respondents for external and internal stakeholders indicated that two-way communication through meetings is effective (42.3%). It is noted, however, that *Figure 5.3* depicts that 56.3% of respondents do not form part of any



meeting within the department. This phenomenon is indicative of respondents being knowledgeable about their being out of the communication and information loop, resulting in a feeling of exclusion and marginalisation, and experiencing the 'silo effect' reflected in *Figure 3.6* of Chapter 3. The capabilities of these respondents are thus not being put to maximum effect in serving the needs of the department. What could be the factor? Highlight for the purpose of this section.

**Figure 5.25: Feedback Mechanisms**



*(Respondents were allowed multiple responses; hence the percent total is not 100%)*

Email usage for effective communication was used more with external stakeholders (29.6%) as compared to internal stakeholders (5.6%). This situation reflects a lack of consideration for internal respondents by the relevant authority, a trend also mirrored in the management of meetings with internal stakeholders. External stakeholders have access to the Department Hotline (23.9%), Ombudsman (11.3%) and Other (14.1%).

A large percentage of the respondents identified the use of suggestion boxes as being effective communication mechanisms for internal (31%) and external (45.1%) stakeholders. This mechanism is of vital importance as feedback to the department as it is a form of direct contact with the public and beneficiary. The hubs within the wards, as well as the eleven district offices spread throughout the province, allow for the use of these suggestion boxes as a fast, efficient and effective conduit to the relevant authority at the respective level. The suggestion box also allows for anonymity (if required), as well as for alternate privacy.

#### 5.3.10.4 Consultation and Feedback

Two-way interaction through communication is critical for the department to both serve its beneficiaries as per their needs, as well as to ensure beneficiary buy-in to promote and sustain its programmes. *Table 5.17* below depicts the levels of consultation and feedback between the department and its key stakeholders.

**Table 5.17: Consultation and Feedback**

	Yes	Not sure	No
Is there a dedicated official within your department who manages and processes such feedback?	11.9	62.7	25.4
Do you believe that there is adequate transparency in the manner in which decisions are taken within your department, i.e. Is there adequate consultation held with key stakeholders on important issues that require consultation?	13.8	38.5	47.7

The findings reveal that smaller numbers of respondents indicated “Yes” as a response, with more than twice that number indicating a “No”. The majority of the respondents to question 1 reflected uncertainty, whilst the second highest number of respondents in relation to question 2 was uncertain as well.

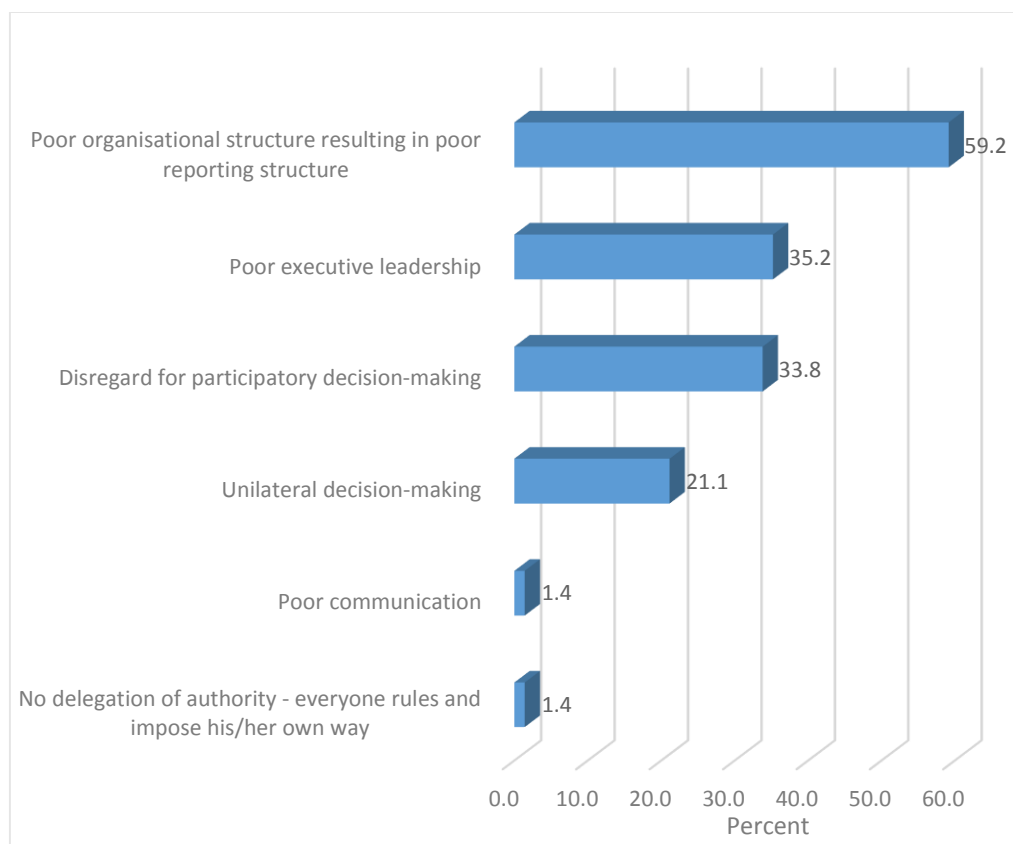
#### 5.3.10.5 Transparency

Transparency of operation is a *tenet* of the *Batho Pele* Principles of governance adopted by government. *Figure 5.26* that follows illustrates the possible reasons that may exist in the event of there being limited transparency within the department.

The reasons identified for limited transparency and consultation by respondents is presented in order of percentage.

It is observed that the majority of the respondents indicated that the poor organisational structure impacted negatively on transparency (59.2%). Poor executive leadership (35.2%) and disregard for participatory decision-making (33.8%) carried an almost similar weighting. Unilateral decision-making (21.1%) complements the indicator of disregard for participatory decision-making (33.8%).

**Figure 5.26: Possible Reasons for Limited Transparency**



#### 5.3.10.6 Effectiveness of Department Communication

Respondents, as officials of the department, need to self-assess in order to improve their rate of service delivery. *Table 5.18* that follows reflects the respondents' rating of the

effectiveness of DSR communication with both its internal and external beneficiaries in terms of governance.

**Table 5.18: Effectiveness of Department Communication**

	<i>Good</i>	<i>Average</i>	<i>Poor</i>
How would you rate the overall quality of governance in terms of effectiveness of communication with EXTERNAL STAKEHOLDERS?	7.6	66.7	25.8
How would you rate the overall quality of governance in terms of effectiveness of communication with INTERNAL STAKEHOLDERS?	7.6	65.2	27.3

The responses to both questions indicate a low percentage for “Good”, with more than 3 times that percentage being indicated as “Poor”. The majority of the respondents rated the effectiveness of DSR communication in both instances as “Average”. There is a moderate positive correlation between the overall quality of governance in terms of communication with external stakeholders and the regularity of communication between the DSR and external stakeholders (0.543). It is believed that regular communication with a stakeholder results in a perception of a higher quality of governance practised by the department.

Argenti *et al.* (2005:86) maintains that even if a CEO or CFO does not have an interest or inherent understanding of strategic communication, there are many factors that necessitate this. The lack of an approved communication policy and strategy for more than 10 years is a clear indicator that the process must be led by the senior management of the DSR so as to improve corporate governance. Argenti *et al.* (2005:88) goes on to state that the first lesson in strategic communication is that senior managers must be involved as they must both understand and leverage communication strategies within their constituencies.

Whilst Argenti *et al.* (2005:86) underscore the profitability value of strategic communication to the organisation, government departments such as the DSR are not profit-driven but service-driven. However, the level of service-delivery is the gauge of ‘profitability’ as this assessment of service-delivery indicates the value of a (provincial)

government department to its constituency. The need for the DSR to create its own unique identity within the (provincial) government sphere is of paramount importance to ensure it does not disappear into the larger abyss of government, and its value-add is not recognisable.

#### 5.3.10.7 Components of an Effective Communication Policy

There are many aspects that need to be considered for incorporation into a communication policy in order to make it effective. *Table 5.19* below presents the respondents' views on the important aspects that should be considered for inclusion in the compilation of an effective communication policy.

**Table 5.19: Important Aspects for Inclusion in an Effective Communication Policy**

	<i>Percent</i>
Purpose	73.2
Objectives	71.8
Distinct Internal/External communication functions	69.0
Calendar of events/Department programme	67.6
Dedicated Human Resources	63.4
Resource Centre	60.6
Dedicated Budget	56.3
Key messengers for department/ministry	54.9
Annual/Regular key theme/message	43.7
Internal newsletter	1.4
More community outreach citizens - don't know what we are doing as a department	1.4
Ease of access to information	1.4

*(Respondents were allowed multiple responses; hence the percent total is not 100%)*

The reasons presented are listed from highest to lowest percentage. These aspects inform the content of the communications policy. It is noted that the PURPOSE (73.2%) and OBJECTIVES (71.8%) rate as the top two priority aspects for inclusion. These two aspects provide direction to the policy.

The third highest priority is the distinction between Internal and External Communication functions (69%). The rest of the list provides direction to the considerations that need to be included in the communication policy.

### 5.3.11 SECTION 7: Other

Table 5.20 below provides aspects for consideration in the DSR Communication formulation process that have not been incorporated in any of the previous sections of the survey. These range over a number of areas and are indicative of the range of considerations that characterise the communication spectrum.

**Table 5.20: Aspects for Consideration in the DSR Communication Policy Formulation Process**

No	Aspect	Consideration
1	Human resource capacitation of CSC	need for communication officials to be deployed at district level, working with local media;
2	Policy workshop and adoption	communication policy to be adopted and workshop with all stakeholders
3	Creation of communication forum	establishment of a department communication forum to promote teamwork;
4	Regular meetings	: to be prescribed
5	Internal publications	publishing and promotion of success stories to motivate staff
6	Ambassadors of strategic communication	senior management should take the lead
7	Publicity of events	to include pre- and post-publicity.

The values presented to this question were very low. These comprised various suggestions which did not form part of previous submissions.

## 5.4 ANALYSIS OF ANNEXURE 5.2: DSR Stakeholders

### 5.4.1 The Sample

A total of **40** questionnaires had been distributed, of which **24** responses were received, indicating an overall response rate of **60%**.

### 5.4.2 The Research Instrument

The research instrument consisted of 102 items, with a level of measurement at a nominal or an ordinal level. The questionnaire had been divided into 7 sections, each measuring a different theme depicted as follows:

Section 1: Interaction with the DSR;

Section 2: Communication with the DSR;

Section 3: Communication as strategic tool to manage risk;

Section 4: Incorporation of e-Governance for Strategic Communication;

Section 5: Incorporation of Social Media as publicity tool by government;

Section 6: Strategic Communication as enabler to Good Governance; and

Section 7: Other.

### 5.4.3 Reliability Statistics

**Reliability** and **validity** are the two most important aspects of precision. Reliability is tested by taking several measurements on the same subjects for purposes of validation. A reliability coefficient of 0.70 or higher is considered as “acceptable”. *Table 5.21* below reflects the Cronbach’s Alpha score for all items that constituted the questionnaire. Statistical significance was established through the reliability and validity of key variables.

**Table 5.21: Cronbach’s Alpha Score**

	<i>No. of Items</i>	<i>Cronbach's Alpha</i>
Q2.1	3 of 5	0.398
Q3.1	6 of 6	0.643
Q4.2	2 of 2	0.854
Q5.1 - Q5.3	4 of 4	0.738
Q6.1 - Q6.2	6 of 6	0.596

It is noted that Q2 has a reliability score that is lower than the acceptable value of 0.700. This is mainly due to the construct being newly developed and that 2 of the statements contributed to negative covariances. The remaining statements had values that exceeded or approached the recommended value. This implies that there was a degree of consistent scoring for these sections in the research. The summarised scoring patterns for the various sections are shown below.

#### 5.4.4 SECTION 1: Interaction with DSR

The section was used to determine the capacity of the respondent and the period of interaction with the DSR. This information would indicate the credibility of the responses received. The schedule of respondents include the following: the CEO of Kagiso Media Radio Broadcast and GlowTV represented 4 radio stations and 1 television station; the editor of the Rising Sun representing 7 community newspapers; the editor of the Tabloid representing 8 community newspapers; the editor of the SABC representing 4 national radio stations and 3 television stations, and the KZN representative on the national executive of the Association of Independent Publishers, *amongst others*.

##### 5.4.4.1 Nature of Interaction with the Department

The nature of interaction of the respondent with the department is an important factor in assessing the authenticity of the responses provided. *Table 5.22* below reflects the capacity in which the respondents have interacted with the DSR within the sphere of service delivery.

**Table 5.22: Capacity of Interaction with DSR**

	<i>Frequency</i>	<i>Percent</i>
Member of a Federation/Sporting Body	6	25.0
Member of the Public – urban area	2	8.3
Member of the media: print	2	8.3
Member of the media: audio/radio	2	8.3
Member of a Federation/Sporting Body and Athlete/sportsperson	2	8.3
Athlete/sportsperson	1	4.2
Member of the Public – rural area	1	4.2
Service provider consultant	1	4.2
Member of the public - rural area and school	1	4.2
Client department	1	4.2
Provincial co-ordinator of employee health and wellness	1	4.2
IT related	1	4.2
Athlete/sportsperson and Member of the Public – rural area	1	4.2
Stakeholder	1	4.2
Other	1	4.2
Total	24	100.0

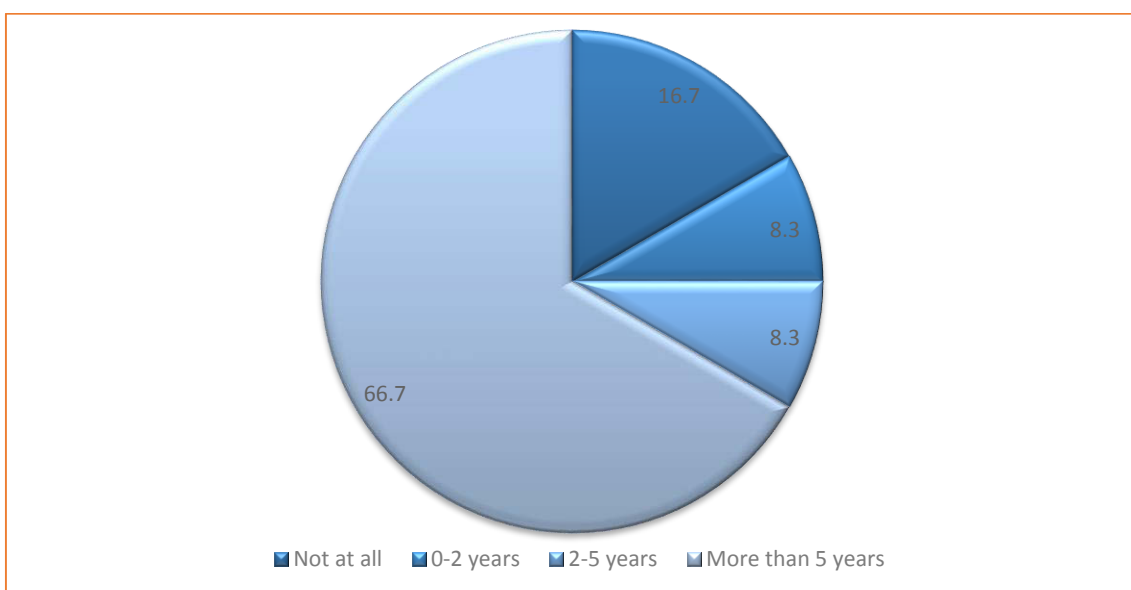


The largest contingent of respondents were Member of a Federation/Sporting Body (25.0%). There were smaller groupings of representatives in the other fields with the second highest grouping being split 4-ways (8.3% each). It is also observed that there are more than 15 categories of stakeholders who interact with the DSR on a regular basis. This is indicative of a very wide base of interaction, as expected of the operations of a provincial government department. This implies the use of varied mechanisms to interact with the variety of stakeholders.

#### 5.4.4.2 Period of Interaction

The period of interaction of the respondent with the department has a direct bearing on the authenticity of the views expressed. *Figure 5.27* below reflects the duration of interaction of the respondent with the DSR in their current capacity. It is observed that two-thirds (66.7%) of the respondents indicated that they had interacted with the relevant parties for the longest time period given as an option, viz, more than 5 years. Approximately 17% of the respondents have had no interaction with the DSR at all. An equal percentage of respondents have interacted with the DSR in the category of 0-2 years and 2-5 years. This indicates that, in general, there has been a long period of opportunity for interaction between the respondents and the DSR.

**Figure 5.27: Duration of Interaction with DSR**



Noting that the DSR had been promulgated in 2004, it has thus been in existence for approximately eleven years. In this period systems, structures and processes should have been put into place to communicate with stakeholders (internally and externally) and beneficiaries. This set-up process is expected to have been facilitated by the fact that the DSR forms part of provincial government and thus has a *modus operandi* already in place to be followed, both for staff and structure. It is thus of consequence that 17% of the stakeholders have not had interaction with the department at all.

#### **5.4.5 SECTION 2: Communication with the KZN Department of Sport & Recreation**

This section is concerned with the quality and nature of the interaction between the respondents and the DSR. It also investigates the knowledge of the respondents on both communication policy as well as the consultative process in this regard.

##### **5.4.5.1 Regularity of Communication**

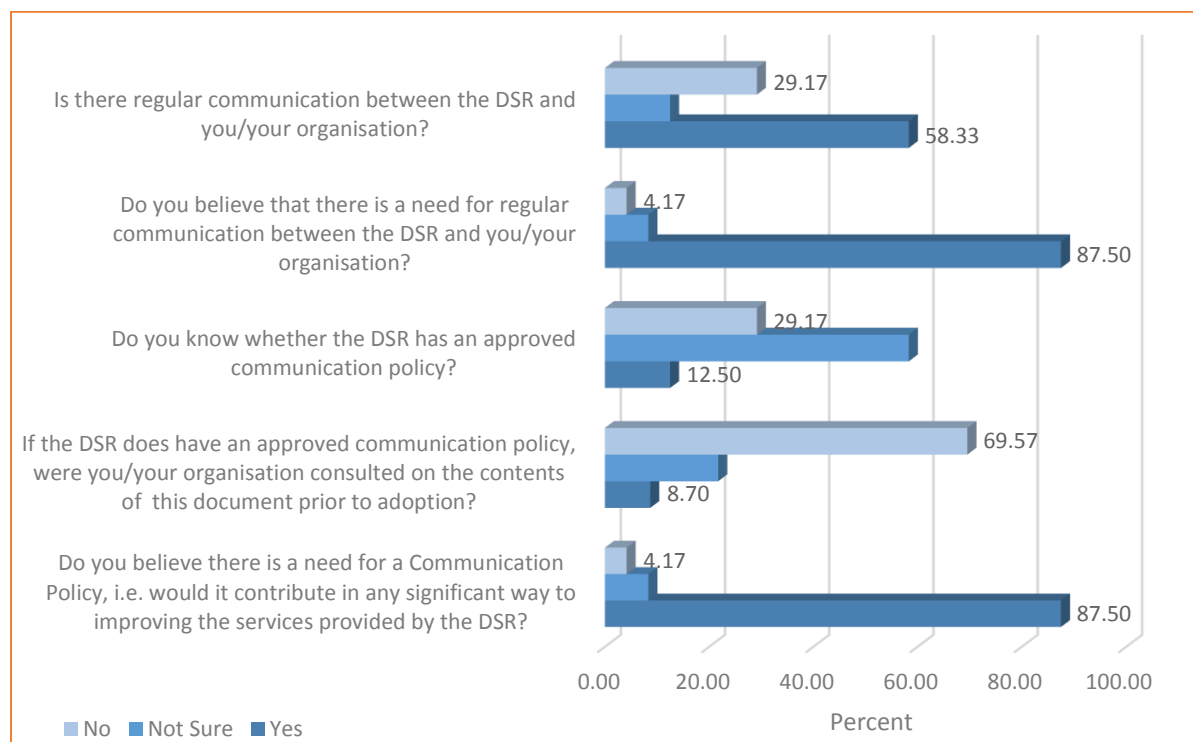
The regularity of communication between the respondent and the department has a major impact on the respondent's impression of the department. *Table 5.23* below illustrates the regularity of communication between the respondents and the DSR.

**Table 5.23: Regularity of Communication with DSR**

	<b>Yes</b>	<b>Not Sure</b>	<b>No</b>
Is there regular communication between the DSR and you/your organisation?	58.33	12.50	29.17
Do you believe that there is a need for regular communication between the DSR and you/your organisation?	87.50	8.33	4.17
Do you know whether the DSR has an approved communication policy?	12.50	58.33	29.17
If the DSR does have an approved communication policy, were you/your organisation consulted on the contents of this document prior to adoption?	8.70	21.74	69.57
Do you believe there is a need for a communication policy, i.e. would it contribute in any significant way to improving the services provided by the DSR?	87.50	8.33	4.17

For ease of interpretation, these statistics are depicted in graphical format in *Figure 5.28* below.

**Figure 5.28: Regularity of Communication with DSR**



It is noted that the first, second and fifth statements in the illustration of *Figure 5.28* showed higher levels of agreement. This is indicative of not only the importance (Q1), but also the need (Q2 and Q5) for an organised form of communication in the form of a communication policy.

The third and fourth statements showed higher levels of disagreement. These statements pertain to the communication policy, and thus suggest a lack of knowledge by the respondents in this regard. Q3 (58.33%) of the responses reflects that the majority of the respondents were not sure whether the DSR had a communication policy.

These findings are in keeping with one of the key questions which investigate the impact of the communication policy as a support service mechanism to the department. These

findings are similarly applicable to one of the objectives of the study, which is to identify areas within the DSR communication policy where strategic communication can be introduced.

The Chi-Square Tests reflected in *Table 5.24* below indicate whether the differences in the scoring patterns were significant.

**Table 5.24: Chi-Square Test Statistics Scoring Patterns**

	<i>Is there regular communication between the DSR and you/your organisation?</i>	<i>Do you believe that there is a need for regular communication between the DSR and you/your organisation?</i>	<i>Do you know whether the DSR has an approved communication policy?</i>	<i>If the DSR does have an approved communication policy, were you/your organisation consulted on the contents of this document prior to adoption?</i>	<i>Do you believe there is a need for a Communication Policy, i.e. would it contribute in any significant way to improving the services provided by the DSR?</i>
Chi-Square	7.750 <sup>a</sup>	31.750 <sup>a</sup>	7.750 <sup>a</sup>	14.174 <sup>b</sup>	31.750 <sup>a</sup>
df	2	2	2	2	2
Asymp. Sig.	.021	.000	.021	.001	.000

a. 0 cells (0.0%) have expected frequencies less than 5. The minimum expected cell frequency is 8.0.

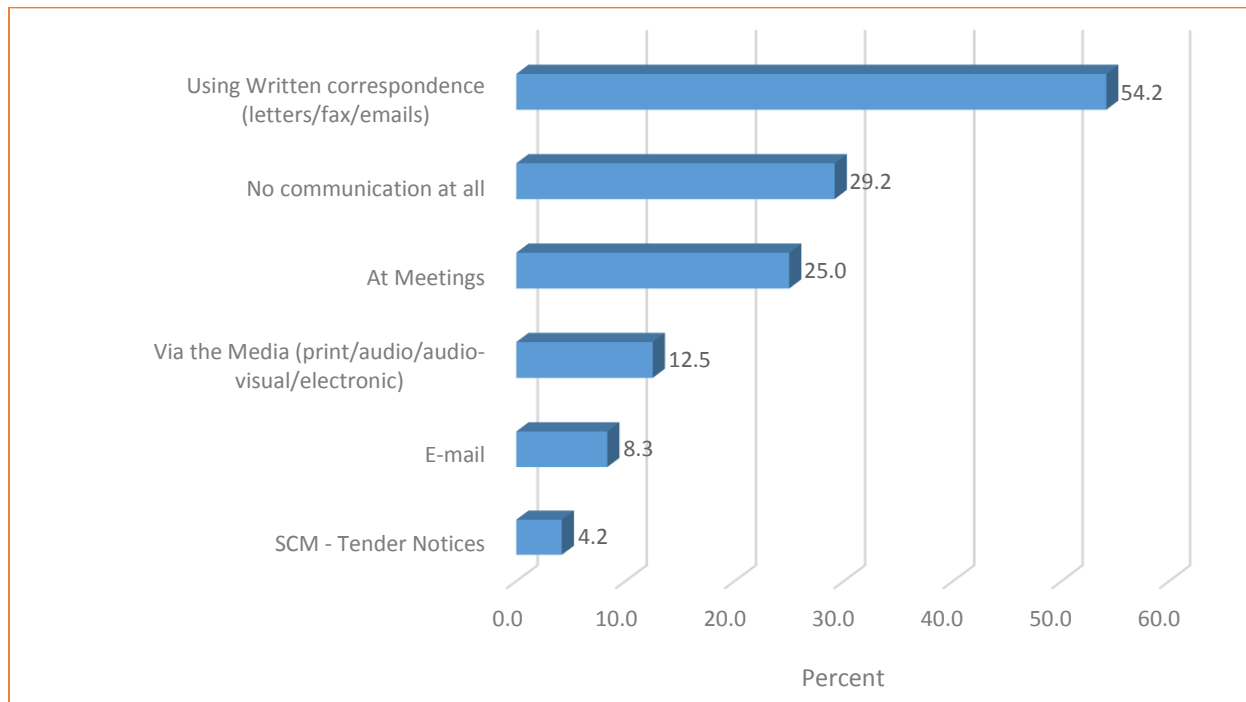
b. 0 cells (0.0%) have expected frequencies less than 5. The minimum expected cell frequency is 7.7.

Since all of the p-values are less than 0.05 (the level of significance), it implies that the scoring patterns were different per statement.

#### 5.4.5.2 Nature of Communication

The nature and mode of communication impact directly on the views of the respondent on the department. *Figure 5.29* that follows illustrates the various modes of communication held between the DSR and the organisations to which the respondents belong.

**Figure 5.29: Mode of Communication with DSR**



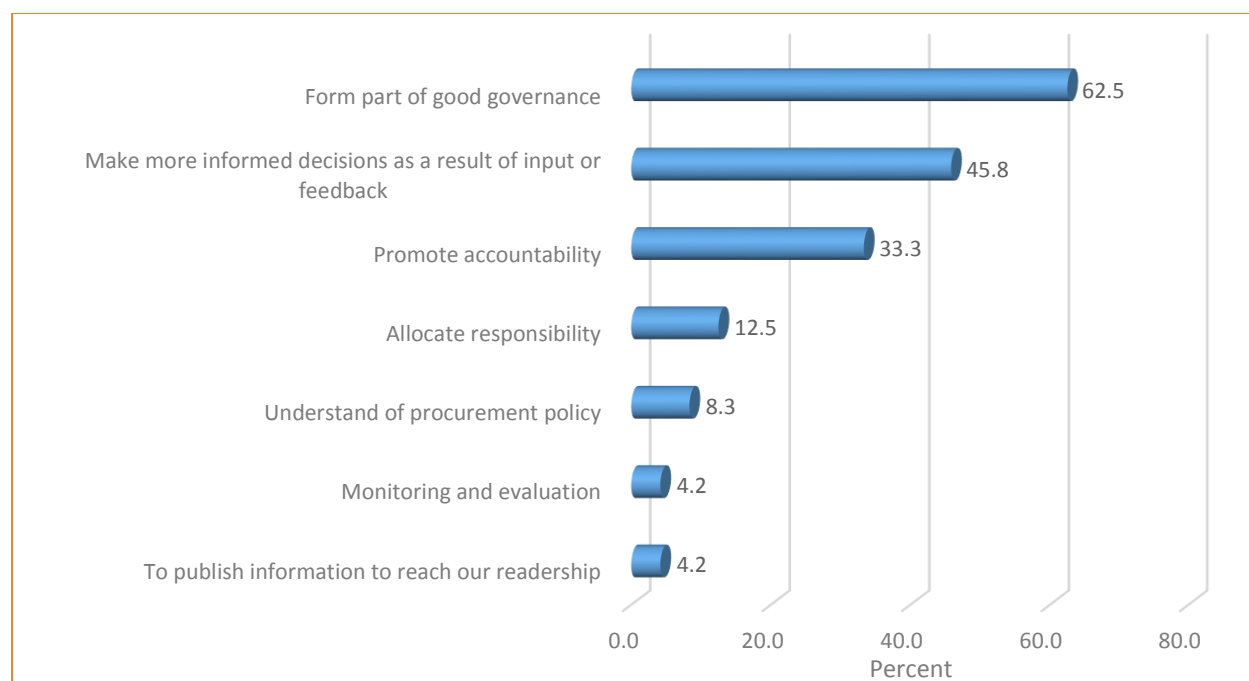
(Multiple responses were allowed, hence the total percent is not 100)

More than half of the respondents indicated that the DSR uses written correspondence (62.5%), which includes those who indicated use of E-mail separately (8.3%). 12.5% indicated that correspondence is done *via* the media, which is suggestive of a one-way flow of information out from the DSR. It is also observed that 29.2% have indicated that there was no communication at all between themselves and the DSR. This is almost one third of the responses. These findings impact on the primary objective of the study that investigates the use of e-Governance.

#### 5.4.5.3 Reasons for Communication

There are various reasons as to why the respondents, as stakeholders, would communicate with the department, and *vice versa*. The nature of this communication has a bearing on both content and time frames associated with such communication. *Figure 5.30* that follows depicts the various reasons as to why the DSR needs to communicate with the organisations and respondents.

**Figure 5.30: Reasons for DSR Communication with Respondents**



(Respondents could choose multiple answers)

It is noted that the three most predominant reasons were ranked as follows: form of good governance (62.5%); more informed decisions can be made (45.8%); accountability will be enhanced (33.3%). These three reasons incorporate policy-related issues of governance, consultation and accountability, all of which form part of the *Batho Pele* Principles, underscoring joint decision-making.

It is also noted that the other reasons are not ranked that highly as these inadvertently form part of good governance and are thus incorporated therein. All of the reasons provided impact on the key question on how strategic communication serves as an enabler to good governance.

#### 5.4.5.4 Consultation on Drafting of Communication Policy

As critical role players and beneficiaries of the department engaged *via* a variety of methods, input to the nature of such interaction should include the respondent input to the communication policy. *Table 5.25* below depicts the method of interaction between

the respondent's organisation and the DSR in order to access the respondents' input to the compilation of the communication policy.

**Table 5.25: Method of Input to Drafting of DSR Communication Policy**

	<i>Frequency</i>	<i>Percent</i>
At a meeting	2	8.3
Written communication	4	16.7
Published on website for comment	1	4.2
Other	1	4.2
Not consulted	1	4.2
Missing System	15	62.5
Total	24	100.0

It is noted that nearly two-thirds (62.5%) did not respond. This is indicative that they are uncertain of whether this process did actually occur. The 16.7% that indicated that they had been consulted in writing, together with the 8.3% that indicated that they had been consulted at a meeting, reflect that there was minimal interaction and consultation on the compilation of the communication policy.

#### 5.4.5.5 Benefits of a Communication Policy

A communication policy is intended, like all policies, to benefit the area of its operation.

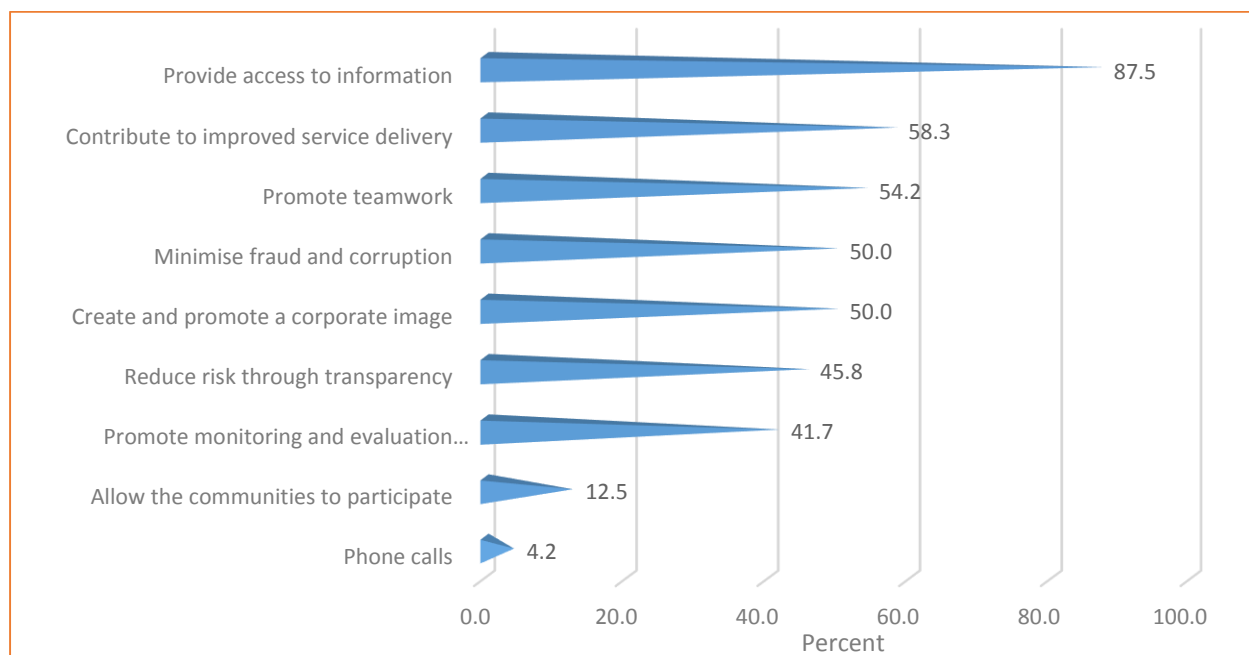
*Figure 5.31* that follows illustrates the various benefits of a DSR communication policy to the respondents.

The majority of respondents (87.5%) believed that a communication policy would improve access to information. This finding is an important factor to be considered by DSR in its strategic plan to ensure the overall efficacy of the department as stakeholders believe that communication will be structured to maximum benefit, and all interaction, consultation and decision-making is based on the provision of relevant information.

A cluster of 6 factors ranged from 41.7% to 58.3%. These are factors that are dependent on access to information in order to be effective, and all of which promote good governance. These factors and their percentages suggest that there are many major

benefits to having a communication policy, and these support the use of strategic communication as an enabler to good governance.

**Figure 5.31: *Benefits of a Communication Policy***



(Respondents could choose multiple answers)

#### 5.4.6 SECTION 3: Communication as a Strategic Tool to Manage Risk

This section investigates the views of the respondents on the use of communication as a strategic tool to manage risk between the DSR and the respondent's organisation.

##### 5.4.6.1 Communication Strategy

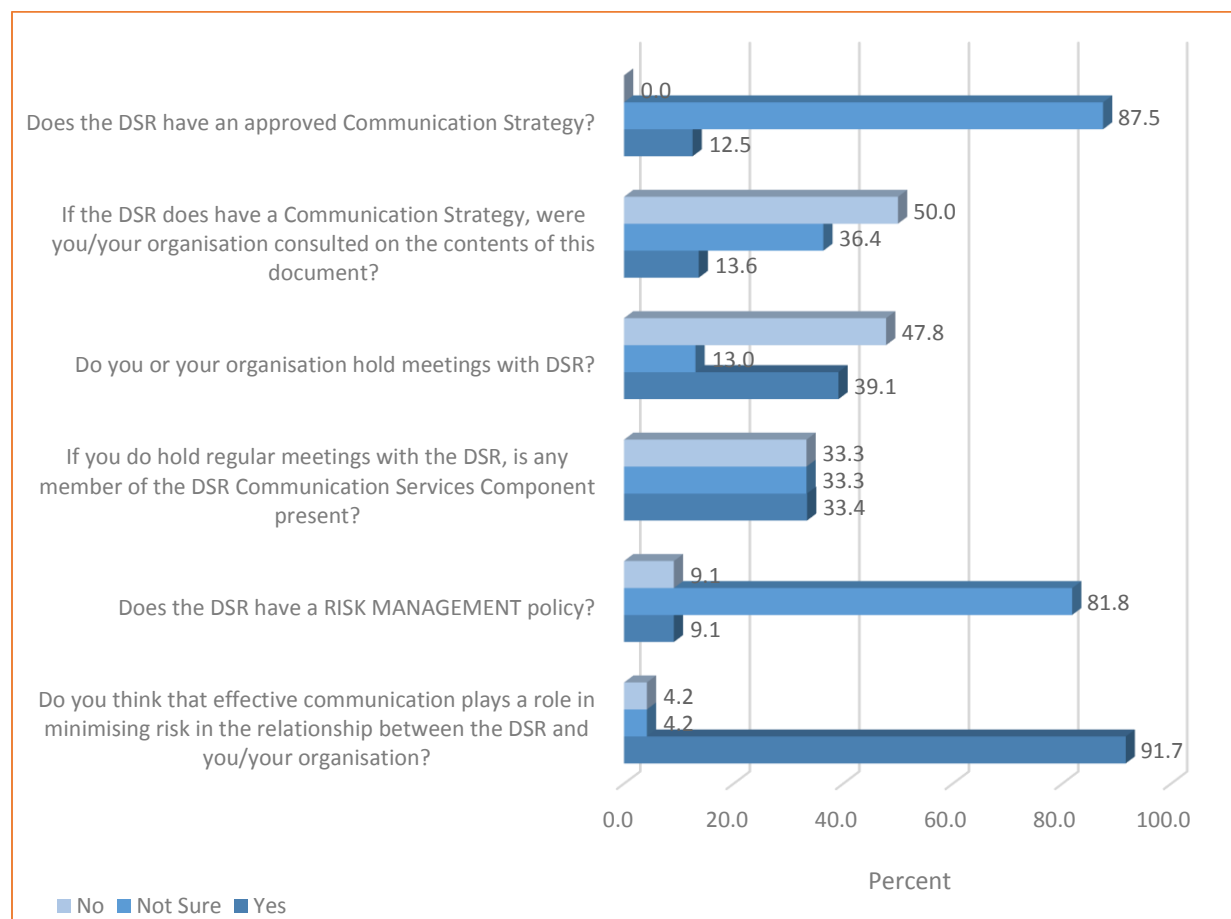
A communication strategy is intended to action the communication policy prescripts to attain maximum benefit. *Figure 5.32* that follows depicts the status of the DSR communication strategy and its association with risk management.

There are very high levels of uncertainty for the first and fifth statements. These are strategy and policy related issues. Statement number five indicates that only 9.1% of respondents are aware that the DSR has a risk management policy. A large number of



respondents (91.7%) agreed that effective communication minimises problems between the DSR and respondent's organisations.

**Figure 5.32: Approved Communication Strategy**



Statement two reflects a 50% negativity rate on the issue of consultation on the contents of the communication strategy. Only 13.6% indicate that they have been consulted in this regard. This is an area that should be marked for redress as the majority of the respondents have not contributed to the formulation of the communication strategy despite being the conduits responsible for the actioning of this strategy.

It is observed that there were an equal number of responses to statement number four which queried the presence of a member of the CSC at meetings between the organisation of the respondent and the DSR.

These statistics suggest that communication is considered to be a strategic tool that can contribute to risk management. The chi square test results reflected in *Table 5.26* below tests the significance of the differences per option per statement.

**Table 5.26: Chi-Square Test Statistics & Impact**

	<b>Chi-Square</b>	<b>df</b>	<b>Asymp. Sig.</b>
Does the DSR have an approved communication strategy?	13.50	1	0.000
If the DSR does have a communication strategy, were you/your organisation consulted on the contents of this document?	4.46	2	0.108
Do you or your organisation hold meetings with DSR?	4.52	2	0.104
If you do hold regular meetings with the DSR, is any member of the DSR CSC present?	0.00	2	1.000
Does the DSR have a RISK MANAGEMENT policy?	23.27	2	0.000
Do you think that effective communication plays a role in minimising risk in the relationship between the DSR and you/your organisation?	36.75	2	0.000

The table indicates that the differences for the highlighted statements were significant. The unshaded values indicated that the differences per option were not significant.

#### 5.4.6.2 Effectiveness of Communication Strategy

A communication strategy is only as effective as applied. *Table 5.27* below depicts the degree of effectiveness of the DSR Communication Policy, if it does exist.

**Table 5.27: Effectiveness of DSR Communication Strategy**

	<b>Frequency</b>	<b>Percent</b>
Totally ineffective	5	20.8
Partially effective	3	12.5
Effective	6	25.0
Very effective	6	25.0
Not sure	4	16.7
Total	24	100.0

Half of the respondents (50.0%) believed that the DSR communication strategy was effective (effective + very effective). One-fifth believed that it is totally ineffective (20.8%), with 12.5% believing it to be partially effective, making this a total of one-third (33.3%)

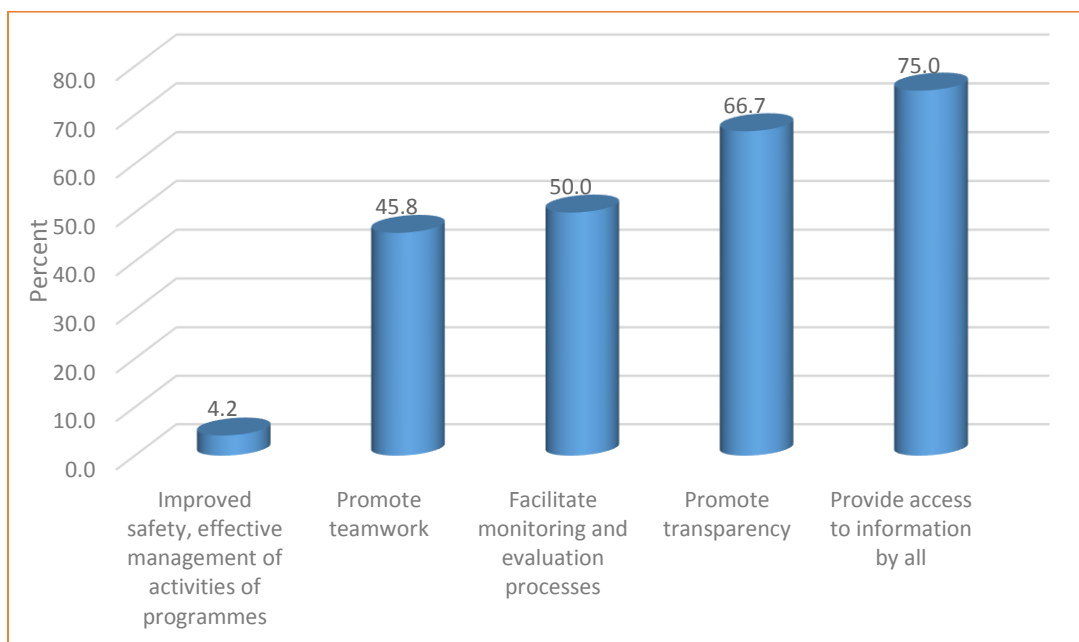
believing the communication strategy is ineffective; the 16.7% that is unsure complements the view of ineffectiveness.

These statistics suggests that at least 50% of the respondents believe that current communication strategy of the DSR is ineffective, and that at least half of the stakeholder population is not fully aware of, or partisan to, the workings of the DSR. These findings reflect the need for strategic communication to minimise risk.

#### 5.4.6.3 Communication Strategy as Tool for Risk Management

Communication strategy is intended to achieve many objectives, one of which is to serve as a tool to mitigate risk within an organisation. *Figure 5.33* below identifies the various dimensions of contribution by effective communication to the process of risk management.

**Figure 5.33: Effective Communication Contribution to Risk Management**



(Respondents could choose multiple answers)

A recurring theme is the access to information and in this question, three-quarters of the respondents (75.0%) also believed this to be so. Two-thirds indicated that transparency

would be promoted, and an average of 48% indicated that teamwork would be promoted and monitoring and evaluation would be facilitated.

The provision of access to information by all promotes teamwork, resulting in transparency which facilitates the monitoring and evaluation process. This suggests that respondents believe that this chain minimises risk by ensuring the maximisation of the mitigating factors.

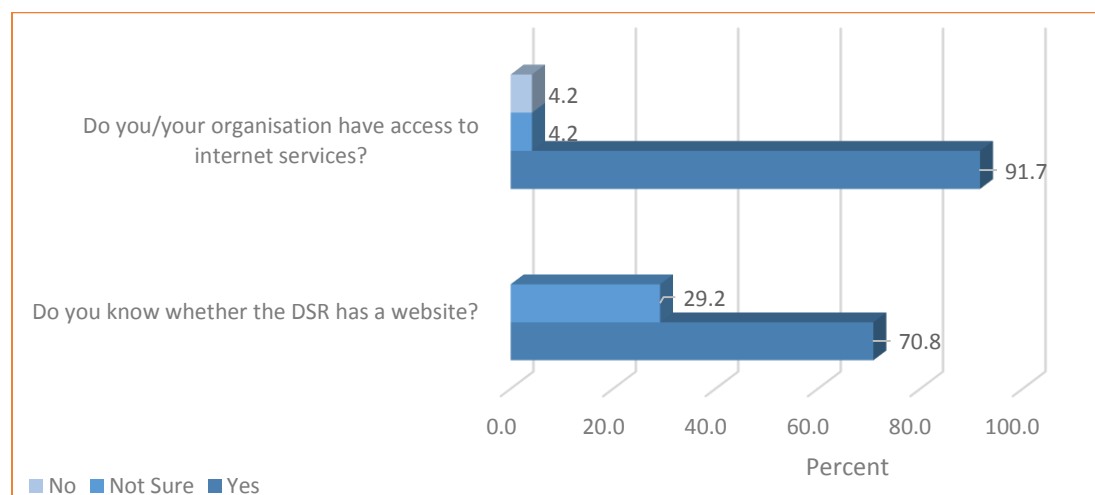
#### 5.4.7 SECTION 4: Incorporation of e-Governance for Strategic Communication

This section investigated the state of readiness of the respondents to the advent of computer literacy and access to the Internet to promote e-Governance. The essence of the e-Government policy emphasises how government interacts with government inter-departmentally, government to business and government to communities. These interactions, *amongst others*, call for an effective and integrated communication policy.

##### 5.4.7.1 Access to Internet Services

e-Governance is essentially the use of technology to create ease-of-access by the public to government services. *Figure 5.34* below ascertained whether the organisation of the respondent had access to an Internet service, and whether the respondent was aware of the DSR website where information could be accessed electronically.

**Figure 5.34: Internet Service Access**



There are low levels of disagreement with the statements regarding Internet service access. Nine out of ten respondents (91.7%) reported that they had Internet access *via* their organisations, whilst 70.8% knew that DSR had a website. This assessment is one of the key objectives of the study as it has a direct bearing on e-Governance processes.

Subban *et al.* (2007:239) maintain that services provided through e-government represent an opportunity for the public sector to improve accessibility to government services using online access.

#### 5.4.7.2 Usage of Internet Services

Government entities such as the DSR have access to technology in general, and to the Internet in particular. Such technology can be used for communication between the department and the respondents. *Table 5.28* below illustrates the knowledge of the respondents on access to the DSR website.

**Table 5.28: DSR Website**

	<i>Not at all</i>	<i>Seldom</i>	<i>Often</i>	<i>Very often</i>
If the DSR does have a website, how frequently do you access this website?	37.5	37.5	12.5	12.5
If you do visit the DSR website, how often is the website updated?	23.5	41.2	35.3	0.0

It is noted that respondents who visited the website frequently (25.0%) indicated that the website was updated often enough (35.0%). The other 75% indicated that they do not visit the DSR website, if at all. A high percentage of respondents believe that the website is updated very seldom, if at all (64.77%). This suggests that the majority of the respondents do not access the DSR website frequently enough to be updated on latest developments.

There is a moderate negative correlation between knowledge of whether the DSR has a website and how frequently external stakeholders visit the website (-0.526). This does not make sense as increased knowledge of the existence of the website should result in an

increase in frequency of accessing the website. This could indicate that the information posted on the website is regarded as being of low importance by visitors to the site. There is a strong positive correlation between how often the DSR website is updated and how frequently the website is accessed (0.790). This makes sense as the updating of a website, in general, encourages visits to that site as new and updated information is expected and presented on a regular basis.

#### 5.4.7.3 Information Published on Department Website

The department website is intended to be a mechanism of information advocacy and dissemination to the public. *Table 5.29* below depicts the items that respondents who visit the DSR website frequent the most, as well as identify the items they recall as being present on the website.

**Table 5.29: DSR Website Content**

	<b><i>N</i></b>	<b><i>Percent</i></b>
Photo gallery	12	50.0
MEC information	11	45.8
Programmes	11	45.8
Calendar of events	11	45.8
Ministry Contact details	10	41.7
Department Contact details	10	41.7
MEC speeches	9	37.5
Media releases	9	37.5
Corporate information	9	37.5
Mission	9	37.5
Vision	9	37.5
Values	8	33.3
Policies	7	29.2
Latest articles	7	29.2
Success stories	6	25.0
Ministry structure	5	20.8
Public documents	5	20.8
Archives	5	20.8
Strategic partners	5	20.8
Department structure	4	16.7

(Respondents could choose multiple answers)

It is noted that the content on the website frequented by the respondents are depicted in order of priority, with the photo gallery being the most visited (50%). Information on the MEC, programmes of the department and the calendar of events carry the second highest percentage rating of 45.8%. Ministry and department contact details carry a high percentage of 41.7%. These percentages suggest that the DSR website is a key conduit of information access to the respondents. This conduit for information dissemination is a key *Batho Pele* deliverable for PAIA as the website makes department content available for public consumption. The other aspects received less than 40%, indicating a lesser priority of remembrance or visitation.

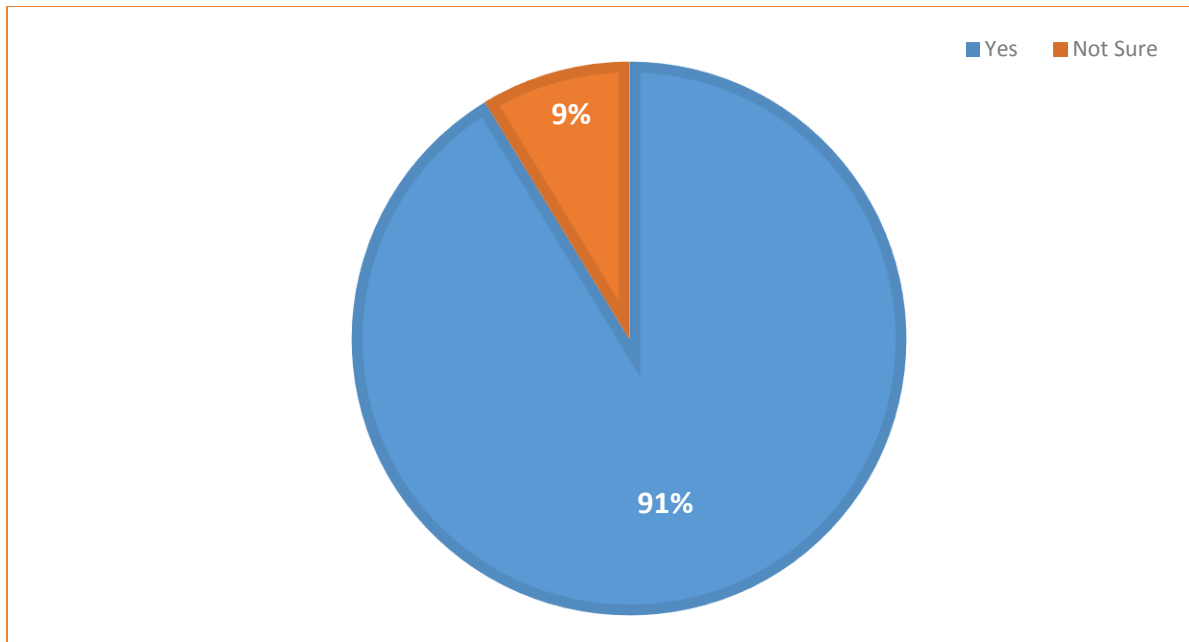
It is noted that the elements of Mission, Vision and Values (4.5.11, 4.5.12, 4.5.13) correlate strongly amongst each other, and with other variables. This group collectively represents 0.882 and indicates the influential role that it plays in enhancing other variables such as public documents, strategic partners, etc. The abundance of information provided on the department website is an indicator that the DSR is serious about information-provision and the management of its communication hub, both internally and externally.

This research study highlights the gap that exists in the utilisation of the website strategically as a conduit of e-governance. At this point in time the DSR website is utilised mainly as a conduit of information-dissemination and advocacy. However, there is a marked lack of presence of the strategic partners with whom the DSR engages in service delivery, especially financially. Whilst information on federations, etc, is provided on the website, this communication platform could assist service-delivery, for example, by publishing links only of the federations that comply with the DSR's financial accounting policy. There are some federations that constantly do not comply with financial accounting requirements, and in this manner pressure will be put onto those federations to comply or they will not publicly be recognised as authentic, accredited, strategic partners. Public and internal pressure will then be brought to bear on the defaulting entity to comply. In this manner e-governance, and strategic communication, will promote DSR service delivery as the department is obligated to work with such social partners.

#### 5.4.7.4 Computer Literacy

The varying levels of computer literacy of the respondents have a direct bearing on the usage of technology to access government services. *Figure 5.35* below illustrates the computer literacy levels of the respondents and their organisations with regard to accessing the DSR website.

**Figure 5.35: Computer Literacy**



Whilst technology is an important enabling tool for effective communication, it is noted that most respondents (91.0%) were computer literate enough to access the DSR website. This indicates that organisations to which the respondents belong are equipped to access the DSR website as a preferred mechanism of information dissemination.

None of the respondents indicated that there was no-one within their organisation who could not access the website. This can reveal that staff is updated on the usage of electronic use of information and a reasonable number of staff are *au fait* with usage of technology for communication.



This section provides sufficient motivation in support of the increased use of e-Governance processes to enhance quality communication with DSR stakeholders.

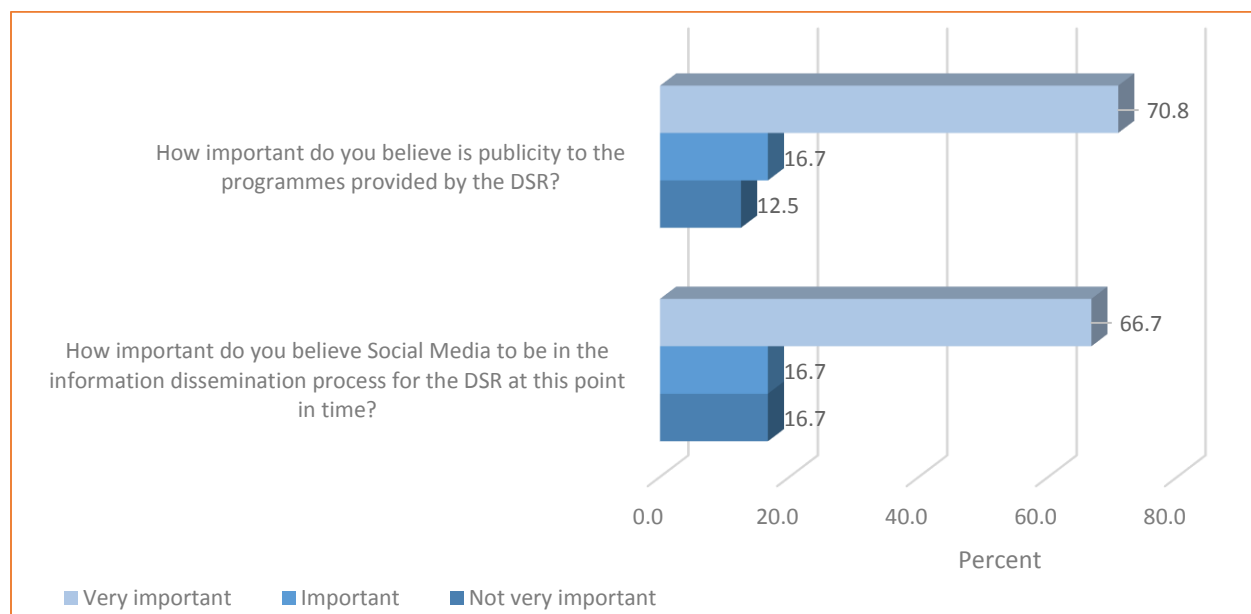
#### 5.4.8 SECTION 5: Incorporation of Social Media as Publicity Tool by Government

This section investigated the use of social media accounts by the DSR for purposes of information dissemination and progression towards the adoption of e-Governance.

##### 5.4.8.1 Information Dissemination

Dissemination of information by the department is in keeping with the prescripts of *Batho Pele*, as well as for the maximisation of the benefits of its programmes through enhanced publicity. *Figure 5.36* below illustrates the respondents' belief of importance attributed to publicity of the programmes of the DSR, as well as the degree of importance attributed to social media as a mechanism of publicity by the DSR.

**Figure 5.36: Information Management and Publicity**



One of the key questions is the implications of social media on government publicity. A little more than two-thirds of the respondents agreed that the statements were very important. 12.5% believed that programme publicity is not very important whilst 16.7%

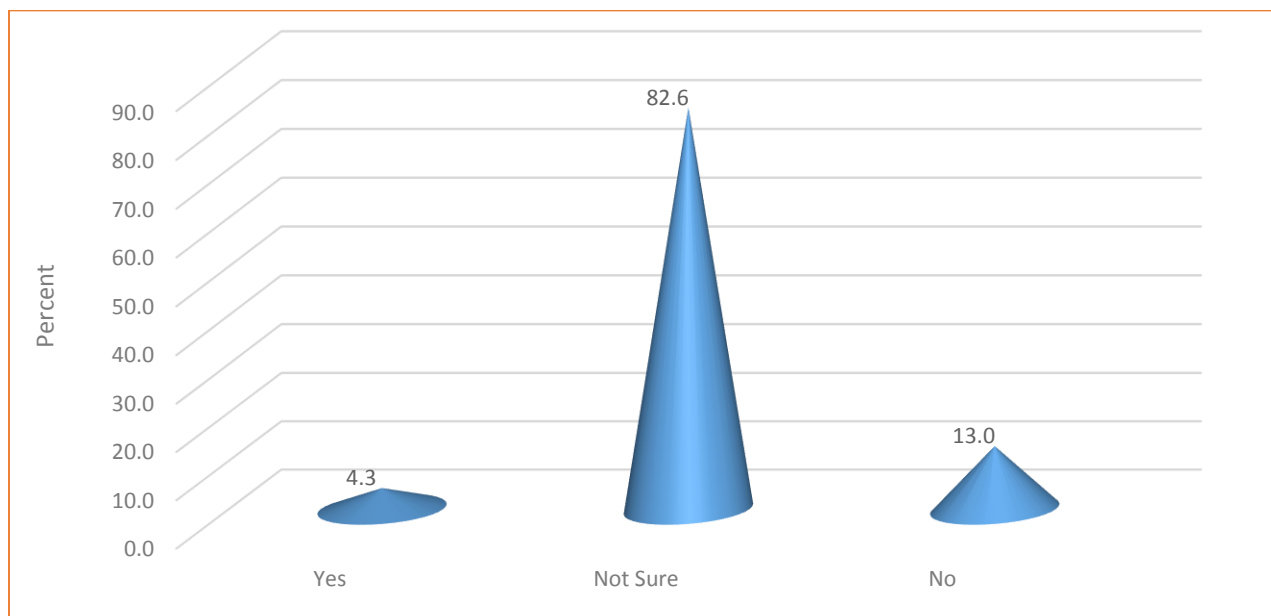
believed that Social Media is not very important for information dissemination by the DSR at this point. This suggests that the DSR needs to utilise this medium of communication as respondents attribute much importance to social media as a platform for information dissemination and publicity. The Minister of Communications, Ms Faith Muthambi, in the budget vote speech (2014:6) stated the intention of the GCIS to utilise the digital and mobile communication platforms to interact directly with the citizens.

#### 5.4.8.2 Department Social Media Presence

In attempting to access information and interact with the department, respondents need to be aware of the various communication channels and platforms available. *Figure 5.37* below illustrates the knowledge of the respondents on the usage of social media by the DSR.

It is noted that the majority of the respondents indicated that they were not sure (82.6%), with 13% indicating that the DSR did not have a social media account. This would indicate that the majority of the respondents would not seek to access information on the DSR from social media.

**Figure 5.37: Knowledge of DSR Social Media Account**



The single respondent that indicated an affirmative to being aware of the DSR having a social media account indicated that the person visited the site very often. This suggests that the DSR needs to publicise its social media account in the event that it does have one.

#### 5.4.8.3 Benefits of a Social Media Account

There are specific reasons for the choice of every media platform. *Table 5.30* below reflect the respondents' view of benefits of having a social media account.

**Table 5.30: Benefits of a Social Media Account**

	<i>Percent</i>
This is the communication platform used by most people today, especially the youth	75.0
Access to social media services, via the Internet and mobile technology, is easily accessible to most people	75.0
Social media is one of the fastest modes of communication	62.5
We are in a technological era	58.3
Other forms of media use social media accounts to communicate with the wider public	37.5

(Respondents could choose multiple answers)

The benefits are listed in order of priority. The first two benefits are of high priority, each achieving a rating of 75%, indicating that social media is used because it is very easily accessible to most people by virtue of its being the communication platform of choice. The moderate rating of speed of the social media (62.5%) and its being contemporary (58.33%) emphasise the effectiveness of social media as a conduit of information dissemination. The use of social media by other forms of media received a low rating of 37.5% but which emphasised the point of importance of social media as recognised by other forms of media. This suggests that there are major benefits to the use of social media accounts.

#### 5.4.9 SECTION 6: Strategic Communication as Enabler to Good Governance

This section presents the findings on the respondents' views on the contribution of strategic communication as an enabling factor to good governance.

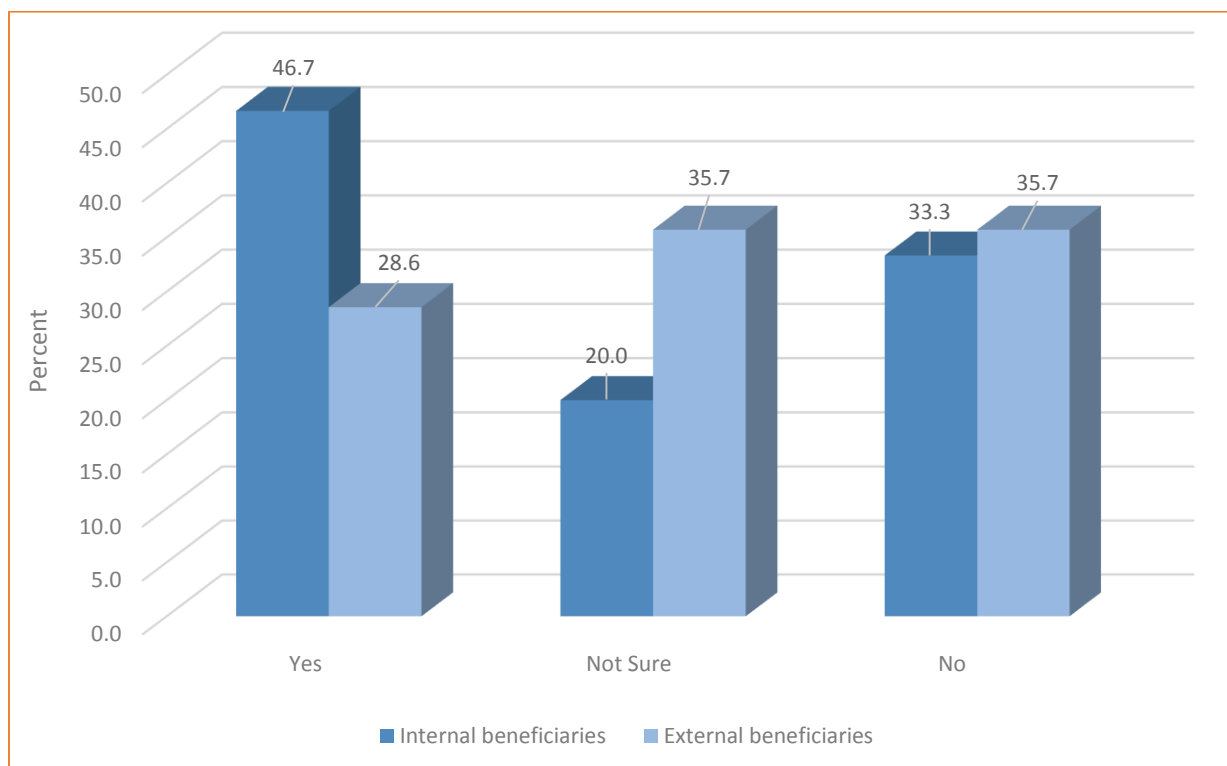
#### 5.4.9.1 Effectiveness of Communication

Assessment of the use of media as a platform for communication allows for an assessment of the effectiveness of the current communication process with the respondent and the represented organisation. *Figure 5.38* below illustrates the respondents belief of how effective is the communication between the DSR and his organisation.

The internal beneficiaries refer to respondents that form part of an organisation whilst the external beneficiaries refer to the public at large.

It is noted that nearly half of the internal beneficiaries (46.7%) believed that the DSR communicated effectively with their organisations. This reduced to 28.6% for external beneficiaries. Similar numbers of respondents disagreed, whilst more external beneficiaries (35.7%) were uncertain.

**Figure 5.38: Effectiveness of DSR Communication**



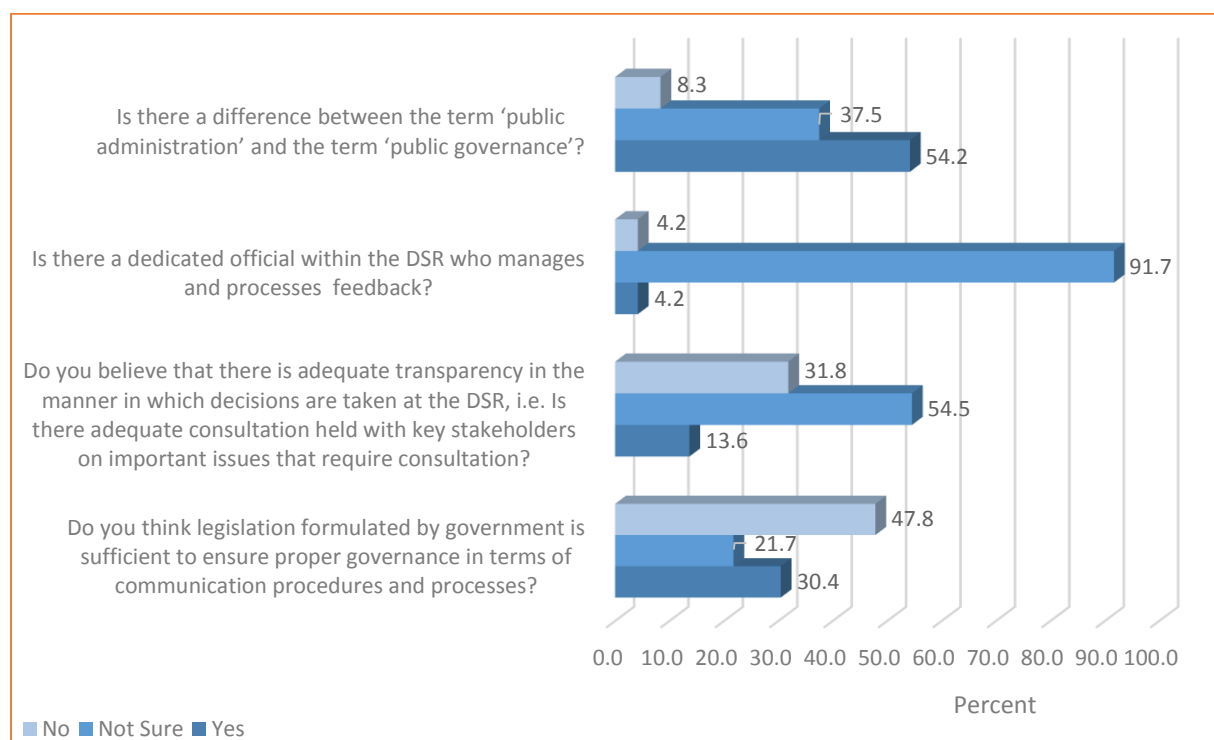
It is also observed that DSR stakeholders attributed the higher percentage of communication effectiveness to internal beneficiaries (46.7%) whilst the highest

percentage of ineffective communication was attributed to the external beneficiaries (35.7%).

#### 5.4.9.2 Public Transparency

The principles of *Batho Pele* emphasises the need for public accountability which can be achieved through transparency of government. Legislation, enacted through policy-making, facilitates such a process. *Figure 5.39* below illustrates the respondents' views on their belief of DSR transparency and the effect on current legislation to ensure such transparency.

**Figure 5.39: Public Transparency**



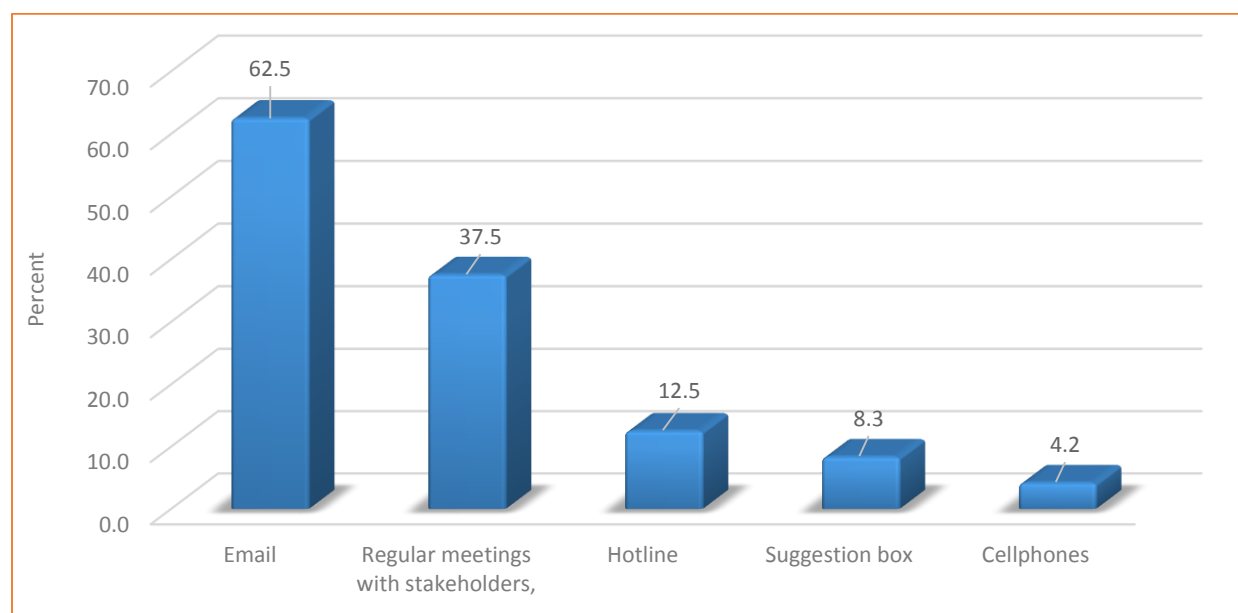
It is noted that only the first statement received a majority response of “YES” (54.2%). The response of “NO” (NO and NOT SURE) is higher everywhere else, indicating that there is a need for a dedicated official to process feedback, increased transparency and mechanisms other than just legislation to ensure proper communication and governance. There are also very high levels of uncertainty especially with regard to a dedicated official to process feedback (91.7%) and on the issue of adequate transparency (54.5%). This

suggests that there is limited knowledge by the respondents of government terminology, as well as a belief that legislation in itself is not sufficient in itself to ensure government transparency.

#### 5.4.9.3 Feedback Mechanisms

Feedback mechanisms ensure two-way communication, underscoring the facilitation and importance of consultation and joint decision-making. *Figure 5.40* below illustrates the technology mechanisms provided by the DSR to its stakeholders to facilitate feedback on programmes and issues of mutual interest.

**Figure 5.40: DSR Feedback Mechanisms**



(Respondents could choose multiple answers)

It is noted that the most common mechanism is the email (62.5%), possibly because this is an electronic record of communication. The moderate rating of 37.5% for regular meetings with stakeholders reflects direct interaction with DSR officials as a key form of feedback. The hotline (12.5%) and suggestions box (8.3%) rate as very low priority forms of feedback mechanisms, possibly as a result of its impersonal nature. This suggests that there is a marked gap in e-Governance and the DSR website as mechanisms of

feedback, with such feedback being held only with stakeholders in direct contact with the DSR.

#### 5.4.9.4 Reasons for Levels of Transparency

Stakeholder perspective on the level of transparency adopted by the department impacts on the imaging and marketing of the department to its key beneficiaries represented by the respondents. *Table 5.31* below depicts the possible reasons for the current levels of transparency by the DSR to its stakeholders.

**Table 5.31: Reasons for Levels of Transparency by DSR**

	<i>Percent</i>
Poor organisational culture	54.2
Disregard for participatory decision-making	41.7
Poor executive leadership	37.5
Unilateral decision-making	12.5
Other	4.2

(Respondents could choose multiple answers)

It is noted that more than half of the respondents (54.2%) believed that this is an inherent problem within the DSR. The aspect of disregard for participatory decision-making (41.7%) is complemented by the aspect of unilateral decision-making (12.5%), which together is on par with poor organisational culture at 54.2%. This suggests the negative perspective of the respondents to the DSR. Strategic communication could be used as an enabler to good governance.

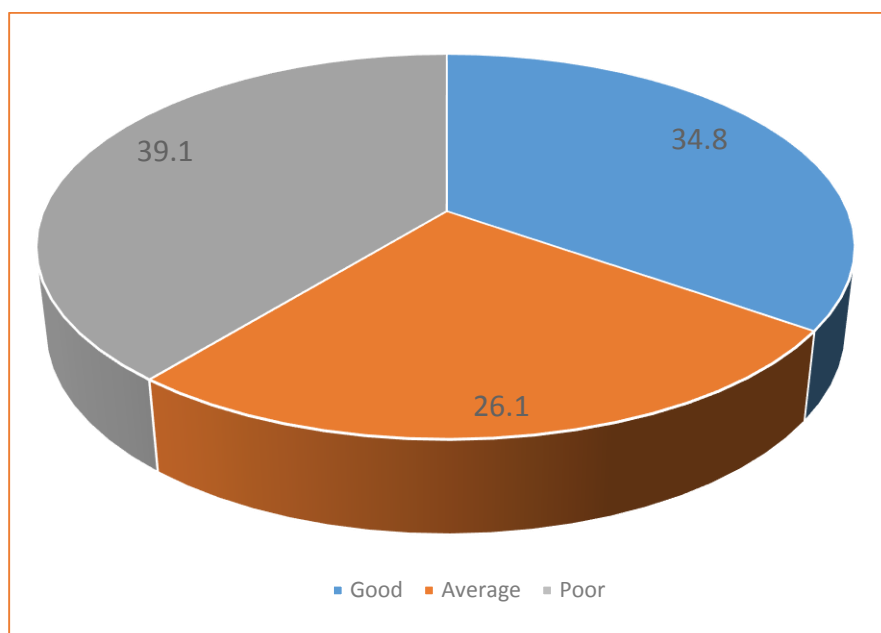
#### 5.4.9.5 Rating of Communication Service Governance

*Figure 5.41* that follows illustrates the views of respondents to the DSR governance of communication services.

The view of the respondents on the nature and quality of communication experienced with the department also reflects, to a great degree, their views on the reasons for such experiences. It is noted that most of the respondents indicated that the governance of communication services were poor (39.1%), with 34.8% indicating that the governance is

good. A moderate number of respondents (26.1%) were uncertain of how to rate the governance of communication. This suggests that there is limited transparency and sharing of information with stakeholders by the DSR.

**Figure 5.41: Governance of DSR Communication Services**



#### 5.4.9.6 Aspects for Inclusion in a Communication Policy

There are various critically important aspects that constitute an effective communication policy. *Table 5.32* that follows depicts the respondents' view on important aspects that should be considered in the compilation of an effective communication policy.

The critical aspects for inclusion in a communication policy to ensure its effectiveness is listed in order of priority. The highest priority was accorded to the calendar of events depicting the DSR programmes (75%). Other high priority areas were objectives (66.7%) and a dedicated budget (62.5%). A moderate priority was accorded to purpose (58.3%), dedicated human resources (54.2%) and separation of internal/external communication functions (54.2%). The other aspects were accorded a low rating. These findings suggest that there are various facets to a policy that need to be considered, in this instance from the perspective of the stakeholders.



**Table 5.32: Critical Aspects of a Communication Policy**

	<b>Percent</b>
Calendar of events/Department programme	75.0
Objectives	66.7
Dedicated Budget	62.5
Purpose	58.3
Dedicated Human Resources	54.2
Distinct Internal/External communication functions	54.2
Resource Centre	45.8
Key messengers for department/ministry	41.7
Annual/Regular key theme/message	29.2
Inclusion of schools as key stakeholders for the department	4.2

(Respondents could choose multiple answers)

These aspects contribute to the objective of creation of a broad-based and systematic strategic communication policy model for the DSR.

#### **5.4.10 SECTION 7: Other**

There are various other aspects that could be considered as part of communication strategy. *Table 5.33* below depicts such aspects that could also be incorporated as possible strategic communication considerations in the compilation of a communication strategy.

It is noted that the frequencies here are very small here and are insignificant. These aspects have been incorporated earlier on in the results presented. Aspects such as regular communication, regular email contact, feedback and timeous contact with target audience are factored as objectives and purpose. The other three aspects pertain to the political areas of governance.

### **5.5 ANALYSIS OF ANNEXURE 5.3 - INTERVIEWS**

#### **5.5.1 The Sample**

In total, 52 interviews were sought and 44 were successfully conducted, which contributed to an 85% response rate.

Each of the interview responses have been collated per question and depicted in the form of tables and graphs. Based on the fact that the same questions had been phrased to both internal (DSR officials) and external (DSR stakeholders) interviewees, the graphs and tables depict both these categories of respondents. Respondents included representatives from multiple community newspapers (Rising Sun Group of 7 newspapers; Tabloid Group of 6 newspapers; and the KZN national representative of the Association of Independent Publishers representing 52 community newspapers in KZN and more than 250 community newspapers nationally). The editor of the SABC: KZN represented 2 radio stations and 3 television stations. This type of presentation of findings also allows for comparisons of responses.

### 5.5.2 SECTION 1 – Communication Policy

A communication policy sets out the aims and objectives that directs the strategies and actions of the organisation in general, and that of the CSC in particular.

#### 5.5.2.1 Need for a Communication Policy

Policy forms an integral part of good governance, and government communication is no exception. *Table 5.33* below depicts the respondents' views on the need for a communication policy.

**Table 5.33: Essential Need for a Communication Policy**

	<i>Internal</i>		<i>External</i>	
	Count (Yes)	Percent (Yes)	Count (Yes)	Percent (Yes)
<b>Essential</b>	22	100	22	100

All of the respondents for both Internal and External stakeholders believed that a policy was necessary.

#### 5.5.2.2 Benefits of a Communication Policy

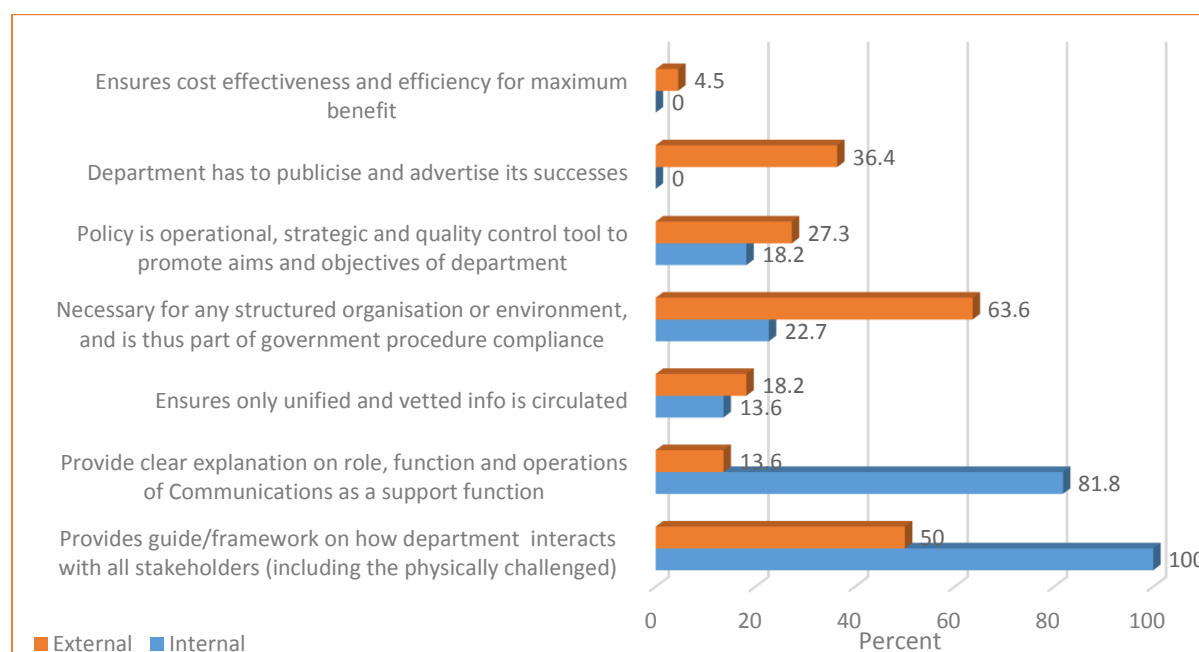
Reasons provided for the perspectives above are depicted in *Table 5.33* that follow. Respondents were allowed multiple answers. The results of *Table 5.34* that follows is also

illustrated in *Figure 5.42* below. The tables and graphs reflect scores out of the total of 22 candidates for each grouping.

**Table 5.34: *Benefits of a Communication Policy***

<b>Reasons</b>	<b>Internal</b>		<b>External</b>	
	Count	Percent	Count	Percent
Provides guide/framework on how department interacts with all stakeholders (including the physically challenged)	22	100.0	11	50.0
Provide clear explanation on role, function and operations of Communications as a support function	18	81.8	3	13.6
Ensures only unified and vetted information is circulated	3	13.6	4	18.2
Necessary for any structured organisation or environment, and is thus part of government procedure compliance	5	22.7	14	63.6
Policy is operational, strategic and quality control tool to promote aims and objectives of department	4	18.2	6	27.3
Department has to publicise and advertise its successes	0	0.0	8	36.4
Ensures cost effectiveness and efficiency for maximum benefit	0	0.0	1	4.5

**Figure 5.42: *Need for a Communication Policy***



Internal candidates scored highly regarding the reasons in terms of the provisions of such a policy in the last 2 statements. These two statements (number 6 & 7) reflect a higher priority by the internal interviewees. External candidates focused more on statements 2, 3 and 4. These relate to the necessity for the structure and control mechanisms that are required for compliance. Statements 3 and 5 have less than a 10% variance. The responses to statement 1 indicate a very low priority in terms of relating communication practice to cost-benefit by both sets of interviewees.

### 5.5.3 SECTION 2 –Communication as a Strategic Tool

Communication is considered as a tool to be used to perform a specific task or elicit a particular reaction. This section presents the respondents' views on their understanding of the term 'communication' and its use as a strategic tool to improve performance.

In order to attain the respondents' views on the use of communication as a strategic tool, it was important to first ascertain their understanding of the concept 'communication' as adopted for use within government. *Table 5.35* below depicts the understanding of the interviewees of the term "communication".

**Table 5.35: Communication as a Concept to Government**

	<i>Internal</i>		<i>External</i>	
	Count	Percent	Count	Percent
Communication is verbal/mannerisms/organisational messaging; tone is projected through communication	4	18.2		0.0
Communication is a change management tool	1	4.5		0.0
Communication means visibility of government in all forms	7	31.8	5	22.7
Communication is a method of transmitting thoughts, ideas and strategic direction	3	13.6	10	45.5
Informing the public what we do/sharing of information	3	13.6	11	50.0
Two-way process	4	18.2		0.0

The highest priority is statement number 5 where external interviewees indicated a rate of 50%, with statement number 4 also achieving a high priority rating of 45.5%. In

contrast, internal interviewees gave both these statements a low rating of 13.6%. This indicates that whilst external interviewees viewed public information and strategic communication of high importance, internal interviewees considered these aspects of low importance. Both categories of interviewees viewed statement number 3 as moderate with internal interviewees (31.8%) placing a higher rating than external interviewees (22.7%). Statement number 2 received a very low rating from internal interviewees (4.5%) with no importance or relevance being attached to this statement by the external interviewees.

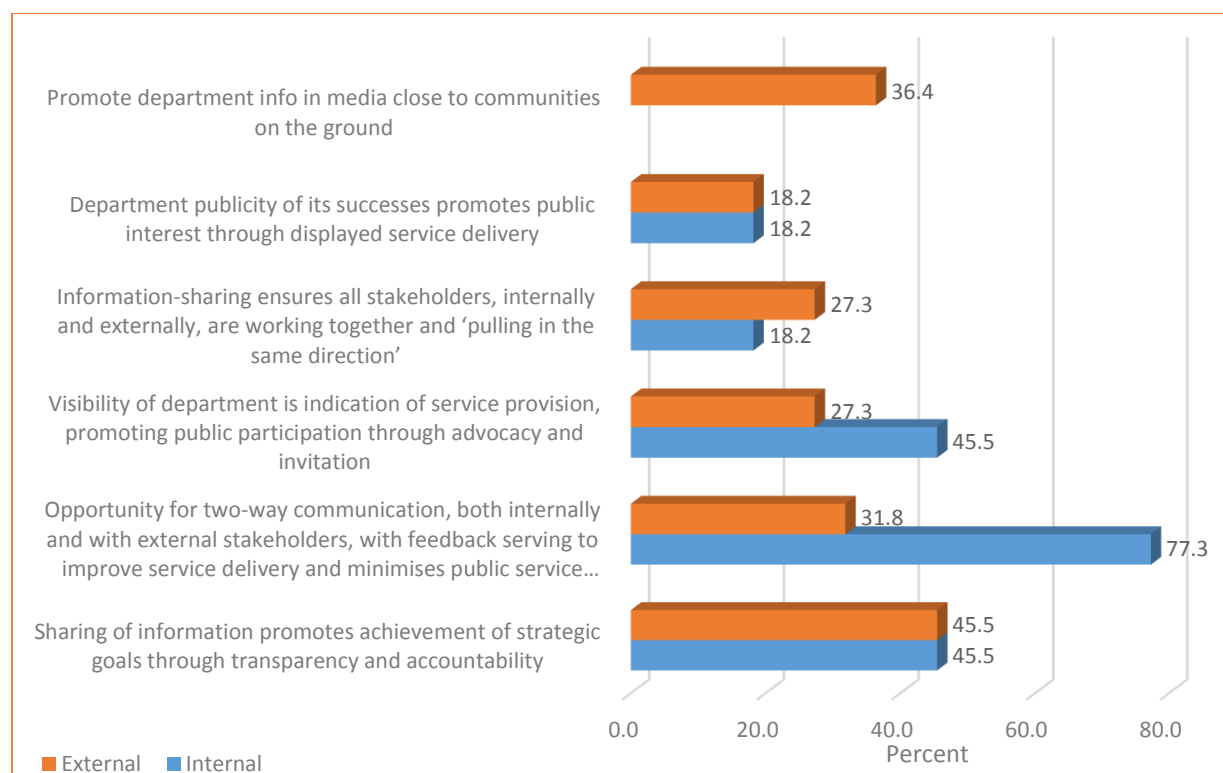
The results depicted in *Table 5.36* below is represented graphically in *Figure 5.43* that follows. External interviewees placed much emphasis on statements 1 and 3 which relate to media usage and information-sharing. Internal interviewees attributed no importance to dissemination of information in media close to the ground.

**Table 5.36: Communication as a Strategic Tool to Enhance Service Delivery**

	<i>Internal</i>		<i>External</i>	
	<i>Count</i>	<i>Percent</i>	<i>Count</i>	<i>Percent</i>
Sharing of information promotes achievement of strategic goals through transparency and accountability	10	45.5	10	45.5
Opportunity for two-way communication, both internally and with external stakeholders, with feedback serving to improve service delivery and minimises public service protests	17	77.3	7	31.8
Visibility of department is indication of service provision, promoting public participation through advocacy and invitation	10	45.5	6	27.3
Information-sharing ensures all stakeholders, internally and externally, are working together and 'pulling in the same direction'	4	18.2	6	27.3
Department publicity of its successes promotes public interest through displayed service delivery	4	18.2	4	18.2
Promote department information in media close to communities on the ground			8	36.4

Statements 2, 3 and 6 have less than a 10% variance. Statements 4 and 5, which deal with feedback mechanisms and public participation, indicate a higher priority for internal interviewees

**Figure 5.43: Communication as a Strategic Tool to Enhance Service Delivery**



## 5.5.4 SECTION 3 – 'Grapevine' Communication

The term 'grapevine' can be interpreted in various ways. Such interpretation has a direct impact on the way this concept is perceived.

### 5.5.4.1 Definition of the term 'Grapevine'

Table 5.37 below depicts the respondents' definition of the term 'grapevine'

**Table 5.37: Definition of the term 'Grapevine'**

	Internal		External	
	Count	Percent	Count	Percent
Gossip	9	40.9	9	40.9
Informal communication	8	36.4	8	36.4
Corridor talk	6	27.3	4	18.2
Hearsay	3	13.6	2	9.1
Info is communicated secretly or confidentially	2	9.1	4	18.2

The concept of the 'grapevine' as assumed by the respondents has a direct bearing on their views as expressed. It is observed that the first two statements received the same rate of response and priority from internal and external respondents, indicating a largely similar understanding of the term 'grapevine'. Both sets of respondents indicated 'corridor talk' as the 3<sup>rd</sup> priority of interpretation. The last two statements are inverted per respondent with internal respondents rating 'hearsay' at 13.6% with external respondents rating this at 9.1%; and with internal respondents rating 'information that is communicated secretly or confidentially' at 9.1% with external respondents rating this at 18.2%.

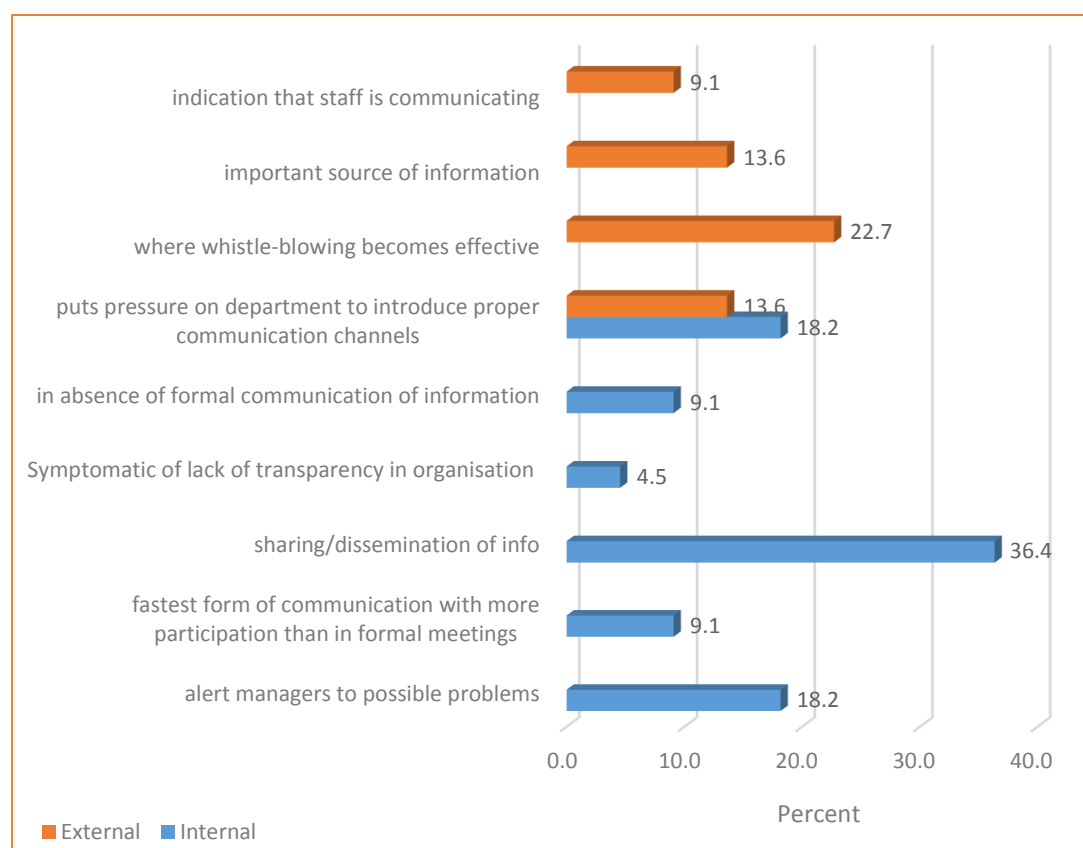
#### 5.5.4.2 Positive Effects of an Active 'Grapevine'

Table 5.38 below and Figure 5.44 that follows depict the respondents' view of the 'grapevine' as a positive practice, together with their reasons for such interpretation. Discussion will be based on Figure 5.44, the illustration.

**Table 5.38: The 'Grapevine' as a Positive Practice**

Good Practice	Internal		External	
	Count	Percent	Count	Percent
alert managers to possible problems	4	18.2		
fastest form of communication with more participation than in formal meetings	2	9.1		
sharing/dissemination of info	8	36.4		
Symptomatic of lack of transparency in organisation	1	4.5		
in absence of formal communication of information	2	9.1		
puts pressure on department to introduce proper communication channels	4	18.2	3	13.6
where whistle-blowing becomes effective			5	22.7
important source of information			3	13.6
indication that staff is communicating			2	9.1

**Figure 5.44: The ‘Grapevine’ as a Positive Practice**



It is noted that the only statement of commonality between the internal and external respondents is statement number four which is “puts pressure on department to introduce proper communication channels”, with a variation of less than 5%. External respondents rated “where whistle-blowing becomes effective” as the highest benefit (22.7%). The variance between the highest and lowest rating for external respondents is less than 14%.

Internal respondents rate “sharing/dissemination of info” as the highest benefit (36.4%). The second highest rating was allocated to “alert managers to possible problems” at 18.2%.

#### 5.5.4.3 Negative Effects of an Active ‘Grapevine’

Table 5.39 and Figure 5.45 that follow depict the respondents’ view of the ‘grapevine’ as a negative practice, together with their reasons for such interpretation. Discussion will be based on Figure 5.45 based on its illustrative values.

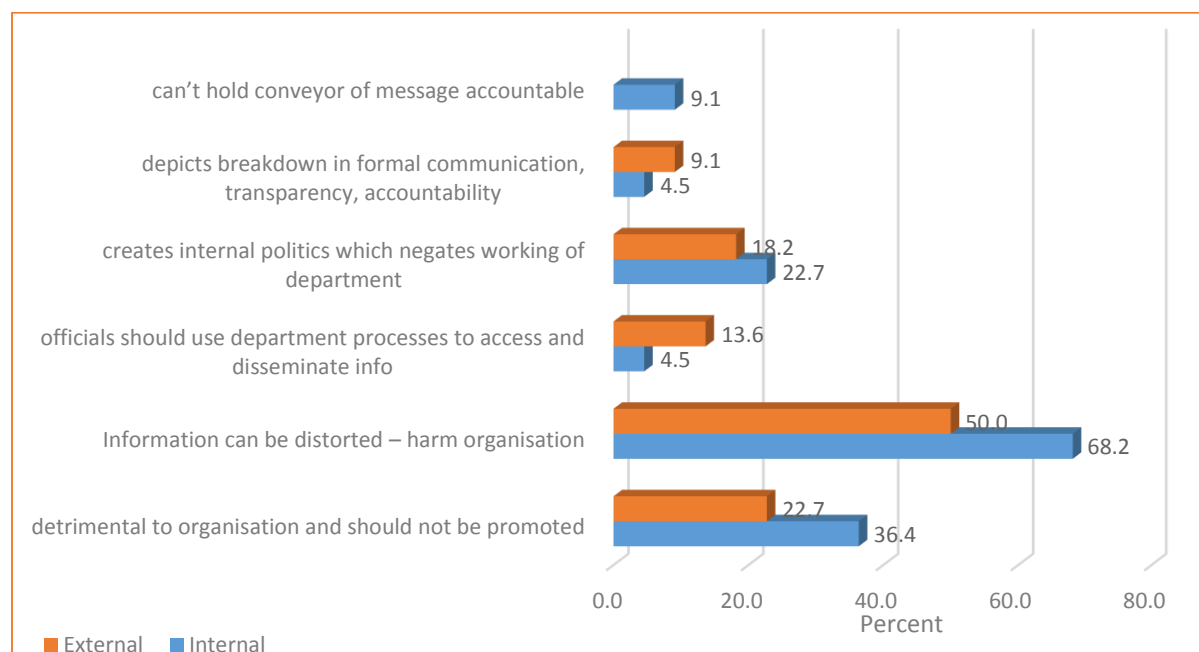


**Table 5.39: The ‘Grapevine’ as a Negative Practice**

Bad Practice	Internal		External	
	Count	Percent	Count	Percent
detrimental to organisation and should not be promoted	8	36.4	5	22.7
Information can be distorted – harm organisation	15	68.2	11	50.0
officials should use department processes to access and disseminate info	1	4.5	3	13.6
creates internal politics which negates working of department	5	22.7	4	18.2
depicts breakdown in formal communication, transparency, accountability	1	4.5	2	9.1
can't hold conveyor of message accountable	2	9.1		

It is noted that both external (50%) and external respondents (68.2%) rated “information can be distorted – harm organisation” as greatest negative impact of a ‘grapevine’. This pattern was repeated with “detrimental to organisation and should not be promoted” rating second for both external (22.7%) and internal (36.4%) respondents, as well as for “creates internal politics which negates working of department” in third priority by external (18.2%) and internal (22.7%) respondents.

**Figure 5.45: The ‘Grapevine’ as a Negative Practice**



Maharaj (2010:165) maintains that a breakdown in communication between practitioners and policy-makers can contribute to poor governance and consequently poor service-delivery. This is a realistic danger at the DSR as the 'grapevine' has been identified by the majority (36.4%) as an information dissemination conduit, and the greatest form of danger (68.2%) is that information can be distorted and thus harm the organisation. These findings identify the gap that needs to be filled with an improved and revised communication policy.

## 5.5.5 SECTION 4 – Risk Management

Communication, when used strategically, is a key mitigating factor of risk.

### 5.5.5.1 Risk Management

Risk Management is a major factor in governance and *Table 5.40* below depicts the respondents' definitions of risk management.

**Table 5.40: Definition of the term “Risk Management”**

	<i>Internal</i>		<i>External</i>	
	<i>Count</i>	<i>Percent</i>	<i>Count</i>	<i>Percent</i>
Potential for something negative to happen & how it can be mitigated – financial and otherwise	7	31.8	6	27.3
Management of factors that have potential to negatively influence achievement of department's goals or strategy	5	22.7	7	31.8
Minimising of harm to the department	5	22.7	6	27.3
Having plans in place to assist us manage real or potential risks	4	18.2	3	13.6

It is noted that there were varying priorities of the definition between both sets of respondents with the maximum rating for the highest priority for both being 31.8%. The lowest rating in both instances went to statement number 4 by internal (18.2%) and external (13.6%). The maximum variation was presented in statement number 2 (9.1%), with the other 3 statements averaging a variance of 4.6%.

### 5.5.5.2 Communication as a Mitigating Factor to Risk Management

Table 5.41 below depicts the views of respondents on the manner in which the process of communication can be used by the DSR to manage risk. The discussion of results will be based on Figure 5.46 that follows as a result of its illustrative values.

**Table 5.41: Communication as a Mitigating Factor to Risk Management**

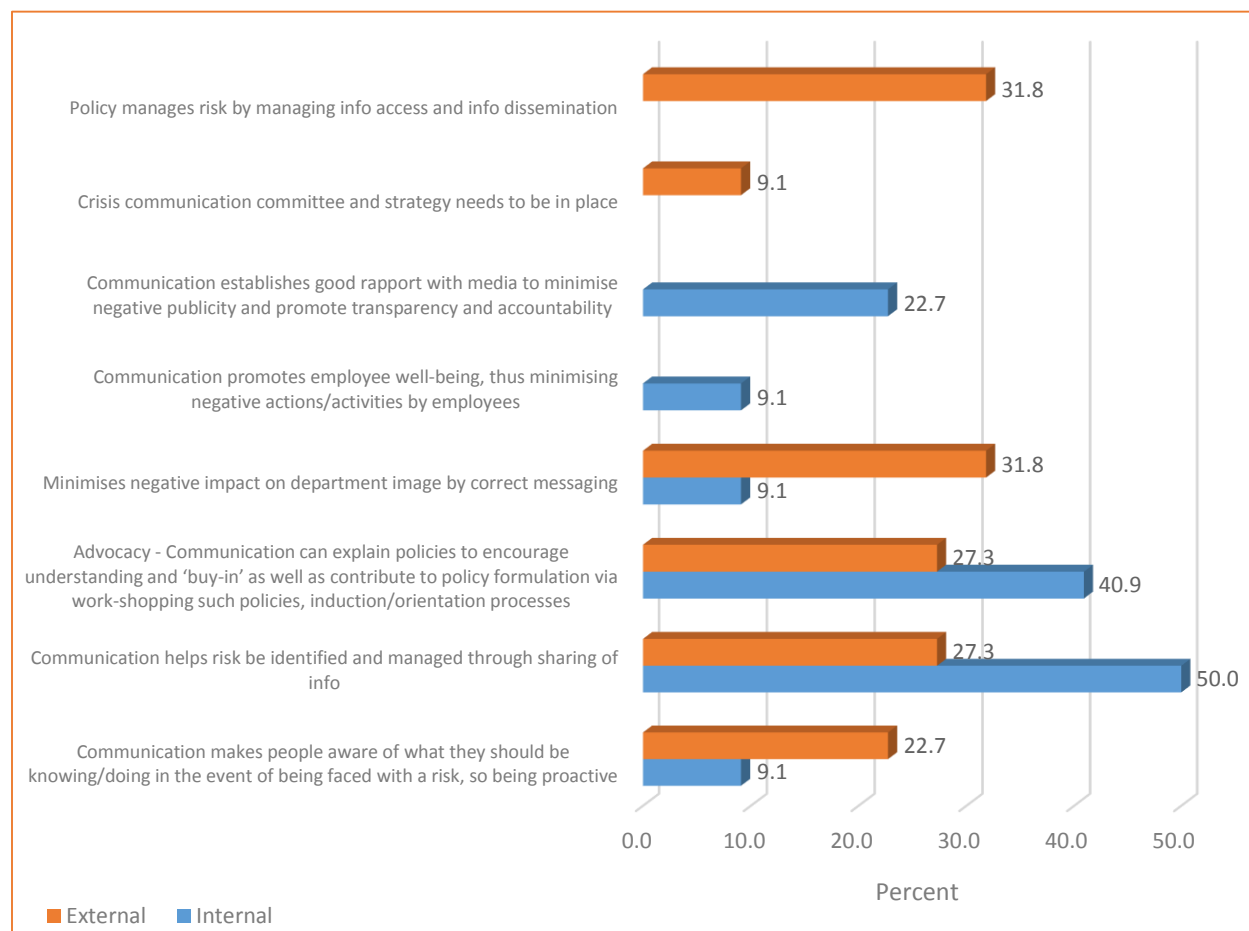
	<i>Internal</i>		<i>External</i>	
	<i>Count</i>	<i>Percent</i>	<i>Count</i>	<i>Percent</i>
Communication makes people aware of what they should be knowing/doing in the event of being faced with a risk, so being proactive	2	9.1	5	22.7
Communication helps risk be identified and managed through sharing of info	11	50.0	6	27.3
Advocacy - Communication can explain policies to encourage understanding and 'buy-in' as well as contribute to policy formulation <i>via</i> work-shopping such policies, induction/orientation processes	9	40.9	6	27.3
Minimises negative impact on department image by correct messaging	2	9.1	7	31.8
Communication promotes employee well-being, thus minimising negative actions/activities by employees	2	9.1		
Communication establishes good rapport with media to minimise negative publicity and promote transparency and accountability	5	22.7		
Crisis communication committee and strategy needs to be in place			2	9.1
Policy manages risk by managing information access and information dissemination			7	31.8

It is noted that the first two statements are applicable to external respondents only and pertain to access to information (31.8%) and crisis management (9.1%). The second two statements are conversely applicable only to internal respondents and which pertain to organisation image management (22.7%) and employee wellness (9.1%). Each of these respondents isolate aspects pertaining specifically to them.

Internal respondents place a very high priority on information-sharing (50%) and policy advocacy (40.9%). External respondents place emphasis on department imaging and information access and dissemination (31.8% each), as well as policy advocacy and information-sharing (27.3% each). The synergy between both sets of respondents on the

issues of information-sharing reflects both the views that there is a belief amongst these respondents that not all critical and relevant information is being shared, so they do not have a correct view of issues at hand. The similar need for policy advocacy indicates their views that the department cannot be held accountable as the mechanisms for ensured accountability, i.e. policy, is not made available to respondents. These shared views underscore the need for a communication policy to regularize communication both internally and externally.

**Figure 5.46: Communication as a Mitigating Factor to Risk Management**



The DSR comprises head office (at 2 separate sites), 11 district offices spread over 8 sites, and numerous hubs in wards. District offices are construed to be a decentralised structure in this instance. The need for clear communication is critical to all offices to work in sync with each other, especially since the process of deconstruction accompanies

the process of decentralisation. Borja & Castells (1999:190) are of the view that one of the pre-requisites for effective service-delivery is the need for good communication between centralised monitoring organisations and the decentralised organisations.

### 5.5.6 SECTION 5 – e-Governance

e-Governance refers to the management of service provision by government to its beneficiary stakeholders *via* the use of technology.

#### 5.5.6.1 Concept of ‘e-Governance’

The concept of e-Governance is a fairly current phenomenon. *Table 5.42* below depicts the understanding by the respondents of the concept.

**Table 5.42: Understanding of Concept of e-Governance**

	<i>Internal</i>		<i>External</i>	
	<i>Count</i>	<i>Percent</i>	<i>Count</i>	<i>Percent</i>
Use of IT/technology/ electronic media/communication mechanisms to make people aware of department services available	14	63.6	14	63.6
Not sure	4	18.2	7	31.8
Electronic manner of ensuring administration is done	1	4.5	7	31.8
Common electronic platform where government departments jointly provide information to the public	3	13.6	3	13.6

It is noted that there is a synergy in the understanding of both sets of respondents with regard to the first statement, which is the highest in both instances (63.6%). There is also a synergy in statement 3 which recorded the third highest rating (13.6%) in both instances. The second highest priority was placed on “not sure” in both instances, with internal (18.2%) and external (31.8%) respondents.

#### 5.5.6.2 e-Governance Contribution to Service Delivery

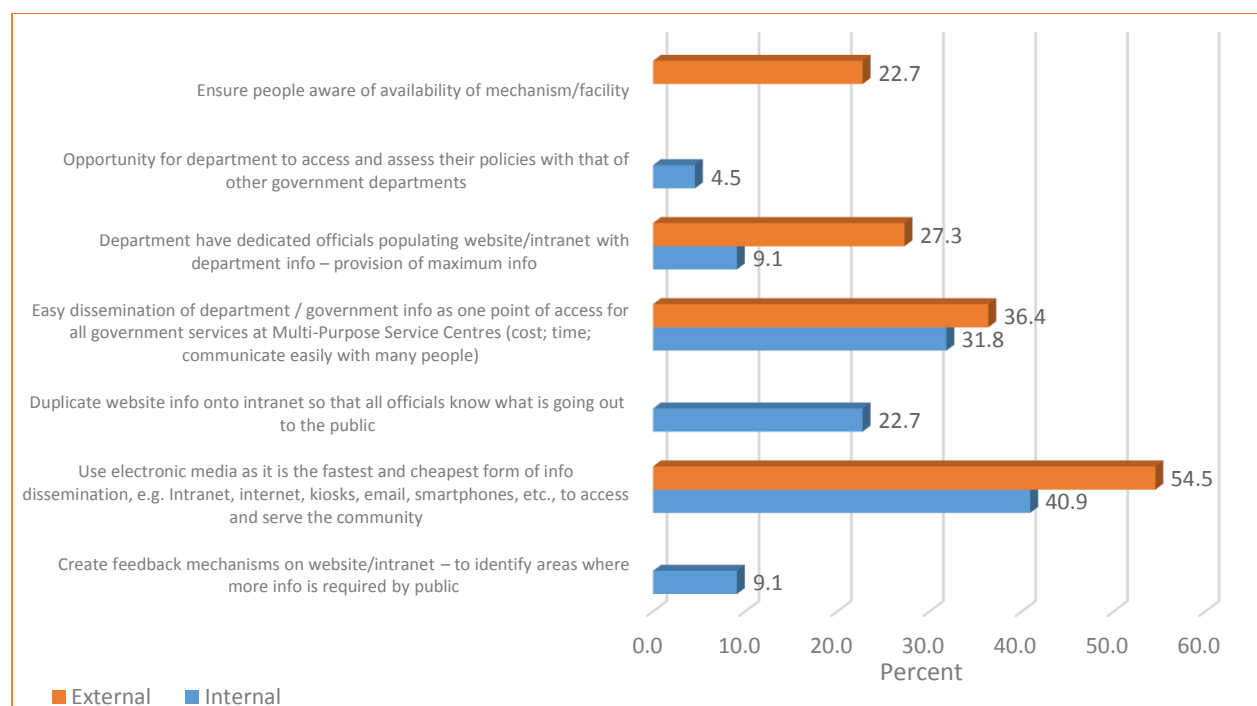
The possible use of e-Governance to improve service delivery by the DSR is depicted in *Table 5.43* that follows, with the discussion of results will be based on *Figure 5.47* that follows.

It is noted that the highest rating placed in both instances on statement 6, with external (54.5%) and internal (40.9%) respondents. The second highest rating in both instances is placed on statement 4, with external (36.4%) and internal (31.8%) respondents. The first statement by external respondents (22.7%) pertains to awareness of the facility or mechanisms. Statements 2 (4.5%), 5 (22.7%) and 7 (9.1%) by internal respondents reflect on intergovernmental relations, employee awareness and electronic feedback mechanisms respectively.

**Table 5.43: e-Governance Contribution to Service Delivery**

	<i><b>Internal</b></i>		<i><b>External</b></i>	
	<i><b>Count</b></i>	<i><b>Percent</b></i>	<i><b>Count</b></i>	<i><b>Percent</b></i>
Create feedback mechanisms on website/intranet – to identify areas where more information is required by public	2	9.1		
Use electronic media as it is the fastest and cheapest form of information dissemination, e.g. Intranet, Internet, kiosks, email, smartphones, etc., to access and serve the community	9	40.9	12	54.5
Duplicate website information onto intranet so that all officials know what is going out to the public	5	22.7		
Easy dissemination of department / government information as one point of access for all government services at Multi-Purpose Service Centres (cost; time; communicate easily with many people)	7	31.8	8	36.4
Department have dedicated officials populating website/intranet with department information–provision of maximum info	2	9.1	6	27.3
Opportunity for department to access and assess their policies with that of other government departments	1	4.5		
Ensure people aware of availability of mechanism/facility			5	22.7

**Figure 5.47: e-Governance Contribution to Service Delivery**



## 5.5.7 SECTION 6 – Use of Electronic Communication Media

The use of electronic media features highly in communication strategy. Emphasis is placed on this conduit as a result of technological advancement.

### 5.5.7.1 DSR Usage of Electronic Media

The respondents have engaged the department in various forms by virtue of their activities as stakeholders and beneficiaries. *Table 5.44* below depicts the views of respondents on the effectiveness of DSR electronic communication.

**Table 5.44: Assessment of DSR Electronic Communication**

	Yes		No	
	Count	Percent	Count	Percent
Internal			22	100.0
External	6	28.6	15	71.4

It is noted that 100% of internal respondents indicated that the department does not communicate effectively using electronic media, including social media. This view was

supported by the majority of the external respondents (71.4%). A little more than a quarter of the external respondents (28.6%) believed that the department communicated effectively using electronic media.

#### 5.5.7.2 Effectiveness of DSR Electronic Communication

The reasons furnished by the respondents for their views is depicted in *Table 5.45* below. However, the discussion of these views will be based on *Figure 5.48* that follows as a result of its illustrative values.

**Table 5.45: Effectiveness of DSR Electronic Communication**

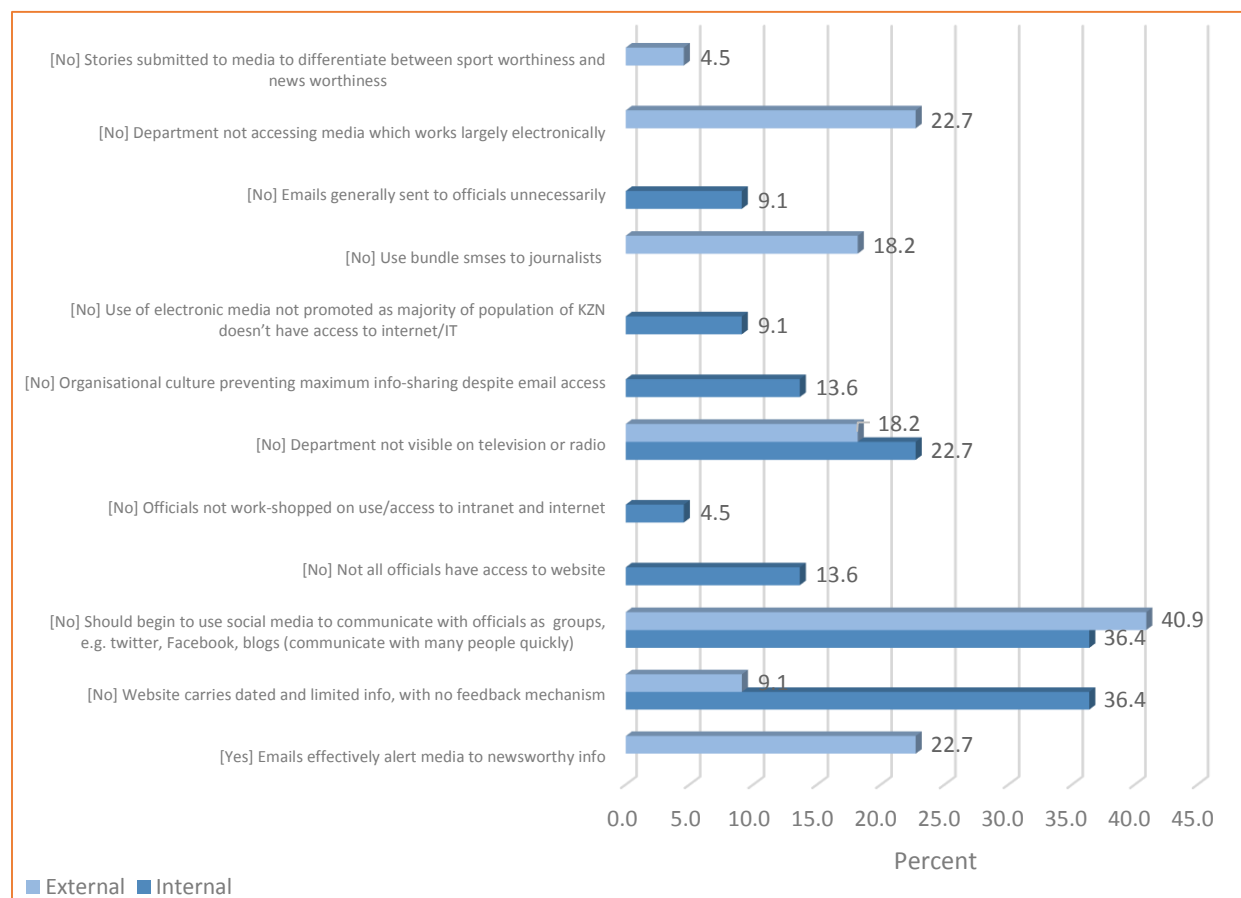
	<i>Internal</i>		<i>External</i>	
	<i>Count</i>	<i>Percent</i>	<i>Count</i>	<i>Percent</i>
Emails generally sent to officials unnecessarily	2	9.1		
Website carries dated and limited info, with no feedback mechanism	8	36.4	2	9.1
Should begin to use social media to communicate with officials as groups, e.g. twitter, Facebook, blogs (communicate with many people quickly)	8	36.4	9	40.9
Not all officials have access to website	3	13.6		
Officials not work-shopped on use/access to intranet and Internet	1	4.5		
Department not visible on television or radio	5	22.7	4	18.2
Organisational culture preventing maximum info-sharing despite email access	3	13.6		
Use of electronic media not promoted as majority of population of KZN doesn't have access to Internet/IT	2	9.1	4	18.2
Use bundle smses to journalists			4	18.2
Emails effectively alert media to newsworthy info			5	22.7
Department not accessing media which works largely electronically			5	22.7
Stories submitted to media to differentiate between sport worthiness and news worthiness			1	4.5

It is noted that 22.7% of external respondents identified email contact with media as a positive use of electronic communication by the department. The other 11 statements support a negative view of the department's usage of electronic communication. The highest rating by respondents was attributed to the need for usage of social media by external (40.9%) and internal (36.44%) respondents. Internal respondents also prioritised



the dated information published on the website (36.44%). Priority was also placed on the absence of the department from television and radio by internal (22.7%) and external (18.2%) respondents.

**Figure 5.48: Effectiveness of DSR Electronic Communication**



## 5.5.8 SECTION 7 – Public Administration and Public Governance

There is often a confusion in the interpretation and usage of the terms 'public administration' and 'public governance'. This section presented the views of the respondents on their understanding of the terminology.

### 5.5.8.1 Definition of the term 'Public Administration'

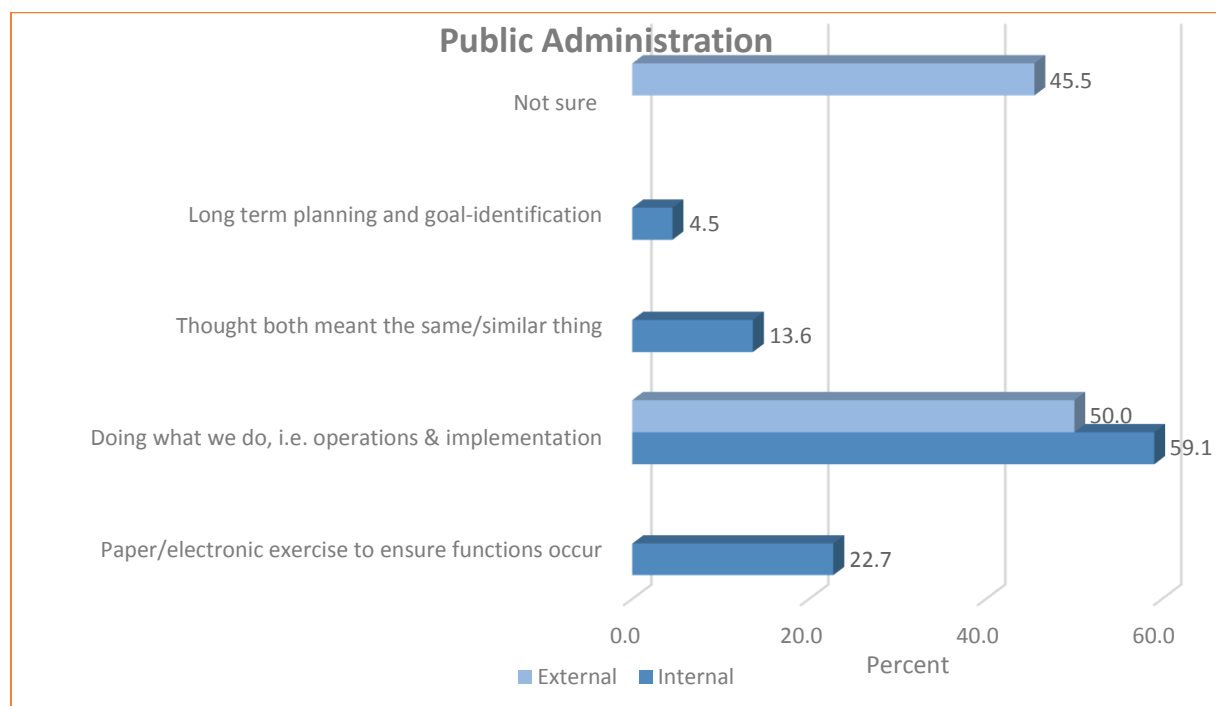
Table 5.46 that follows depicts the views of the respondents on their definition of the term 'Public Administration'. Discussion is based on Figure 5.49 that follows.

It is noted that the majority of the definitions were similar for both the external (50%) and internal (59.1%) respondents. Internal respondents accorded the second highest rating to statement number 5 (22.7%). A little less than half the external respondents indicated that they were not sure of the definition (45.5%).

**Table 5.46: Definition of the term ‘Public Administration’**

	<i>Internal</i>		<i>External</i>	
	<i>Count</i>	<i>Percent</i>	<i>Count</i>	<i>Percent</i>
Paper/electronic exercise to ensure functions occur	5	22.7		
Doing what we do, i.e. operations & implementation	13	59.1	11	50.0
Thought both meant the same/similar thing	3	13.6		
Long term planning and goal-identification	1	4.5		
Not sure			10	45.5

**Figure 5.49: Definition of the term ‘Public Administration’**



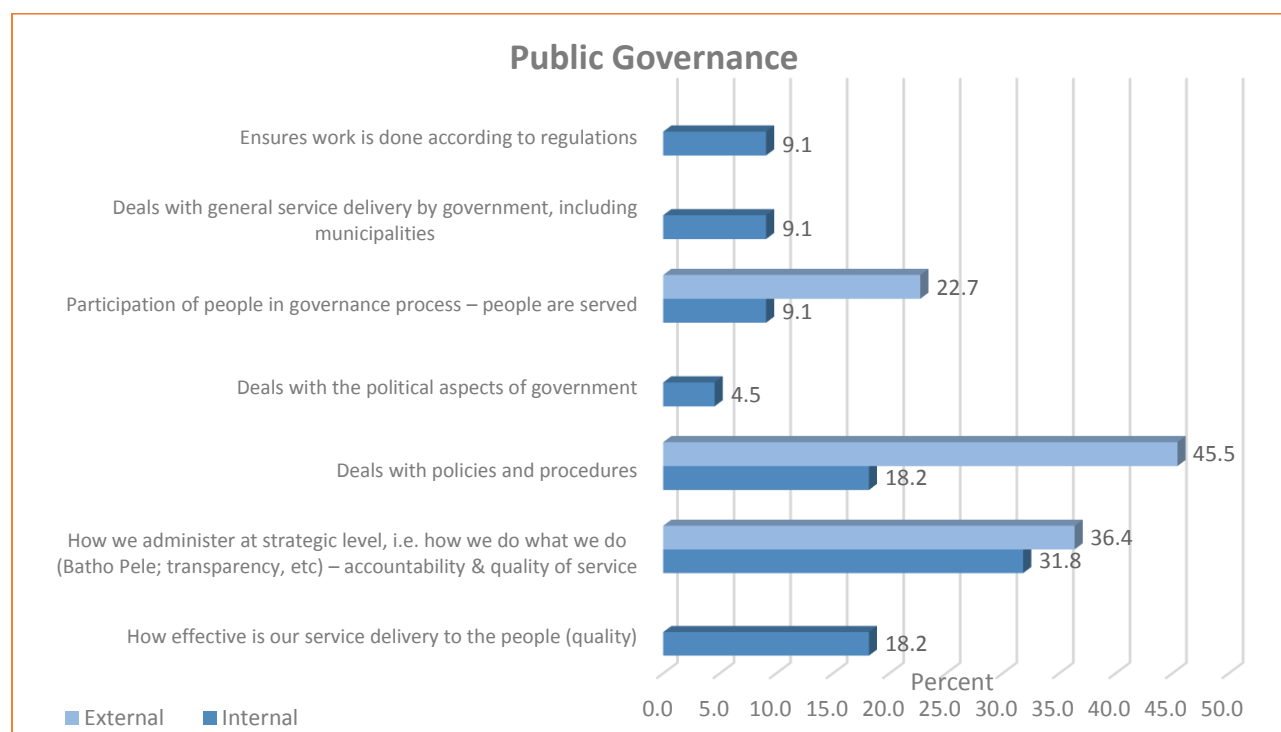
### 5.5.8.2 Definition of the term ‘Public Governance’

The definition of the term ‘public governance’ is depicted in *Table 5.47* below, with discussion on this response being based on the illustrated values of *Figure 5.50* that follows.

**Table 5.47: Definition of the term ‘Public Governance’**

	<i>Internal</i>		<i>External</i>	
	<i>Count</i>	<i>Percent</i>	<i>Count</i>	<i>Percent</i>
How effective is our service delivery to the people (quality)	4	18.2		
How we administer at strategic level, i.e. how we do what we do (Batho Pele; transparency, etc) – accountability & quality of service	7	31.8	8	36.4
Deals with policies and procedures	4	18.2	10	45.5
Deals with the political aspects of government	1	4.5		
Participation of people in governance process – people are served	2	9.1	5	22.7
Deals with general service delivery by government, including municipalities	2	9.1		
Ensures work is done according to regulations	2	9.1		

**Figure 5.50: Definition of the term ‘Public Governance’**



It is observed that there is a variance of less than 5% between the responses of internal and external responses to statement number 6. Whilst the highest rating was attributed to statement number 5 (deals with policies and procedures) by external stakeholders, this issue of policies and procedures was attributed a low 18.2% by internal respondents. A moderate emphasis was placed on statement number 3 (participation of people in governance process – people are served) by external respondents (22.7%) as opposed to the low rating by internal respondents (9.1%). The responses by the external respondents were restricted to 3 responses (statements 3, 5 and 6 which focused on “people are served”, “deals with policies and procedures” and “how we administer at strategic level” respectively), as opposed to the 7 identified statements by internal responses.

#### **5.5.9 SECTION 8 – Communication Strategy to Improve Service Delivery**

In addition to the afore-mentioned aspects, the respondents presented various other strategies that they believed could be beneficial to improving the effectiveness of communication practised by the department. *Tables 5.48 and 5.49* that follow list these strategies per category.

It is noted that the three highest ratings by the internal respondents pertain to communication advice at the decision-making forum (40.9%), district and head office communication (27.3%) and forum for officials (22.7%). These findings are of great significance as stakeholders indicate their belief that internal communication has a major impact on the DSR interaction with their stakeholder entity at any level; and stakeholders of the DSR are present at ward, district and provincial levels. This type of interactive communication internally has a direct impact with the quality of messaging of the stakeholder forum externally.

**Table 5.48: *Internal Respondents' View on Contribution by Communication Strategically to Enhance Service Delivery***

	<b>Count</b>	<b>Percent</b>
Communication should advise implementation at decision-making forum for quick dissemination	9	40.9
Communication to promote both district and head office activities	6	27.3
Adopt a communication policy – will regulate activities of department w.r.t. effectiveness of communication	3	13.6
Prepare ground to be receptive for department programmes to come – pre-publicity	1	4.5
Ensure feedback mechanisms at all levels	1	4.5
Branding should be programme specific rather than being generic	2	9.1
Workshop districts on exactly what services are provided by the communication component – need a handbook	1	4.5
Use department officials who are keen athletes/sportspersons as ambassadors to promote the presence/image of the department	1	4.5
Increase use of IT/e-Governance for speedy dissemination of info	1	4.5
Communication need to inform public on all aspects of its activities, including areas allocated to stakeholder activities	1	4.5
Increase communication between department and stakeholders such as federations	2	9.1
Need forum for officials to air their views on issues – in the absence of meetings	5	22.7
Require more frequent component meetings	1	4.5
Don't send one press release to all media	1	4.5
Debriefing after event/programmes as critical feedback mechanism	2	9.1

It is noted that external respondents prioritised publicity by community media (36.4%) and communicator visibility (36.4%), with social media (31.8%) as the second highest priority. These findings are clear indicators to the DSR on what are the communication conduits of priority to the stakeholder community, and that which should be prioritised in the communication policy and strategy of the DSR in order for communication to be effective enough to enhance service delivery.

Research has also indicated that the benefits of direct and personal interaction are manifold. Regular interactions at meetings and discussion fora, irrespective of level, promote the spirit of teamwork, consultation, co-operation and very importantly, offers an opportunity for public relations to be practised.

**Table 5.49: *External Respondents' View on Contribution by Communication Strategically to Enhance Service Delivery***

	<b>Count</b>	<b>Percent</b>
Projects need to be highlighted	4	18.2
Language must be addressed to public and not for other government officials – for whom do we write – don't use government jargon	3	13.6
Use more press conferences	2	9.1
Use social media for the youth in particular	7	31.8
Media Releases – media houses prefer as little work as possible – provide completed article or just facts	4	18.2
Use major sport stars to promote DSR programmes in media	4	18.2
Call media houses to alert them of important and major programmes	1	4.5
Use SAFAwire for unique and exclusive angles for each media house	2	9.1
MEC to meet with SANEF (editor's forum) to improve relationship with media	1	4.5
Spend equal amount of communication attention on all codes of sport	5	22.7
Publicise CSI programmes available for the public	6	27.3
Hold a biennial indaba with the media – build relationships with the media	2	9.1
People interested in what's happening locally – in their immediate neighbourhood	4	18.2
'look-local' website can be used for local news	1	4.5
More publicity to be done in community newspapers/tabloids/radio	8	36.4
Disseminate information in little chunks so that media can look at various angles and promote prolonged coverage –information management	1	4.5
Communicators should be more visible	8	36.4
Ensure all stakeholders to projects promote the project accordingly	4	18.2
Promote stakeholder engagement programmes/activities	1	4.5
Use stakeholder networks for contact with department beneficiaries	1	4.5

Carletta, Garrod & Fraser-Krauss (1998:1-2) maintain that current management theory about 'teams' suggest that groups instated with joint authority present more innovative decisions, provided that these teams are small. The authors also maintain that innovation requires both information and ideas be freely exchanged between different functionaries within the same organisation. This view is supportive of the accepted practice of the committees and fora approach adopted by government in the main. There is a need for such an approach to be promoted at DSR to ensure that the overall benefits of consultation and joint decision-making promotes communication at all levels of the department. The results of this research study has highlighted both the need for such consultation and information-dissemination, together with respondents request for such fora.

## 5.6 SUMMARY

Quantitative and qualitative analyses of the surveys have been undertaken to present and illustrate the responses of the respondents on the current nature of communication interaction with the department, as well as their overall views on the manner in which communication can be used strategically to improve service delivery. Trends and patterns emerged from the empirical surveys which were also presented graphically to provide insights into this area of enquiry. These graphic representations were the result of detailed analyses presented initially in the form of tables and with the use of research methods tools including Kaiser-Meyer-Olkin Measure of Sampling Adequacy and Bartlett's Test of Sphericity to analyse the statistical analysis and to highlight significance in discussions.

The major part of the analyses of qualitative data was obtained through the questionnaire to DSR officials (*Annexure 5.1*), the questionnaire for DSR stakeholders (*Annexure 5.2*) and the interview questionnaire to both DSR officials and stakeholders (*Annexure 5.3*).

Discussion of results presented were provided after each table or figure and a triangulation of results was examined in the chapter. Such analysis was presented graphically with discussion presented in narrative form. The five objectives set for the study were successfully explored, taking cognisance of the key questions set out in Chapter One of the study.

## CHAPTER SIX

### 6 CONCLUSION AND RECOMMENDATIONS

#### 6.1 INTRODUCTION

The main objective of this chapter is to present the conclusion and recommendations of this research study. The initial synopsis of the chapters is followed by a synthesis of the objectives which are linked to the research data discussed under the research themes. The subsequent conclusion derived is followed by future research imperatives that have been recommended, culminating in the finalisation of the research study.

#### 6.2 OBJECTIVES OF THE STUDY

The objectives set out in this study directed the scope and nature of the research that was undertaken. These objectives have been met and are elaborated on as follows:

##### **6.2.1 Identify areas within DSR communication policy where strategic communication can be introduced**

The researcher intended to investigate areas within the current and unapproved communication policy where strategic communication could be incorporated in order to enhance service delivery. The collation of data, through quantitative and qualitative methods was intended to complement current generic Communication policy information and formulation at the provincial government level. This objective has been adequately achieved and the results illustrated. There has been significant areas identified where the current drafted Communication policy can be amended to improve and enhance service delivery.

##### **6.2.2 Determine role of strategic communication as a performance management tool to pursue excellence within DSR**

The researcher's intent to determine the manner in which strategic communication can be assimilated into DSR programmes to enhance service delivery has been met. The Employee Performance Management Development System (EPMDS) currently forms the basis of rewarding employee performance and strategic communication not only offers an opportunity to enhance such employee performances, but to also manage and



promote the deliverables of employees under one's direct supervision. There have been areas identified where strategic communication can be adopted to improve the pursuance of excellence as sought by the DSR.

#### **6.2.3 Evaluate willingness and state of readiness of DSR to adopt strategic communication measures as a management tool**

The objective of assessing and evaluating the state of readiness of the DSR to adopt strategic communication as a management tool was adequately met. Various areas of address were ascertained by both officials of the DSR, as well as DSR stakeholders. The objective was achieved by consulting with respondents through discussion and consultation on key aspects using both qualitative and quantitative information-gathering techniques.

#### **6.2.4 Assess usage of e-Governance policy mechanisms adopted by DSR**

The objective of assessing the usage of e-Governance policy mechanisms adopted by the DSR was achieved. Assessment of current government legislation and imperatives on e-Governance, both in South Africa and internationally was used to ascertain the *status quo* of e-Governance within the DSR. The surveys conducted elicited views of both internal and external stakeholders in this regard.

#### **6.2.5 Recommend a broad-based and systemic strategic communication policy model for DSR.**

The final objective had been the recommendation of a broad-based and systemic strategic communication policy model for the DSR. This objective was achieved and is discussed in greater detail under recommendations in the latter part of this chapter.

### **6.3 CONCLUSIONS DERIVED FROM THE RESEARCH STUDY**

The results of this research study would, in most cases, serve as a source of information and data vital for consideration in the design and implementation of a Communication policy not only by the DSR, but by any government entity intent on either compiling a new Communication policy or attempting to improve an existing one. Analysis of these variables in context would ultimately result in developing procedures that would contribute

to improved policy-making approaches that contribute ultimately to improved service-delivery.

The conclusion derived from this particular research study is presented under the respective themes in the following discussions. Where possible, the data obtained from all three groups of respondents are grouped in accordance with the research themes.

### **6.3.1 Category of Respondents**

The research findings depict the biographical data of respondents as reflective of the diverse nature of the respondents. Both questionnaires meet the *Cronbach's Alpha Score* of reliability, underscoring the authenticity of the findings. The spread of the post levels within the DSR indicate the representative nature of the respondents to the structure of the DSR. The 15 categories of stakeholders to the DSR are also representative of the wide base of interaction.

The majority of the DSR officials have been employed in their current post for more than 5 years. The majority of the DSR stakeholder respondents have interacted with the DSR for more than 5 years. This incidence of experience underscores the validity and reliability of the responses in both instances. The majority of the DSR officials do not form part of any standing committee meetings which indicates that these respondents are out of both the communication and consultative loops.

There are very few Section/Component Heads (7%) that have control of their component budgets, underscoring the fact that the majority of these officials have very little (economic) control over what their respective components are expected to deliver. This lack of control extends to communication activity and expenditure as well.

There is a large contingent of the DSR that does not interact with the CSC (31%). Another large contingent (15.5%) is uncertain of whether they are expected to interact with the CSC, suggesting their non-interaction with the CSC. This depicts that almost half of the DSR contingent (46.5%) does not interact with the CSC. This view is supported by the

frequency of interaction between the respondents and the CSC being a low 16.9%. This is a key area of redress as currently the CSC does not effectively or adequately serve its function of being a support service to the department.

### **6.3.2 Communication Policy**

There is great uncertainty amongst the DSR officials on the exact number of approved policies that exist within the organisation, indicating poor working knowledge of these respondents. Furthermore, there is a need for the DSR to have a Communication policy, and that the existence of a Communication policy would be indicative of the DSR's adoption of good governance procedures. The majority of the DSR stakeholders have not been consulted on the drafting of the Communication policy and believe that the current draft policy is ineffective. The bureaucratic nature of governance within the department highlights the challenges faced by beneficiaries for greater participation in the policy-formulation process, which proves bureaucracies can contribute to ineffectiveness. This finding in the study refutes the claim by author Jain (2004:3) who supports Max Weber's Theory of Bureaucracy. The author maintains the contrasting view that bureaucracies are highly efficient structures which objectively deliver on their mandate.

There are many benefits of having an (approved) Communication policy, the greatest benefit being access to information. The majority of the DSR respondents believe that there is a dire need for the services of the Communication component as a significant support service to their programmes. However, many of these respondents were uncertain on whether the CSC inputs were incorporated into their component planning sessions as a result of their exclusion from the consultative component or management fora.

### **6.3.3 Communication as a Strategic Tool to Manage Risk**

The majority of the DSR respondents and stakeholders are unsure of whether there is a Communication strategy or whether they had been consulted on the compilation of one. Consequently, they were unable to comment on the effectiveness of Communication strategy if one does exist. These respondents are thus also not privy to important

component information and decisions, so they are not informed of all important decisions formally or timeously.

The majority of the DSR respondents believe that the HoC should be present at EXCO level where strategic management decisions are made. They are not certain whether the HoC is currently a member of EXCO.

The interviewees are of the view that communication can be used as a strategic tool to improve performance, and thus service-delivery in various ways.

The majority of the DSR respondents, stakeholders and interviewees are of the view that a Communication policy would be an effective tool to manage risk within the department. by complementing other risk mitigators. They also believe that access to information by all stakeholders internally and externally, is the greatest contributor towards risk mitigation.

#### **6.3.4 'Grapevine' Communication**

The majority of the DSR respondents believe that there is an active 'grapevine' within the organisation, and they have provided various reasons as motivation in both instances.

There were two opposing views provided on the effects of an active 'grapevine' on an organisation. The respondents and interviewees provided equal weighting in support of both the positive and negative effects. Structural review is required to minimise the need for informal communication.

#### **6.3.5 e-Governance as Strategic Communication**

The majority of the respondents and interviewees were knowledgeable on the concept of e-Government and e-Governance. There is a strong view that that e-governance holds many benefits for government in general, and for the DSR in particular. The majority of the DSR and stakeholder respondents have access to Internet services. The majority of the DSR respondents have not been trained in computer literacy/email usage by the

department despite their jobs being highly dependent on email usage. A tenth of the DSR and stakeholder respondents are not sufficiently computer literate to access the Internet or intranet. The content published on the website and intranet is of value to those who are able to navigate for information.

The DSR respondents who visit the website are also regular users of the intranet, indicating the synergy between both. Many DSR respondents don't visit either the website or the intranet as they are unsure of whether they have access to these facilities, and this inadvertently impacts negatively on their knowledge of the content or the updating of information on these platforms. Twenty five percent of the DSR stakeholders visit the DSR website frequently, and indicated that the website is updated regularly with salient information, whilst the other 75% indicated that they do not visit the website because they believe that the content is not updated regularly enough. However, approximately 30% of these respondents are unsure whether the DSR has a website, so they do not access this communication conduit.

### **6.3.6 Incorporation of Social Media as a Publicity Tool for Government**

The majority of the respondents and interviewees believe that social media is a very effective publicity tool for government as these provide many benefits, and that these platforms should be incorporated into the Communication strategy. The majority of the DSR and stakeholder respondents are either unsure of, or unaware of, whether the department has any social media account. The majority of the respondents and interviewees do not access any of these social media accounts, possibly because they believe these do not exist. The majority of the interviewees believe that the department does not communicate effectively using electronic media in general.

### **6.3.7 Strategic Communication as Enabler to Good Governance**

Majority of respondents and interviewees understand the basic difference between public administration and public governance. Majority of the respondents and interviewees believe that strategic communication is an enabler to good governance as it enacts the *Batho Pele* Principles of transparency and accountability, *amongst others*. Whilst majority

of the DSR stakeholders believe that there needs to be more transparency displayed by government, legislation itself is not effective enough to ensure good governance. The DSR and stakeholder respondents identified a range of reasons for limited transparency within the department.

The majority of the DSR and stakeholder respondents believe that feedback mechanisms are important forms of communication to the department, and that there are a number of mechanisms available. The majority of the DSR and stakeholder respondents rated the overall quality of governance in terms of effective communication by the department with both internal and external stakeholders as average, which is an indicator of a major gap.

#### **6.3.8 Factors for Inclusion in a Communication Policy**

There were a range of considerations proposed for inclusion in a communication policy by all respondents and interviewees. These included the following key aspects, *amongst others*: purpose, objectives, information dissemination mechanisms, dedicated budget, resource centre and key messengers.

### **6.4 RECOMMENDATIONS**

The research resulted in a conclusion that had been reached on why strategic communication should be factored into the Communication policy, as well as how this should be done. These aspects were presented in Section 6.4 of this chapter and focused on the various typologies for consideration as part of the key questions and objectives of the research study.

The formulation of recommendations for this study has considered data obtained from all three groups of respondents who formed the study sample. This section presents recommendations on how and why strategic communication should be incorporated into a (revised) Communication policy by the DSR with the specific intent of enhancing service delivery. The recommendations will be separated into recommendations based on findings and recommendations in respect of future research. This thesis thus makes the following recommendations:

#### **6.4.1 Recommendations based on Findings**

The following findings tie up with the theoretical chapter which focuses on the theory and context of the field of study of public administration and the DSR as a case study.

The recommendations below have a direct impact on the use of communication as a strategic tool to enhance service-delivery as part of communication policy reform. These are premised as follows:

##### **6.4.1.1 Approval of a communication policy**

MANCO and EXCO to assess and approve a Communication policy as soon as possible, after which a Communication strategy can be formally adopted. The draft Communication Policy can be reviewed and improved as per approved policy-formulation processes before adoption. Communication policy incorporating functions as a strategic tool and mitigator to complement other risk management mechanisms by providing a monitoring and evaluation tool, and the HoC (or proxy) should thus form part of the Risk Management Committee. Formulation of an approved communication policy should be fast-tracked to mitigate against the current active 'grapevine' present within the Department, a finding supported by the view of Dlamini (2011:11) that government communication needs to be more consistent and regular. Communication policy to be compiled needs to incorporate the communication considerations present in the Constitution of the country, the Citizen's Charter and the communication policies of SRSA and the Office of the Premier. The Department should publicise the communication platforms used to all stakeholders (internally and externally) for the communication process to be effective and efficient;

##### **6.4.1.2 Restructuring of the Department**

To regularise the roles and responsibilities of all officials, especially the Heads of Components/Sections in terms of decision-making, the expediting of the restructuring process is of utmost importance. This process will create opportunities for information-sharing and consultation at various levels. Restructuring must also consider the human resources requirements of the CSC, as well as a dedicated budget. The HoC should form part of EXCO as this is the strategic and policy-making committee. Communication advocacy and specific functions should be devolved to the District Heads, especially since

there is a growing interest in the *Look Local* website (people indicating a greater reading interest in local events and happenings). The MEC's report in the *Annual Performance Plan* for April 2012 to March 2013 (2012:3) ...endorses this finding that the organizational structure will need to be reviewed to ensure there is alignment between the structure and what the department plans to deliver."

#### **6.4.1.3 Convening of regular meetings:**

This should be done at all levels, hence promoting information-sharing and engaging in due consultation. Department officials need to be made aware of the composition of EXCO and all other decision-making fora which, according to Christensen & Laegreid (2011:131), would be in keeping with managerial accountability based on the NPM;

#### **6.4.1.4 Consultation and participative governance:**

All relevant stakeholders (internal and external) should be engaged on the formulation of a (Communication) policy which needs to be holistic and compiled in accordance with approved policy-formulation procedures. The current top-down approach to policy-formulation has to be reviewed with staff experience and contribution being considered. Participative governance in policy formulation, implementation and oversight is imperative. The Department should prioritise the provision of feedback mechanisms across the province in order to promote interaction with all stakeholders, a finding in keeping with the 2013 SOPA address where the former Premier, Dr Z. Mkhize, emphasised the importance of consultation;

#### **6.4.1.5 Internet usage:**

The Internet needs to be used to greater effect. This finding is in keeping with the view of the European Commission (cited in Pourezzat *et. al.* 2007:303) which defines the use of ICT to improve provision of public services to support public policies. The website can be used not only for advocacy but also to persuade compliance, as in the instance of publicising approved strategic partners who comply with fiscal requirements of department funding. Social media and e-Governance can be anchored on the website as well. The Intranet could be utilised to greater effect by publishing of more relevant



information for staff to be in the information loop, e.g. publishing of an updated list of policies on the intranet so that all officials are provided with the opportunity to access and acquaint themselves with the relevant content. Such information-sharing will empower these officials to work more effectively as a team within the parameters of government;

#### **6.4.1.6 Social media:**

Department initially created a minimum of one social media account, and subsequently has a presence on all social media platforms. This initiative is in keeping with the use of social media, as part of e-Governance, to provide access to government services easily and economically to the public; and

#### **6.4.1.7 Computer-literacy:**

Ten percent of the officials who have not been trained in computer literacy and Internet usage need to be trained so as to optimise the use of e-Governance, especially in the technological age in which government currently operates. This finding is supported by Deursen (cited in Wimmer *et al.* 2007:151) that “government should aim at both the digitally skilled and the laggards” in its pursuit of achieving effective e-Governance.

### **6.4.2 Recommendations based on Future Research**

This research policy leans on theoretical constructs of policy literature by linking aspects of the topic being researched into policy administration and policy communication dichotomy. The model to be proposed on strategic communication assimilation into existing communication policy can be incorporated by any provincial government department within South Africa.

Future research in relation to the integration of strategic communication to promote good governance and the Principles of *Batho Pele* should explore the following:

6.4.2.1 **Integration of roles** between provincial government departments and the Office of the Premier. This research study could investigate the possibility of synergetic functioning between the Office of the Premier and various government departments;

6.4.2.2 **Devolving of communication responsibility and authority** to districts within a provincial government entity. This research study could investigate the correlation between the structure of a provincial government department and district communication services as agents closest to the point-of-delivery;

6.4.2.3 **Structure and functions** of a Provincial Communication Services component. This research study could investigate the possibility of regularizing a Provincial Communication Services component in terms of structure, budget, human resources, etc;

6.4.2.4 **Effects of language** as a means of communication at provincial government level. This research study could investigate the viability of communication services being offered in a variety of official languages;

6.4.2.5 **Relationship** between political and departmental communication services. This research study could investigate the viability of combination and effectiveness of both political and department communication services;

6.4.2.6 **Control and seating** of the communication services budget in provincial government entities. This research study could investigate the impact of budget allocation and control on provincial communication service delivery; and

6.4.2.7 A **Provincial Integrated Communications Directorate** for KZN Government. This research study could investigate the possibility of combining provincial government communication as one cohesive component.

## **6.5 A PROPOSED MODEL FOR STRATEGIC COMMUNICATION INCORPORATION INTO THE PROVINCIAL COMMUNICATION POLICY**

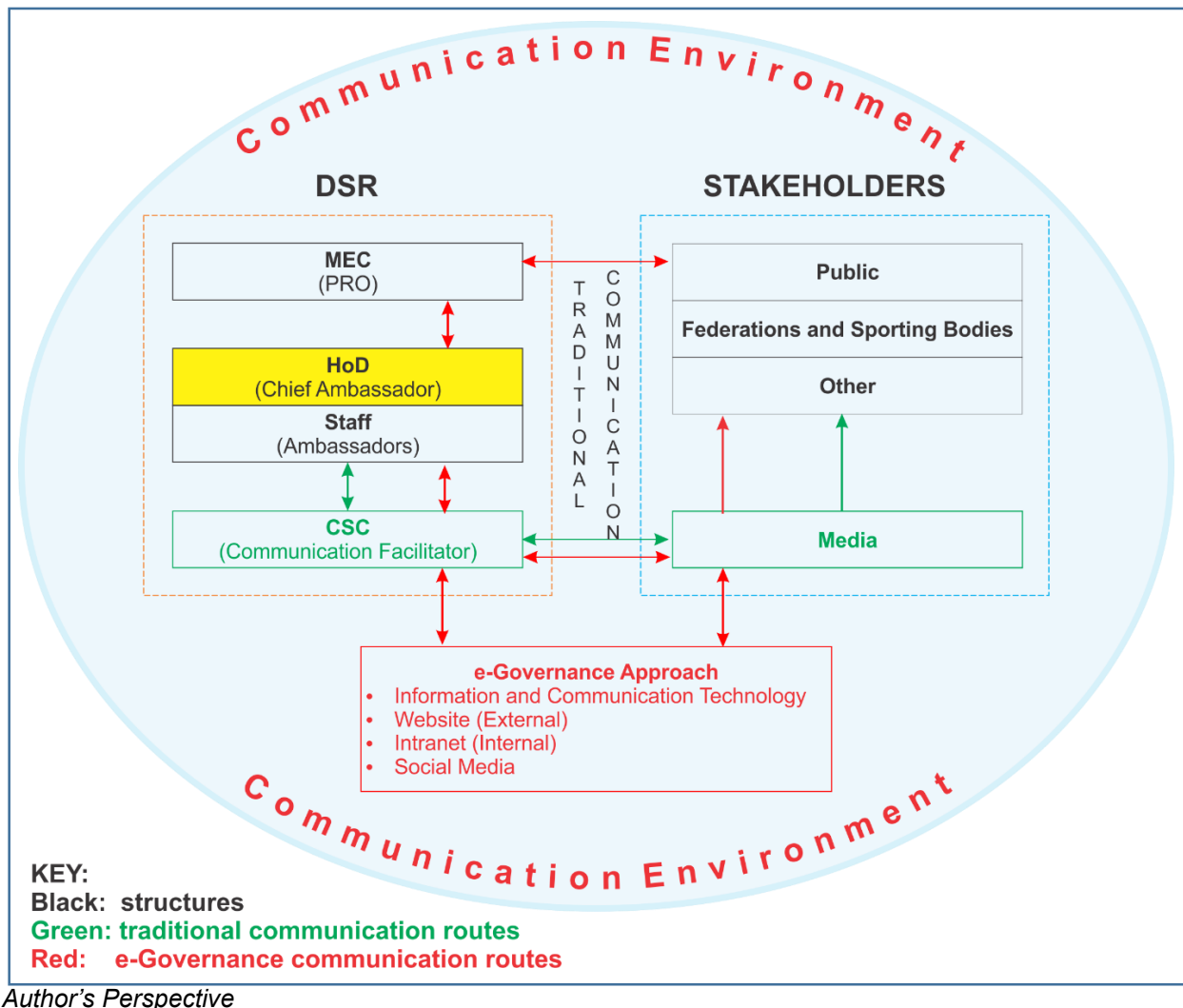
The model proposed in *Figure 6.1* that follows is based on the belief that the formulation of a well-developed communication policy will address both the continued usage of traditional communication practices and procedures. It will also ensure that the department embraces the use of technology to meet the communication needs of a target market dependent on information technology in every facet of their lives. This target market is also present within the department as officials and practitioners. The model proposes the following strategic approach to communication that is to be incorporated into the policy:

The communication environment (*shaded area*) depicting the interaction of stakeholders is permeating the entire organisational service environment, both in terms of internal functions, and as a service provider to the wider audience externally.

The 'traditional' forms of communication services (CSC and the media) are to continue their presence within the policy.

All forms of communication (vertically and horizontally) ought to embrace the e-Governance approach to ensure that there is effective information dissemination and to promote a seamless flow of information (as illustrated by the *red arrows*). The strategic approach is the intentional embracing of e-Governance as the foundation of the improved and all-encompassing communication policy.

**Figure 6.1: e-Governance as Basis for Strategic Communication**



The two-way communication within the DSR is now conducted as per the specifics tasks allocated per office (Public Relations Officer [PRO], Ambassador or Facilitator). Previously the HoD (Chief Ambassador) was not fully integrated as an integral communication representative for the department. Through this model, it is proposed that the Office of the HoD be included as an active participant in the communication process, thus contributing to the overall efficacy of the department's policy on information management. The Office of the HoD, as the information hub and focal point of the department, will thus serve as the facilitator of information provision to all stakeholders within the department in the quickest possible time. This view is also propagated by

Coleman (2005:1) in the belief that e-Governance is a cheaper and more effective method of managing and processing information as it promotes a freer flow of information between the various layers of the department, as well as between government and the citizens. The author also highlights the use of e-Governance as a mechanism to combine traditional and modern methods of accountability, a factor relevant to the economically-varied community served by the department, and which would allow for the servicing of all members of the KZN community.

The two-way arrows in the model indicate the reciprocal flow of information within the department, which promotes the functioning of the organisation as a team. These arrows are suggested as a means to ensure that there is information flow between the Office of the MEC and the department on a continuous basis to promote cohesiveness in service delivery in this context.

Ultimately, it is proposed that this suggested model would serve to promote a more effective and integrated approach to communication management between and amongst key stakeholders as opposed to the current fragmented 'silo' approach, as identified in and through the research study.

## **6.6 SUMMARY**

The formulation of an enlightened Communication policy has been perceived as an important attempt to promote good governance by realising government's programme of *Batho Pele* as encompassed in the *Citizen's Charter*. The practice of government departments functioning without adhering to government legislation poses a serious challenge to the sustainability of the government mandate.

Strategic communication improves government imaging by enhancing service delivery, and the first step in this regard is the approval and adoption of a communication policy as a vital necessity. The DSR has now been operational and in existence for more than ten years, and to date there is no approved communication policy. The resultant consequences pose challenges for government imaging, financial accountability, and the

devaluation of communication services, deemed an essential determinant for quality service delivery.

The query from the Office of the Minister of Communication, Dr Siyabonga Cwele, received *via* the OTP and the Office of the KZN GCIS Provincial Director on 05 August 2014, raised the issue of communication policy and strategy at provincial department level, in preparation for the Minister's visit to the KZN Province. The important issues queried, which have relevance for this study, include:

Does the Department have a communication strategy?

Is it approved by the MANCO or EXCO?

What is the total operational budget for communication?

What is the reporting line for the communication unit? i.e. does it report to the HoD and MEC or to the Corporate Services Unit?

The nature of the enquiries raised by the Minister is indicative of some of the salient aspects raised in the study. Noting that the new regime was elected into power in May 2014, the Minister's query emulates and echoes the queries of the content and context of this study, as the communication policy and strategy form the basis of government communication for any government entity. This background therefore adds further impetus to this research study.

Policy-formulation, undertaken in an acceptable manner, strengthens the entity by promoting teamwork as a result of the consultation process. The benefits to good governance is manifold. The absence of a communication policy over a prolonged period of time has had a detrimental effect on the DSR internally and externally. It can be undoubtedly said that communication is the essential link of any organisation, keeping it functioning as a cohesive whole. As one of 13 KZN Provincial Government Departments, the DSR is found wanting in terms of the imaging of the Department, especially when compared to other departments, inadvertently or as an oversight.

The need for structural change is essential to facilitate the efficacy of the CSC, and the component and service needs to be factored strategically into the functioning of the department. Until this happens, the CSC will continue to be relegated to its current status of three officials, reporting to three different managers, working in a disjointed manner to execute menial communication tasks such as compiling media releases, providing graphic designing services, procuring branding and with a focus on photographs. In the final analysis, the all-important focus of communication as a strategic initiative would ultimately be a compromise if it is continuously neglected in its current form. Within a policy context, this research study can thus contribute to the existing body of knowledge within public administration as the communication policy within the DSR leans on the theoretical constructs of policy literature by linking aspects of the research topic within the policy administration and communication dichotomy, resulting in its contribution to the broader context of provincial government communication.

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# **LIST OF APPENDICES**

## APPENDIX 1: ETHICAL CLEARANCE



23 March 2015

Mr Bhodwan Prakash Singh (212561363)  
School of Management, IT & Governance  
Westville Campus

Dear Mr Singh,

Protocol reference number: HSS/0399/013D

New project title: Impact of strategic communication policy on service delivery and good governance within KwaZulu-Natal Department of Sport and Recreation

### Approval Notification – Amendment

This letter serves to notify you that your request for an amendment received on 20 March 2015 has now been approved as follows:

- Change in Title

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 an amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

Best wishes for the successful completion of your research protocol.

Yours faithfully

Dr Shenuka Singh (Chair)

/ms

cc Supervisor: Dr Mogle Subbar  
cc Academic Leader Research: Professor B McArthur  
cc School Administrator: Ms A Pearce

---

Humanities & Social Sciences Research Ethics Committee

Dr Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X54001, Durban 4001

Telephone: +27 (0) 31 260 3587/8030/4557 Facsimile: +27 (0) 31 260 4636 Email: [sushnuks@uqn.ac.za](mailto:sushnuks@uqn.ac.za) ; [msm@uqn.ac.za](mailto:msm@uqn.ac.za) / [nsl@uqn.ac.za](mailto:nsl@uqn.ac.za)

Website: [www.uqn.ac.za](http://www.uqn.ac.za)



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## APPENDIX 2: GATEKEEPER'S LETTER



**sport and recreation**

Department:  
Sport and Recreation  
**PROVINCE OF KWAZULU-NATAL**

CHIEF DIRECTORATE:  
HUMAN CAPITAL MANAGEMENT

Private Bag X 24  
MAYVILLE, 4058  
Tel: (+2731) 242 1702  
Fax: (+2731) 242 1802

Enq: A.L. Ally  
Mandy.ally@kzndsr.gov.za

03 April 2013

MR BP SINGH  
DEPUTY MANAGER: COMMUNICATIONS

### APPROVAL TO CONDUCT PHD STUDY WITH DSR AS CASE STUDY

Student Name: Bhoowan Prakash Singh

Student number: 212561363

Thesis Title: Communication Services in the Kwa-Zulu Natal Department of  
Sport & Recreation: Policy considerations and strategies for reform

Approval is hereby granted for the conducting of your PhD study using the department as a case study for your research, subject to the following:

- (a) Submission of questionnaire/information collection tool;
- (b) Submission of the final product prior to publication.

You are urged to consider and adhere to the agreements of confidentiality and anonymity relating to the questionnaires that will be used in the research.

All the best!

Mrs R. Naidoo  
Head of Department





### APPENDIX 3: LETTER FROM LANGUAGE PRACTITIONER

Language Practitioner/Specialist: Language in Education

**T. Reddy**

B.A. ; U.E.D. (Natal); B.A. Hons. (UNISA); M.A. (Linguistics); Cert. in TESOL (Pittsburgh, USA);  
Fellow English Speaking Board (Int.) UK  
Tel (h) : 031 564 6975  
Cell : 083 784 6975  
e-mail : tcdreddy@gmail.com

*To whom it may concern*

*Date 6 October 2014*

*Re: Language Practitioner Report*

*Bhowan Prakash Singh (Student No.: 212561363 UKZN)*

**Doctoral Thesis: COMMUNICATION SERVICES IN THE KWAZULU- NATAL  
DEPARTMENT OF SPORT AND RECREATION: POLICY CONSIDERATIONS  
AND STRATEGIES FOR REFORM**

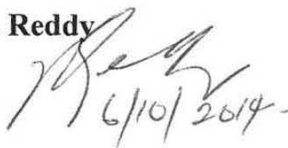
I have had the pleasure of reading the above thesis submitted for the degree of Doctor of Administration, School of Management, Information Technology and Governance in the College of Law and Management Studies, and found the language usage fluent and free of any grammatical inaccuracies.

The work has been read for punctuation, fluency and congruency, and meets the language and stylistic writing at this postgraduate level.

I deem the thesis acceptable for final admission.

Regards

**T. Reddy**



6/10/2014-

## **APPENDIX 4: LETTER OF INFORMED CONSENT**

### **Letter of Informed Consent**

**UNIVERSITY OF KWAZULU-NATAL**  
**SCHOOL OF MANAGEMENT, INFORMATION TECHNOLOGY AND GOVERNANCE**

**Doctorate in Public Administration Research Project**

**Researcher: BP Singh**

**(Contact Tel. No: 031-242 1738/084 6222 788)**

**Supervisor: Dr M. Subban**

**(Office Telephone No: 031-260 7763)**

Dear Respondent,

I, Bhoowan Prakash Singh, am a D.Admin student at the School of Management, Information Technology and Governance of the University of KwaZulu-Natal. I am also the Deputy Manager for Communications at the KwaZulu-Natal Department of Sport and Recreation.

For years, government communication has generally been construed merely as a top-down information dissemination conduit, with minimum consideration of this service as a tool for strategic management. The aim of this study is assess the current state of communication services within the KwaZulu-Natal Department of Sport and Recreation, and to propose a model of strategic communication that would contribute to improved service delivery. You are invited to participate in a research project entitled: *Communication Services in the KwaZulu-Natal Department of Sport and Recreation: Policy Considerations and Strategies for Reform*. This letter invites you to participate in an empirical study focusing on government communication and government communicators. This study will hence include the perspectives of all relevant stakeholders within the department, its stakeholders, as well as that of other government entities associated with the communication process of their departments. I have obtained ethical clearance from the University for this research project, and the EC number is: *HSS/0399/013D*.

Through your participation, the current contribution of the communication services component for the attainment of the vision and mission of the KwaZulu-Natal Department of Sport and Recreation in particular, and that of government in general is explored.

This study involves an anonymous survey. The response you provide will be treated as strictly confidential. Confidentiality and anonymity of records identifying you as a participant will be maintained by the School of Management, Information Technology and Governance at UKZN. Your participation in this study is very important to us. You may however, choose not to participate, and you may also stop participating at any time without any negative consequences. Your participation in this project is voluntary. There will be no monetary gain from participating in this survey.

You are kindly urged to answer the questions in the attached questionnaire as completely and honestly as possible. This should not take more than 15/20 minutes of your time. The results of the study will be used for academic purposes only. A summary of the findings can be provided to you on request.

Please contact my academic supervisor, Dr M. Subban ([subbanm@ukzn.ac.za](mailto:subbanm@ukzn.ac.za)), or myself at the numbers listed below, if you have any questions or comments regarding the study.

Thank you for your time and participation in this research study.

Yours faithfully,

Signature : \_\_\_\_\_  
Date : 06-05-13

Signature : \_\_\_\_\_  
Date : 06-05-13

Research Student: *Mr BP Singh*  
Email: *bp.singh@kzndsr.gov.za*  
Contact Tel. No: *031-242 1738*  
Mobile No: *084 6222 788*

Supervisor: *Dr M Subban*  
Email: *subbanm@ukzn.ac.za*  
Contact Tel. No: *031-260 7763*

## **CONSENT**

I.....(print full names of participant)  
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

## APPENDIX 5: SAMPLE SURVEYS

### APPENDIX 5.1 SURVEY QUESTIONNAIRE FOR DSR

Please place a CROSS in the relevant column to indicate your status	
<u>Category</u>	<u>Status</u>
Department of Sport and Recreation official	

#### **QUESTIONNAIRE FOR GOVERNMENT DEPARTMENT (DSR)**

*Please Note the following:*

1. Please provide the following information as accurately as possible
2. For purposes of this questionnaire, the DEPARTMENT OF SPORT AND RECREATION shall be referred to as the DSR
3. Please indicate your response with a CROSS (X)

#### **SECTION 1: Portfolio Details**

1.1 Employment details: :

1.1.1 POST LEVEL

Post Level	Your Response
Senior Management	
Middle Management	
Junior Management	
Other	

1.1.2 SECTION/DIVISION

Section/Component	Your Response
Ministry	
Communication Services	
Other	

1.1.3 Are you a Section/Component Head? If your response is YES, do you control your component budget?

Component Information	Your Response	
	Yes	No
Are you a Section/Component Head?		
Do you control your component budget?		

1.1.4 How long have you worked in this section?

Time Period	Your Response
0-2 years	
2-5 years	
5-10 years	
More than 10 years	

1.2 To whom do you report directly, i.e. what is the post level of your supervisor?

Post Level of Supervisor	Your Response
Head of Department	
Chief Director	
Director	
Deputy Director (Head of Component/Section)	
Deputy Director	
Assistant Director (Head of Component/Section)	
Assistant Director	
Other	

1.3 Are you a part of any of the following committee meetings?

(There may be more than one response):

Committees	Your Response
Component	
MANCOM (Middle and senior management)	
EXCO (Senior management)	
None	

1.4 As part of your current job description, are you required to liaise/work with the

Communication Services Component of the department?

Work with Communication Services Component	Your Response
Yes	
Not sure	
No	

1.5 If your response to the question 1.4 above is YES, please indicate your frequency of interaction with the Communication Services Component.

Level of Interaction	Your Response
Not at all	
Sometimes	
Often	

## **SECTION 2: Importance of Communication Policy**

### 2.1 Policies as a tool of Governance

Policies employed as Governance Tool	Your Response		
	Yes	Not Sure	No
Is there a need for policies as part of governance?			
Does your department use policies as part of good governance?			
Do you believe there is a need for a departmental Communication Policy?			
Does your department have an approved Communication Policy?			
If your department does have a Communication Policy, were you consulted on the contents of this policy?			
Does your work, or that of your component, require the services provided by the Communication Services Component?			

### 2.2 Approximately how many approved policies does your department have?

Estimated Number of Policies	Your Response
20+	
11-20	
6-10	
0-5	
Not sure	

2.3 Which of the following purpose/s do you believe an approved policy would serve?

Purpose	Your Response
Form part of good governance	
Promote accountability	
Allocate responsibility	
OTHER (Please specify)	

2.4 If your department does have a Communication Policy, how effective do you consider this policy to be?

Rating	Your Response
Totally ineffective	
Partially effective	
Effective	
Very effective	
Not sure	

2.5 Which of the following benefits do you believe a Communication Policy would/could serve?

Benefit	Your Response
Create and promote a corporate image	
Promote teamwork	
Provide access to information	
Contribute to improved service delivery	
Reduce risk through transparency	
Promote monitoring and evaluation processes	
Minimise fraud and corruption	
OTHER (please specify)	

2.6 Does your work, or that of your component, require the services provided by the Communication Services Component?

Communication Services Required	Your Response
Yes	
Not sure	
No	



- 2.7 Is the Communication Services component consulted on your programmes or requested to support your programmes? Is such consultation incorporated as part of the planning and strategic process or as a form of external support?

Regularity of Interaction	Your Response	
	Strategic Planning	External Support
Yes		
Not sure		
No		

### **SECTION 3: Communication as strategic tool to manage risk**

- 3.1 Does the department have an approved Communication Strategy? If your response is YES, were you consulted on the contents of this document during the compilation process?

Approved Communication Strategy	Your Response		
	Yes	Not sure	No
Is there any approved Communication Strategy document?			
Were you consulted on the contents of this Communication Strategy document during the compilation process?			

- 3.2 If your response to 3.1 above is YES, how effective do you believe this communication strategy to be?

Effectiveness of Communication Strategy	Your Response
Totally ineffective	
Partially effective	
Effective	
Very effective	
Not sure	

- 3.3 Does the Head of the Communication Services Component form part of the EXCO (Executive Committee) of your department, i.e. present at strategic level? If your response is NO/NOT SURE, do you believe the Head of the Communication Services Component should form part of the EXCO of your department?

Positioning of Communication Head Strategically	Your Response		
	Yes	Not sure	No
Does the Head of Communication form part of EXCO?			
Should the Head of Communication Services be present at EXCO level?			

3.4 How regularly does your component hold component meetings?

Regularity of Component meetings	Your Response
No regular meetings	
Less than 4 times a year	
Less than 8 times a year	
On a monthly basis	
On a weekly basis	
When a need arises	

3.5 Access to information

Component Information	Your Response		
	Yes	Not sure	No
Do you keep a file/record of minutes of your component meetings?			
Do you believe you are always informed of all important decisions and activities relevant to your component?			
Are you informed formally of all important decisions and activities relevant to your component? (at meeting or in writing)			
Are you informed timeously of all important decisions and activities relevant to your component? (so as to response appropriately)			

3.6 Is there an active '**grapevine**' present in your work environment?

Presence of active 'Grapevine' at work	Your Response
Yes	
Not sure	
No	

3.7 if your response to 3.6 above is YES, what do you believe to be the reasons for this existence and activeness? (there may be more than one response)

Reasons for presence of 'Active Grapevine'	Your Response
Lack of regular and timeous component meetings	
Perceived lack of transparency in decision-making	
Lack of professionalism of employees	
Lack of professionalism by management	
OTHER (Please specify)	

### 3.8 Impact of Communication Policy on Risk Management

Risk Management	Your Response		
	Yes	Not Sure	No
Does your department have a <b>RISK MANAGEMENT</b> policy?			
Does this RISK MANAGEMENT policy (if developed) include the use of the communication services and the <b>communication policy</b> as a strategy to manage risk?			
Do you believe that the <b>communication policy</b> would be an effective tool to manage risk within your department?			

### 3.9 How would the **communication policy** contribute to RISK MANAGEMENT?

Communication Policy contribution to risk management	Your Response
Promote teamwork	
Provide access to information by all	
Promote transparency	
Facilitate monitoring and evaluation processes	
OTHER (please specify)	

## **SECTION 4: Incorporation of e-Governance for Strategic Communication**

### 4.1 Does your **department** have the following Internet services?

Internet Service	Your Response		
	Yes	Not sure	No
Website			
Intranet			

### 4.2 Do **you** have access to the following Internet services?

Service	Your Response		
	Yes	Not sure	No
Website			
Intranet			

4.3 If your response to either of the services in 4.2 above is YES, please indicate the frequency of your usage of this service.

Access to Internet Services	Your Response	
	Website	Intranet
Not at all		
Seldom		
Often		
Very often		

4.4 How often is your Internet Services updated ?

Updating of Internet services	Your Response	
	Website	Intranet
Not at all		
Seldom		
Often		
Very often		

4.5 If your response to any option at 4.1 is YES, please indicate which of the following sources of departmental information are published on the Internet?

Internet Service	Information	Your Response		
		Yes	Not sure	No
Website	MEC information			
	Ministry structure			
	Ministry Contact details			
	MEC speeches			
	Media releases			
	Department Contact details			
	Corporate information			
	Policies			
	Public documents			
	Department structure			
	Mission			
	Vision			
	Values			

	Programmes			
	Calendar of events			
	Success stories			
	Archives			
	Latest articles			
	Photo gallery			
	Strategic partners			
Intranet	MEC information			
	Ministry structure			
	Ministry Contact details			
	Corporate information			
	Policies			
	Department structure			
	Mission			
	Vision			
	Values			
	Programmes			
	Calendar of events			
	Success stories			
	Archives			
	Latest articles			
	Photo gallery			
	Department statistics			
	Useful links			
	Internal programme updates			
	Electronic internal newsletter			

#### 4.6 Computer Literacy

Email Literacy	Your Response		
	Yes	Not sure	No
Are you sufficiently computer literate to access information from the Internet?			
Is the nature of your work reliant on the use of email?			
Have you attended courses arranged by your department on effective use of email?			

### **SECTION 5: *Incorporation of Social Media as publicity tool by government***

5.1 How important do you believe is publicity to the programmes provided by your department?

Rating	Your response
Not important at all	
Fairly important	
Very important	

5.2 Does your department have a Social Media (Twitter, Facebook. Other) account?

Computer Literacy	Your Response		
	Yes	Not sure	No
Twitter			
Facebook			
Other			

5.3 If your response to either of the options above is YES, how often do you access your account?

Regularity of Account Usage	Your Response		
	Twitter	Facebook	Other
Not at all			
Seldom			
Often			
Very often			

5.4 How important do you believe Social Media to be in the information dissemination process in general at this point in time?

Importance of Social Media to information dissemination process	Your Response		
	Twitter	Facebook	Other
Not very important			
important			
Very important			
Critically important			

5.5 Social Media

Social Media Account	Your Response		
	Yes	Not sure	No
Does your department have a Social Media account of any form?			
If your department does have an account, is this account active?			
Do you believe it important for your department to have at least one Social Media account?			

5.6 Which of the following reasons, do you believe, warrants the DSR's need to have a Social Media account?

Social Media Account	Your Response
We are in a technological era	
This is the communication platform used by most people today, especially the youth	
Other forms of media use social media accounts to communicate with the wider public	
Access to social media services, <i>via</i> the Internet and mobile technology, is easily accessible to most people	
Social media is one of the fastest modes of communication	
OTHER (Please specify)	

**SECTION 6: *Strategic Communication as enabler to Good Governance***

6.1 Do you believe your department communicates effectively with its beneficiaries both internally and externally?

Communication is effective	Your Response	
	Internal beneficiaries	External beneficiaries
Yes		
Not sure		
No		

6.2 Governance

Legislation and terminology	Your Response		
	Yes	Not sure	No
Is there a difference between the term 'public administration' and the term 'public governance'?			
Do you think legislation formulated by government is sufficient to ensure proper governance in terms of communication procedures and processes?			

6.3 What forms of feedback mechanisms does your department have in place to access the needs of its beneficiaries or for feedback in general?

Two-way Communication is effective	Your Response
<b>External Stakeholders</b>	
Regular meetings with stakeholders,	
Hotline	
Ombudsman	
Email	
Suggestion box	
OTHER (Please specify)	
<b>Internal Stakeholders</b>	
Regular meetings	
Suggestion box	
OTHER (Please specify)	



#### 6.4 Consultation and feedback

Interactiveness	Your Response		
	Yes	Not sure	No
Is there a dedicated official within your department who manages and processes such feedback?			
Do you believe that there is adequate transparency in the manner in which decisions are taken within your department, i.e. Is there adequate consultation held with key stakeholders on important issues that require consultation?			

#### 6.5 If you believe there is limited transparency within the department, what do you think are the possible reasons for such a situation to exist?

Reasons for limited transparency and consultation	Your Response
Poor organisational structure resulting in poor reporting structure	
Poor executive leadership	
Unilateral decision-making	
Disregard for participatory decision-making	
OTHER (Please specify)	

#### 6.6 Effectiveness of Communication

Rating	Your Response		
	Good	Average	Poor
How would you rate the overall quality of governance in terms of effectiveness of communication with EXTERNAL STAKEHOLDERS?			
How would you rate the overall quality of governance in terms of effectiveness of communication with INTERNAL STAKEHOLDERS?			

6.7 What do you consider as being important aspects in the compilation of an effective communication policy?

Important aspects for inclusion in a Communication Policy	Your Response
Purpose	
Objectives	
Dedicated Budget	
Dedicated Human Resources	
Annual/Regular key theme/message	
Key messengers for department/ministry	
Resource Centre	
Distinct Internal/External communication functions	
Calendar of events/Department programme	
OTHER (Please specify) one column for other should suffice	

## **SECTION 7: Other**

7.1 Is there any other information/suggestion you would like to provide that could possibly contribute towards improving or enhancing service delivery through usage of strategic communication within the DSR?

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**Thank you for your participation in the survey.**

## APPENDIX 5.2: SURVEY QUESTIONNAIRE FOR DSR STAKEHOLDERS

### **QUESTIONNAIRE for DSR STAKEHOLDERS**

*Please Note the following:*

1. Please provide the following information as accurately as possible
2. For purposes of this questionnaire, the DEPARTMENT OF SPORT & RECREATION shall be referred to as the DSR
3. Please indicate your response with a CROSS (X)

#### **SECTION 1: *Interaction with DSR***

1.1 In what capacity do you interact with the DSR?

<b>Nature of Interaction with KZNDSR</b>	<b>Your Response</b>
Member of a Federation/Sporting Body	
Athlete/sportsperson	
Member of the Public – rural area	
Member of the Public – urban area	
Member of the media: print	
Member of the media: audio/radio	
Member of the media: audio-visual/television	
OTHER (Please specify)	

1.2 If you have interacted in any manner stated above with the DSR, how long have you worked with/interacted with the DSR in this capacity?

<b>Time Period</b>	<b>Your Response</b>
Not at all	
0-2 years	
2-5 years	
More than 5 years	

## **SECTION 2: Communication with the KZN Department of Sport and Recreation**

### **2.1 Regularity of Communication**

<b>Communication Policy</b>	<b>Your Response</b>		
	<b>Yes</b>	<b>Not sure</b>	<b>No</b>
Is there regular communication between the DSR and you/your organisation?			
Do you believe that there is a need for regular communication between the DSR and you/your organisation?			
Do you know whether the DSR has an approved communication policy?			
If the DSR does have an approved communication policy, were you/your organisation consulted on the contents of this document prior to adoption?			
Do you believe there is a need for a Communication Policy, i.e. would it contribute in any significant way to improving the services provided by the DSR?			

### **2.2 How does the DSR communicate with you/your organisation?**

<b>Estimated Number of Policies</b>	<b>Your Response</b>
No communication at all	
At Meetings	
Using Written correspondence (letters/fax/emails)	
Via the Media (print/audio/audio-visual/electronic)	
OTHER (Please specify)	

### **2.3 For which of the following reasons should the DSR communicate with you?**

<b>Purpose</b>	<b>Your Response</b>
Form part of good governance	
Promote accountability	
Allocate responsibility	
Make more informed decisions as a result of input or feedback	
OTHER (Please specify)	

2.4 If you were consulted on the drafting of the DSR communication policy, how was this consultation done?

Nature of Consultation	Your Response
At a meeting	
Written communication	
Published on website for comment	
OTHER (Please specify)	

2.5 Which of the following benefits would/could the Communication Policy serve.

Benefit	Your response
Create and promote a corporate image	
Promote teamwork	
Provide access to information	
Contribute to improved service delivery	
Reduce risk through transparency	
Promote monitoring and evaluation processes	
Minimise fraud and corruption	
OTHER (please specify)	

### **SECTION 3: Communication as a strategic tool to manage risk**

#### **3.1 Communication Strategy**

Approved Communication Strategy	Your Response		
	Yes	Not sure	No
Does the DSR have an approved Communication Strategy?			
If the DSR does have a Communication Strategy, were you/your organisation consulted on the contents of this document?			
Do you or your organisation hold meetings with DSR?			
If you do hold regular meetings with the DSR, is any member of the DSR Communication Services Component present?			
Does the DSR have a RISK MANAGEMENT policy?			
Do you think that effective communication plays a role in minimising risk in the relationship between the DSR and you/your organisation?			

3.2 If there is a DSR Communication Strategy, how effective do you believe this to be?

<b>Effectiveness of Communication Strategy</b>	<b>Your Response</b>
Totally ineffective	
Partially effective	
Effective	
Very effective	
Not sure	

3.3 How can effective communication contribute to RISK MANAGEMENT in the relationship between the DSR and you/your organisation?

<b>Effective Communication contribution to risk management</b>	<b>Your Response</b>
Promote teamwork	
Provide access to information by all	
Promote transparency	
Facilitate monitoring and evaluation processes	
OTHER (please specify)	

#### **SECTION 4: Incorporation of e-Governance for Strategic Communication**

##### **4.1 Internet Service Access**

<b>Access to Internet Services</b>	<b>Your Response</b>		
	<b>Yes</b>	<b>Not sure</b>	<b>No</b>
Do you/your organisation have access to Internet services?			
Do you know whether the DSR has a website?			

##### **4.2 DSR Website**

<b>Access to Internet services</b>	<b>Your Response</b>			
	<b>Not at all</b>	<b>Seldom</b>	<b>Often</b>	<b>Very often</b>
If the DSR does have a website, how frequently do you access this website?				
If you do visit the DSR website, how often is the website updated?				

4.3 If you do visit the DSR website, which of the following pieces of the DSR information are published here (that which you can recall)?

Information	Your Response
MEC information	
Ministry structure	
Ministry Contact details	
MEC speeches	
Media releases	
Department Contact details	
Corporate information	
Policies	
Public documents	
Department structure	
Mission	
Vision	
Values	
Programmes	
Calendar of events	
Success stories	
Archives	
Latest articles	
Photo gallery	
Strategic partners	

4.4 Are you/someone in your organisation sufficiently computer literate to access DSR information from the Internet?

Computer Literacy	Your Response
Yes	
Not sure	
No	

**SECTION 5: *Incorporation of Social Media as publicity tool by government*****5.1 Information management**

Publicity	Your Response		
	Not very important	Important	Very important
How important do you believe is publicity to the programmes provided by the DSR?			
How important do you believe Social Media to be in the information dissemination process for the DSR at this point in time?			

**5.2 To your knowledge, does the DSR have a Social Media (Twitter/Facebook; blog) account?**

Knowledge of DSR Social Media Presence	Your Response
Yes	
Not sure	
No	

**5.3 If your response to 5.2 above is YES, how often do you visit these platforms?**

Visits to DSR Social Media Sites	Your Response
Not at all	
Seldom	
Often	
Very often	

**5.4 What do you believe are the benefits of having a Social Media account?**

Social Media Account	Your Response
We are in a technological era	
This is the communication platform used by most people today, especially the youth	
Other forms of media use social media accounts to communicate with the wider public	
Access to social media services, <i>via</i> the Internet and mobile technology, is easily accessible to most people	
Social media is one of the fastest modes of communication	
OTHER (Please specify)	



**SECTION 6: *Strategic Communication as enabler to Good Governance***

6.1 Do you believe that the DSR communicates effectively with you/your organisation as its beneficiaries?

Communication is effective	Your Response	
	Internal beneficiaries	External beneficiaries
Yes		
Not sure		
No		

6.2 Public transparency

Meaning is different	Your Response		
	Yes	Not sure	No
Is there a difference between the term 'public administration' and the term 'public governance'?			
Is there a dedicated official within the DSR who manages and processes feedback?			
Do you believe that there is adequate transparency in the manner in which decisions are taken at the DSR, i.e. Is there adequate consultation held with key stakeholders on important issues that require consultation?			
Do you think legislation formulated by government is sufficient to ensure proper governance in terms of communication procedures and processes?			

6.3 To your knowledge, what forms of feedback mechanisms does the DSR have in place to access your/your organisation's needs or for feedback in general?

Two-way Communication	Your Response
Regular meetings with stakeholders,	
Hotline	
Ombudsman	
Email	
Suggestion box	
OTHER (Please specify)	

6.4 If you believe there is no/limited transparency by the DSR, what do you think are the possible reasons for this situation?

Reasons for limited transparency and consultation	Your Response
Poor organisational culture	
Poor executive leadership	
Unilateral decision-making	
Disregard for participatory decision-making	
OTHER (Please specify)	

6.5 Governance of Communication Services

Rating	Your Response		
	Good	Average	Poor
How would you rate the overall quality of governance in terms of effectiveness of communication with you/your organisation as EXTERNAL STAKEHOLDERS?			

6.6 What do you consider important aspects for the compilation of an effective communication policy that would enhance effective communication with you/your organisation as a stakeholder to the DSR?

Important aspects for inclusion in a Communication Policy	Your Response
Purpose	
Objectives	
Dedicated Budget	
Dedicated Human Resources	
Annual/Regular key theme/message	
Key messengers for department/ministry	
Resource Centre	
Distinct Internal/External communication functions	
Calendar of events/Department programme	
OTHER (Please specify)	

**SECTION 7: Other**

7.1 Is there any other information/suggestion you would like to provide that could possibly contribute towards improving or enhancing service delivery through usage of strategic communication within the DSR?

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<p><b>Thank you for your participation in the survey.</b></p>
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## APPENDIX 5.3: INTERVIEW QUESTIONNAIRE

Please place a CROSS in the relevant column to indicate your status	
<u>Category</u>	<u>Status</u>
Department of Sport & Recreation official	
Official from another government department (not DSR)	
External Stakeholder	

### INTERVIEW QUESTIONNAIRE

*Please Note the following:*

You are kindly requested to fill in this questionnaire for the purposes of identifying how the Department of Sport & Recreation (DSR) can improve governance through improvement in communication services.

1. Do you believe it is essential for the DSR to have a **policy on communication**?  
Please substantiate/provide reasons your answer.

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2. What is your understanding of the term '**Communication**' within the context of a government department such as the DSR? In your view, how could communication be used as a '**strategic tool**' to improve the performance of the department?

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3. What is your definition of the term '**grapevine**' within an organisation? Please explain whether you believe the existence of this to be a good or a bad practice?

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4. What is your definition of the term '**risk management**' within the government sector? How do you think the **process of communication** can be used by the DSR to **manage risk** within the organisation?

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5. What is your understanding of the term **e-Governance**? In your view, how can the DSR use e-Governance to improve service delivery?

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6. Do you believe the **DSR communicates effectively** with its beneficiaries both internally and externally using electronic media? Please substantiate your answer.

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7. There is a fundamental difference between the term '**public administration**' and the term '**public governance**'? How would you define each of these terms to show the difference?

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8. Kindly explain in detail how you believe **communication** could be used **strategically** by the DSR to **improve service delivery**?

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