

# **Implementation of Batho Pele Principles in the Greater Tzaneen Local Municipality**

by

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## **DECLARATION**

I declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree of Master of Public Administration has not previously been submitted to any other institution neither by me or someone else. It is my work in design and in execution, and that all material contained herein has been duly acknowledged.

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**Mboweni P.C.**

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**Date**

## **DEDICATION**

This work is dedicated to my late father Joseph Charley, mother Violet N'wa-Ben, sister Virginia N'wa-Josefa, and in-laws Jivita and N'wa-Matsane and Tienus Visser.

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Emmanuel!!! God be with us!! Matthew 1: 23

## **ABSTRACT**

The study deals with the implementation of the *Batho Pele* principles in the Greater Tzaneen Local Municipality. Literature review was conducted as a secondary source of information and primary information was collected from a sample of 23 respondents. The study used qualitative (semi-structured questionnaire, observation and document analysis) in data collection and analysis. The findings revealed that the root causes of the challenges and the challenges themselves that the Greater Tzaneen Local Municipality is facing, are mainly internal and include the following: Low morale, budget constraints, lack of enforcement of the *Batho Pele* principles by both employees and their supervisors, poor employee attitudes, unwillingness to improve towards service delivery, lack of monthly and quarterly meetings where review of all programmes and projects is done. Instead review is done at the end of the year, shortage of human resource in the Community Services Directorate to effectively and efficiently implement systems, lack of sufficient performance incentives to reward those who perform well or exceed the set performance target or halo effect, focusing on the quantity of the end-product (output) rather than on the quality.

## ACRONYMS

|        |   |
|--------|---|
| APP    | : Annual Performance Programme / Plan                       |
| AsGISA | : Accelerated and Shared Growth Initiative of South Africa  |
| BRICs  | : Brazil, Russia, India and China                           |
| BRICS  | : Brazil, Russia, India, China and South Africa             |
| DPSA   | : Department of Public Service and Administration           |
| EPWP   | : Expanded Public Works Programme                           |
| IBSA   | : Initiative Between South Africa, Brazil and India         |
| IDP    | : Integrated Development Plan                               |
| JIPSA  | : Joint Initiative Priority Skills Acquisition              |
| KPI    | : Key Performance Indicator                                 |
| MMS    | : Middle Management Services                                |
| MOUs   | : Memoranda of Understanding                                |
| NGP    | : New Growth Path   |
| PAIA   | : Promotion of Access to Information Act                    |
| PAJA   | : Promotion of Administrative and Justice Act               |
| PSC    | : Public Service Commission                                 |
| RDP    | : Reconstruction and Development Programme                  |
| SBU's  | : Strategic Business Units                                  |
| SDBIP  | : Service Delivery and Budget Implementation Programme/Plan |
| SMS    | : Senior Management Services                                |

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## **CHAPTER ONE: BACKGROUND AND OVERVIEW**

### **1. 1 INTRODUCTION**

Over the last few years, the advent of a democratic rule in South Africa brought along a beacon of hope for the majority of citizens that there would be a better life for all. DPSA (2007: 8) recognises the centrality of the Public Service as key machinery through, amongst others, efficient service delivery. The government put in place a number of policy frameworks through which public service delivery can be transformed and reoriented towards the imperative of the new democratic order.

This chapter presents the introduction of the study on the exploration of the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality in Limpopo Province. It gives the background and rationale to the study, the statement of the research problem, the research questions, conceptualisation, methods of data collection, analysis, interpretation, the objectives, the literature review and division of chapters.

### **1.2 BACKGROUND AND RATIONALE OF THE STUDY**

Auriacombe (2001: 30) states that it is appropriate to begin the study by providing relevant context, and relating how one has come to decide on the topic, its relevance and significance. This study focused on the *Batho Pele* Principles. The main purpose of the study was to explore the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality in the Mopani District Municipality of the Limpopo Province. The White Paper on Transforming Public Service Delivery (*Batho Pele* White Paper) 1997 provides guidelines to the provision of section 195(1)(e) of the Constitution of the Republic of South Africa, 1996 that stipulates that services should be provided to communities in a sustainable manner and that social and economic development be promoted.

In an attempt to transform the Public Service institutions into non-racial, democratic and people-centred entities, the White Paper on the Transformation of the Public Service was introduced by the end of November 1997. The White Paper on the Transformation of the Public Service (*Batho Pele* Principles), published on 20

November 1995, sets out eight transformation priorities, among which transforming service delivery is the key. This is because a transformed South African public service will be judged by its effectiveness in delivering services for meeting the basic needs of South African citizenry. The purpose of this White Paper is to provide a policy framework and a practical implementation strategy for the transformation of public-service delivery. The primary objective of the White Paper is to improve efficiency and effectiveness in the service delivery. White Paper on Transforming Public Service Delivery: Gazette No 18340 further states that all departments are required - as part of their service-delivery programmes - to identify areas where efficiency savings will be sought and the service delivery improvements which will result from achieving the savings.

Consequently, Greater Tzaneen Local Municipality is guided by the *Batho Pele* Principles to improve its service delivery efforts. Certain key functions of the Department of Co-operative Governance and Traditional Affairs are decentralised to the provincial and municipal offices. This initiative has brought about an improvement in the service delivery of the Department of Co-operative Governance and Traditional Affairs, because services are brought closer to the people. As a result, people should access services rendered by the department through the municipalities with greater ease. The assumption is that, even if services are brought closer to the people through the municipalities for easy access, ethical guidelines of public administration, which guide the attitude of officials who render these services to the people, cannot be ignored. The primary responsibility of officials is to render services to the community. Improving service delivery is, therefore, the ultimate goal of the public service transformation programme. In addition, the key aim of the *Batho Pele* Principles is to search for ways to simplify procedures, eliminate the waste of scarce resources and to avoid any inefficient service delivery.

Du Toit, Knipe, van Niekerk, van der Walt and Doyle (2002: 109) argue that the intention of transforming public service delivery in South Africa is to make service delivery customer friendly, and to meet basic needs of all South Africans. Additionally, the *Batho Pele* Principles introduce new philosophy of public service delivery, which includes the following three facets:

- Government's obligation to efficiently, effectively and economically deliver services.
- The public was legitimate right to demand quality services if standards drop.
- The public was legitimate right to receive efficient, effective and economic services.

The Greater Tzaneen Local Municipality's mission statement seeks to stimulate economic growth through sustainable, integrated service delivery and partnerships. The values of Greater Tzaneen Local Municipality were reviewed and it is resolved that the *Batho Pele* Principles be adopted as the values of the Greater Tzaneen Local Municipality and those values read as follows:

- Consultation
- Service standard
- Access
- Courtesy
- Information
- Openness and transformation
- Redress
- Value for money

An elaboration of the foregoing principles is undertaken in section 2.2 of this study. The concept of *Batho Pele* was analysed in order to ascertain its impact in the workstation since its introduction in 1997. The *Batho Pele* Principles are further unpacked in the White Paper on Transforming the Public Service. An exploration into the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality is necessitated by complaints from members of public expressing their dissatisfaction with the entity's delivery of services which are, amongst others, lack of consultation, lack of access to information, value for money, service delivery and non compliance with client centred approach. Section 33(1) of the Constitution of the Republic of South Africa, 1996 states that everyone has the right to administrative action that is lawful, reasonable and procedurally fair. It is, therefore, anticipated that the Greater Tzaneen Local Municipality will be concerned with service delivery, and

that officials who render services directly to the clients have received training on all processes of the legislations rendered.

### **1.3 PROBLEM STATEMENT**

*Batho Pele Handbook* (2003: 30) explains that it is vital to note that *Batho Pele* is not a plan in the sense that one has various types of plans, namely strategic plans, operational plans, and human resource, but it must be viewed as an attitude that builds the character of the public service. The eight *Batho Pele* Principles deal with human values and dignity than operational processes. Ralane (2011: 1) argues that it is the way of conducting oneself where others are present.

Nhlonipho (2003: 50) indicates that the *Batho Pele* Principles are key elements within the overall transformation of the service delivery in the public service. Transforming service delivery is to enforce quality in the form of the key principles. This calls for commitment towards customer satisfaction wherein service providers know the needs, expectations and wishes of their customers. In order to address these eight *Batho Pele* Principles, the municipality developed a website where customers can have access to information on how to apply for benefits that are administered in the municipality, and where there are also radio talk shows broadcast in different languages. It is a pity that the one on online information is mainly accessible to the well-resourced and literate people. Despite the fact that these intervention strategies are put in place, customers still complain about inefficiency, ineffectiveness, unresponsiveness and that the municipality is not transparent with regard to who is responsible for the complaints. It is against this background that it is necessary to conduct a study to explore the challenges of implementing the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. The assumption is made that there would be minimal complaints if the officials rendering services to the clients were doing so in the light of the *Batho Pele* Principles.

**The main problem in this study was to investigate the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality.**

## 1.4 RESEARCH QUESTIONS

Bless and Higson-Smith (2000: 19) contend that the general problem of a research can be cut down to key narrow questions whereby only one part of the problem is considered at a time. To guide the research process, a few pertinent questions were raised as follows in this study:

- What is the present status of the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality?
- What are the challenges faced by the Greater Tzaneen Local Municipality regarding the implementation of the *Batho Pele* Principles?
- What are the strategies that the Greater Tzaneen Local Municipality will use to the remedying of the mistakes and failures of implementing the *Batho Pele* Principles?
- What are the long-term proactive strategies for ensuring that the problem of implementing the *Batho Pele* Principles does not recur?
- How do the communities rate services that are rendered by the Greater Tzaneen Local Municipality?

## 1.5 RESEARCH OBJECTIVES

Munzhedzi (2011: 5) argues that in order to successfully respond to the research problem, study objectives are set. Auriacombe (2001: 49) believes that research objectives have to explain how the researcher plans to solve a research problem. The objectives of the research must be succinct. In view of the foregoing, the following were the objectives of this study:

- To understand and investigate the importance of the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality.
- To provide an overview of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality.

- To explore whether the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality contributes towards the improvement of service delivery.
- To identify and analyse challenges if there, that are facing the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality.

The ultimate aim of the study was to ensure that when the officials in the Greater Tzaneen Local Municipality are rendering services, they do comply with the provisions of White Paper on the Transformation of Public Service Delivery, 1997.

## **1.6 CONCEPTUALISATION**

Mouton (2001: 175) posits that conceptualisation has to do with analysis of the meaning of words or concepts through clarification and elaboration of the different dimensions of meanings. The following are a conceptual analysis of some of the concepts:

### **1.6.1 BATHO PELE**

*Batho Pele* is a Northern Sotho translation for 'People First'. It is an initiative to get public servants to be service oriented, to strive for excellence in service delivery and to commit to continuous service delivery improvement.

### **1.6.2 EVALUATION**

World Bank PREMnotes (2011: 3) describes evaluation as a measure of achievements in relation to institutional policies, programmes and objectives, and the goals set for each operation. It is designed, primarily to improve policies like the Batho Pele Principles, programmes, and projects by identifying and disseminating the lessons learnt from experiences.

### **1.6.3 EFFECTIVENESS**

Cloete (1995: 27) views effectiveness as a satisfactory output of goods or services to achieve set objectives.

### **1.6.4 EFFICIENCY**

Reed and Swain (1997: 321) define the concept as the ability to accomplish a task with minimum expenditure of time and effort.

### **1.6.5 METHODOLOGY**

Bailey (1987: 33) explains the concept as the philosophy of the research process, including assumptions, values, standards and criteria used by a researcher for interpreting data and reaching conclusions.

### **1.6.6 POLICY**

Cloete (1995: 57) explains that in the public sector a policy statement is empowered to take action for the achievement of the specific objective. For example, an education policy will become meaningful only after law has been assented to by the State President and money has been provided for the implementation of that policy.

Cloete (1995: 57) further explains that policies are not static and rigid. They are flexible and can be always be revised if the need arises and revision thereof will benefit all citizens and not the few elite. Policies result from policy demands on some public issues made by the citizens, interest groups, civil society, legislators, the executive, other government officials and institutions. Policies involve what the government actually does, but not what the government intends to do. In other words, policies are the effect of problems.

### **1.6.8 PARTICIPATORY DEVELOPMENT**

Lois (2008: 1) expounds that participatory development is an emphasis that people must be involved in the decision making process which includes planning, undertaking and assessing their own development. Participation is the involvement by a local population and at times, additional stakeholders in the creation, content and conduct of a programme or policy designed to change their lives. Built on the belief that citizens can be trusted to shape their own future, participatory development uses local decision making and capacities to steer and define the nature of an intervention.

### **1.6.9 SERVICE DELIVERY**

The Integrated Development Document (2006: 6) defines service delivery as system or arrangement that supplies public needs, provides democratic and accountability, promotes social and economic development to service all communities.

## **1.7 LITERATURE REVIEW**

Analysis is sought to explore the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. Since there has never been a similar study conducted in the past, the researcher has consulted other secondary sources. For the purpose of this study, and in order to achieve the objectives, data was collected from secondary sources such as literature sources as scholarly books and articles on the subject of *Batho Pele* Principles to assess gaps that may exist in research were considered (see Chapter Two of this study).

## **1.8 METHOD OF DATA COLLECTION, ANALYSIS AND INTERPRETATION**

Qualitative research approach was used to collect data in this study. Mouton and Marais (1992: ix) state that specific methods and techniques which deemed appropriate ought to be identified and applied so that a researcher was able to reach valid research findings.

### **1.8.1 DATA COLLECTION**

Cohen (1989: 100) defines a questionnaire as a self-report instrument used for gathering information about variables of interest to an investigation. A semi-structured questionnaire was developed in the form of close-ended questions in which the participants were required to provide responses (see Annexure One). Questionnaires were distributed to 23 participants from the Greater Tzaneen Local Municipality. The reason for selecting this sample size was due to the manageability of the number, limited period of study, and resources to cater for more than 23 participants in the completion of the study. Questionnaires were handed out to the participants who are employees of the Municipality.

Kumar (1999: 148) notes that sampling is the process of selecting a few from a bigger group to become the basis for estimating or predicting a fact, situation or outcome regarding the bigger group. Fox and Bayat (2007: 55) understand random sampling as drawn from the population, in such a way that each element of the population will have the same chance of being selected.

### **1.8.2 DATA ANALYSIS**

Marshall and Rossman (1995: 11) agree that data analysis is the process of bringing order, structure and meaning to the mass of collected data. Data analysis usually begins when data collection begins and is conducted to reduce, organise and give meaning to the data. In this study, descriptive and inferential analysis techniques were used.

### **1.8.3 RESEARCH TECHNIQUES**

In this study, the researcher used the Harvard reference method. A comprehensive list of sources is provided in an alphabetical order, using surname of the author, initials, year, title of publication, place of publication and publisher, depending on the source.

## **1.9 ETHICAL CONSIDERATIONS**

Strydom (2002: 63) draws on the work of Babbie and adds that: “Anyone involved in research needs to be aware of the general agreements about what is proper and improper in scientific research”. It is essential that throughout the research process, the researcher follows and abides by ethical guidelines. Respondents were informed about the purpose of the study, the importance or potential and their right to participate voluntarily. The researcher showed respect to the respondents and also respected their rights with regard to the following:

- Anonymity, privacy, honesty, confidentiality and voluntary participation. Participants were informed on how data provided were to be used and were also informed of their right to withdraw from participating at any time during the study. Respondents were assured that the information given were to be treated with confidentiality.
- Informed consent: the participant’s permission was sought to undertake the study.
- The right of research participants: participants were informed of their right to refuse to participate.
- Freedom from harm: respondents were protected and were not exposed to any form of harm during the study.

## **1.10 FRAMEWORK OF THE DISSERTATION**

Auriacombe (2001: 30) states that the contents of each chapter in the dissertation should be summarised in short paragraphs as a brief presentation of what the reader can expect to find in the dissertation. This study consists of the following chapters.

### **1.10.1 CHAPTER ONE**

This chapter provides an introduction, background and rationale, to the study that was conducted in the Greater Tzaneen Local Municipality. It serves as a basis for the subsequent chapters. This chapter is introductory in nature, in which there is commentary of the choice of the subject matter. It includes the background, motivation, problem statement, the research problems, purpose, hypothesis, approach to the study and the reference techniques employed in this thesis. The time dimension of the research, reasons for selecting the problem for research as well as the scope of the research are mentioned in this chapter. The chapter is concluded with a summary of the contents of chapters in the mini-dissertation.

### **1.10.2 CHAPTER TWO**

The chapter provides literature review based on scholarly opinions and views from various sources, different researchers and authors whose work is significant and relevant study. This chapter serves as a bridge between later chapters treated in the mini-dissertation as it deals with theoretical overview and core concepts relevant to *Batho Pele* Principles. Analysis of the key concepts of the problem statement is done in such a way that the measurable parts become evident. The background information provided in this chapter is expected to facilitate understanding of the key concepts that relate to the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality.

### **1.10.3 CHAPTER THREE**

The chapter addresses the Constitutional, legislative and regulatory framework that underpins implementation of *Batho Pele* Principles. The impact of the Constitutional and legislative framework on public participation in policy-making and implementation is explored. This chapter also endeavours to orientate the study in scientific approach. It starts exploring the impact of the Constitution of the Republic of South Africa, 1996, enabling legislative and regulatory framework in the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality.

#### **1.10.4 CHAPTER FOUR**

This chapter deals with research methodology. The study has used semi-structured questionnaires to collect data. The collected data has assisted the researcher with analysis, proving or nullifying the assumptions by the researcher on the research topic of this study. Chapter Four has an essential place in this mini-dissertation as it provides a firm foundation for Chapter Five which highlights the research findings and its interpretation. Attention is concentrated on research philosophy, design and methodology for this mini-dissertation. Clarification is made between quantitative and qualitative research methodology. The research design is discussed in detail. Chapter Four devotes attention on questionnaire development, research process, selection of sample, research areas, piloting the questionnaire development, research process, selection of sample, research areas, piloting the questionnaire, administration of the questionnaire, data presentation, rethinking subjectivity-using reflexivity, ethical issues in this research, limitations of research and data analysis.

#### **1.10.5 CHAPTER FIVE**

This chapter has captured main findings from the research study based on the research methodology employed to collect data from the Greater Tzaneen Local Municipality. The primary focus of Chapter Five is to present the research findings and analyse the research data obtained from questionnaire and interviews. The percentages have been rounded to the nearest whole number for clarity and uniformity purpose. This part of the study is considered to be essential in order to contextualise the phenomenon of implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. Discussion of the research findings are also based on the interpretation of information obtained by way of literature review.

### **1.10.6 CHAPTER SIX**

This chapter has captured proposed recommendations and conclusions for the based on the analysis and findings of the study. Chapter Six comprises of summary, concluding remarks and recommendations. This concluding chapter returns to the problem identified in the introductory chapter of the mini-dissertation. The issues discussed include weighing the problem against the accumulated evidence. The main aim of this study has been highlighted in Chapter Six taking into account the four objectives of the research questions. Recommendations presented in Chapter Six are based on the research findings. Ultimately, the sources consulted are listed. Also the annexure and survey questionnaire are presented at the end of the mini-dissertation.

### **1.11 CONCLUSION**

In this chapter, the purpose of the research was stated and the key questions to the research were asked. The research methodology was used as well as the outline of the study was stated.

## **CHAPTER TWO: LITERATURE REVIEW**

### **2.1 INTRODUCTION**

Chapter One of this study provided an introduction, background, rationale and methodological choices. The literature reviewed for the topic 'The implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality' has shown that since the introduction of the *Batho Pele* Principles in South Africa in 1997 no research has been done on the implementation of these principles in the municipalities.

### **2.2 UNDERSTANDING A LITERATURE REVIEW**

Brink (2006: 67) understands literature review as a process that involves researching, reading, understanding and forming conclusions about published works and literature on a particular topic. LoBiondo-Wood and Haber (2006: 80) perceive the concept literature review as determination of what is known and unknown about a subject, concept or problem. Bless, Higson-Smith and Kagee (2006: 26) define literature view as a critical evaluation of previous scholarly writings that are relevant to the research topic.

Mundzhedzi (2011: 12) explains that a good literature review makes the researcher aware of what has already been written to avoid duplication of study and unnecessary repetition. Such a review helps the researcher to consolidate the theoretical foundation of the study. Hofstee (2006: 91) believes that it is through a literature review that a researcher discovers whether the study has significance or whether it will lead to new knowledge. Smit (1995: 9) echoes that a review of literature forms a fundamental and integral part of planning and understanding of a research project.

Mouton (2001: 86) purports that it is important that every research project begin with the review of the existing literature in its particular field of study. Bynard and Hanekom (2006: 32) also explain that literature is reviewed by looking at publications which could include scholarly and academic books and articles from experts in the field directly relating to the topic of the research. Hofstee (2006: 93) further adds that a

comprehensive study of the existing literature also assists the researcher in generating original ideas which have never been published before.

Mouton (2001: 91) further argues that it is advisable to structure the findings of a literature review in at least seven possible ways which include chronology, by schools of thought, theory or definition, by theme or construct, by hypothesis, by case study, or even method. Mundzhedzi (2011: 13) advises that it is appropriate to start reading study material with an open mind as well as also to try to understand it from an author's perspective. Once that has been done, a sound judgement can be formulated. Babbie (1998: 112) indicates that one of the most crucial elements of a good literature review is that it assesses whether there has been a consistent finding on the proposed research or whether past studies disagree with each other. The literature assists in finding out whether there are flaws in the body of existing knowledge that one may remedy.

Literature review also familiarises and assists the researcher to identify the gaps in knowledge and weaknesses in previous studies in order to develop necessary suggestions for improvements. Mundzhedzi (2011: 13) indicates that conducting a literature review assists the researcher to discover connections, contradictions and even relations between research results by making comparisons between different investigations. Bless, Higson-Smith and Kagee (2006: 24) articulate that it is helpful to study the advantages and disadvantages of the research methods used by others in order to adopt or improve on them in one's own research. Mundzhedzi (2011: 13) cautions that there is also a danger in conducting a literature review in that one may become influenced by the results of the previous research or that one may accept findings without proper criticism. The influence may also prevent the research from discovering new possibilities.

Although a literature review is essential in acquiring background knowledge before commencing with the study. Bless, Higson-Smith and Kagee (2006: 27) mention that unpublished personal experiences, discussions with people involved in a similar issue, direct observation or participation may all give a researcher the necessary background about a particular subject of study. In the ensuing section, a literature reviewed for the topic 'The implementation of *Batho Pele* Principles in the Greater Tzaneen Local

Municipality has shown that since the introduction of the *Batho Pele* Principles in South Africa in 1997, no research has been done on the implementation of these principles in the Greater Tzaneen Local Municipality and minimal on the local government in general in South Africa thus far.

Literature reviewed pertains to the research on the transformation of the health system in South Africa, specifically focusing on the implementation of the *Batho Pele* Principles as means of transforming the system. The literature review for this study includes mainly scholarly books and journals.

### **2.3 PURPOSE OF *BATHO PELE* PRINCIPLES**

DPSA (1997: 3) indicates that one of government's most important tasks is to build a public service capable of meeting the challenge of improving the delivery of services to the citizens of South Africa, hence the launch of *Batho Pele*. This launch of *Batho Pele* was meant to change words into actions, to enable the people to view and experience the public service in an entirely new way. *Batho Pele* Principles were expanded in the White Paper on Transforming the Public Service, also known as the *Batho Pele* White Paper, which provides a policy framework to ensure that *Batho Pele* Principles are woven into the very fabric of government and sent a strong message of government commitment to a citizen-centred approach to service delivery anchored by the eight *Batho Pele* Principles: Consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money. *Batho Pele* Principles should serve as a benchmark for service delivery standards in the public sector, including the Greater Tzaneen Local Municipality.

DPSA (1997: 5) states that it is argued that all attempts at serving communities should be checked against the principles of *Batho Pele*, which are:

- Consultation: This principle is about asking customers what they want and finding out how public service can best meet their needs. This may be done by completing questionnaires, or by talking to customers. It's important to consult as many customers as the public service can and to use the information received by the public service to help improve service to them. It is important to

report back to customers so that they know what to expect, and to public servants so they know what is expected from them. Citizens should be consulted about the quality of the services they receive.

- **Service standards:** While we should continually try to improve the service we give, it's also about how well we promise to deliver our service at any time. If we already know what is important to our customers then we can set service standards which must be realistic depending on the resources we have. We should also be able to measure these standards so that everyone can see if they are being met. Communities should be informed what level and quality of service they will receive so that they know what to expect.
- **Access:** Access applies especially to the previously disadvantaged sectors of the community and to people with special needs. These needs may include access to the local municipality by the physically disabled, or having services which are too far away for people to visit. Good staff attitudes and addressing customers in their own language makes access easier. All citizens should have equal access to the services they are entitled to.
- **Courtesy:** Courtesy is not only being polite to customers, but being friendly, helpful and treating everyone with dignity and respect. We should write down a code of conduct and we should train and assess our staff in customer care. Our managers should monitor the relationship between front line staff and customers and help staff to give a warm and friendly service to everyone. All members of the community should be treated with courtesy and consideration.
- **Information:** Information is about reaching all our customers to make sure they are well informed about the services our department provides. This may be done in a number of ways, for example, through newspapers, radio, posters and leaflets. It is important to remember that different customers have different needs and they do not all speak the same language. Employees should disseminate a Service Commitment Charter to inform customers about the services offered and entitled to.

- Openness and transparency: This principle encourages our departments and municipalities to be open and honest about every aspect of work. We should publish an annual report to tell citizens how resources were used, how much everything cost, including costs for employees, equipment delivery, services and so on. It should also include how well department and municipality has performed and how did employees keep the promises and deliver on time. If the employees did not meet set standards, they should list the reasons and find ways to improve the service.
- Redress and handling of complaints: If community members do not receive promised services they should be entitled to a full explanation and also to a speedy remedy. The public service should train employees to deal with complaints in a friendly, helpful manner and should apologise and put the problem right as quickly as possible. Public service should tell customers how and where to complain and employees should keep a record of all complaints and how we dealt with them. Employees should understand that complaints can help to improve service delivery.
- Value for money: Services should be provided economically and efficiently in order to provide citizens with the principle of best value for money. This principle includes giving the customers the best service using all resources. It also means eliminating waste, fraud and corruption and finding new ways of improving services at little or no cost. This might include forming partnerships with other service providers and the community. If employees work efficiently and maximise our skills we will add value and produce service excellence to give customers the best value for money.
- Innovation and Reward: This *Batho Pele* Principle was an addition to the original list as a result of many of the participating departments' innovative and creative ways of "doing things better." Innovation can be new ways of providing better service, cutting costs, improving conditions, streamlining and generally making changes which tie in with the spirit of *Batho Pele*. It is also about rewarding the staff who "go the extra mile" in making it all happen.

- Customer Impact: This is a new principle which has been added in from 2002. It focuses on the changes and consequences that result from implementing *Batho Pele* Principles in the public service. It was noticed that some departments had concentrated more on some of the principles and had forgotten others. Impact means looking at the benefits which we have provided for our customers both internal and external.

Maserumule (2007: 89) believes that the *Batho Pele* Principles are complex due to fact that there is an emerging body of knowledge outside the mainstream public administration discourse, mainly on African studies. He argues that the introduction of this concept tends to forget the fact that *Batho Pele* Principles are ingrained in the philosophy and theory of New Public Management. He proposes that *Batho Pele* Principles be integrated in the African philosophy of humanness, which is *Ubuntu*.

Republic of South Africa (2003: 8) regards policy as an initiative to get public servants to be service oriented, to strive for excellence in service delivery and to commit to continuous service delivery improvement. Its purpose is a transparent mechanism which allows customers to hold public servants accountable for the type of services they deliver. Its vitality is shown by the creation of Chapter 9 and 10 institutions of the 1996 Constitution.

Mwanda (2010: 19) affirms that Public Service Commission (hereafter referred to as PSC) is a Chapter Ten institution as per the Constitution of the Republic of South Africa, 1996. It is an independent institution and a custodian of good governance which is Public Administration in line with the 1996 Constitution and other related legislative framework. It can also be seen as the as the watchdog of effective and efficient service delivery in the country. Its role is more on advising and monitoring of government departments especially within the public service on service delivery and compliance issues. The PSC has conducted a number of surveys such as investigation on the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. In 2001/2002 PSC conducted a survey to measure the actual level of service delivery provided as against the desired service delivery by the citizens. The survey was conducted to identify factors that influenced the satisfaction of citizens. In general, the results revealed that the interaction with one government

department can be inferred to the perception of the entire government. The recommendation can serve as a source of encouragement as it implies that the citizens are well aware of the need to work with the Local Government Department to improve their state of affairs. An inception of specific legislative framework for the transformation of public service delivery was promulgated.

DPSA (2008: 9) states that one of the good policies that the government has developed is the Transformation of Public Service Delivery, commonly referred to as the *Batho Pele* policy, which provides a framework and practical implementation strategy to put people first as we see the rollout of services provided to the public that we all have to serve. *Batho Pele* Principles has become a feature of our public service. Standards have been introduced, departments and entities have displayed the *Batho Pele* Principles on their notice boards, choirs have sung confirming that the message of *Batho Pele* Principles has reached our public servants, awareness campaigns have been conducted informing the public what to expect from the public service as described by the *Batho Pele* policy. He continues to say that he is not sure if the government has reached a state where public service compliance with these principles is at the expected level. People should become active participants in the feedback loop this even include the people who reside in Greater Tzaneen Locality.

DPSA (2008: 9) alludes to the feedback that is received from the people that it indicates there is room for improvement in dealing with *Batho Pele* Principles compliance as it is at least on an average level. DPSA (2008: 9) further refers to a study conducted on the state of compliance with the *Batho Pele* Principles by the Public Service Commission where it was found that the rate of compliance is very low. DPSA (2008: 9) concurs that there is a need to share their understanding and experience to answer some questions such as:

- What is missing in the public sector to make sure that departments live up to those expectations?
- Is it a question of capacity?
- Is it due to limited resources?
- Are there immovable and fixed blockages
- What needs to be done to turn the situation around?

- Is compliance at all measurable?

It is vital to understand the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality as the effects on service delivery are evident. DPSA (2008: 9) examines how adhering to *Batho Pele* Principles and complying with the code of conduct can improve service delivery and states that: For the policies to be implemented and for public services to remain competent, there should be public servants who have the following attributes:

### **2.3.1 BREAKING NEW GROUND**

There comes a time that demands entities to start breaking new ground by coming up with new and innovative solutions to the entities' customers who continuously pay taxes. The entity may encourage its customers to positively raise their complaints and compliments at the entities help desks.

### **2.3.2 INSPIRING SUCCESS**

A need to develop a right frame of mind in inspiring success to employees of the entities through self-motivation and the motivation of others in delivering quality service to the people is required. This can be achieved through reviewing the past standard of service delivery.

### **2.3.3 RAISING THE STANDARD**

A stewardship that is geared to raise the standards to world-class level by giving their best, always striving to better yesterday's performance in the delivery of services to the people. This will always give determination to the employees of the entities to resolve all challenges promptly.

### **2.3.4 A DETERMINATION THAT NOTHING IS IMPOSSIBLE**

A new cadreship of employees that is characterised by an attitude of “nothing is impossible”, always seeking solutions where it appears that solutions are not readily available. This will always make a difference in the lives of the people.

### **2.3.5 MAKING A DIFFERENCE TO PEOPLE**

Entities such as Greater Tzaneen Local Municipality cannot be exonerated from making a difference in the lives of the people through running an extra mile and sacrifice for others by always measuring the impact of their actions against the expectations of the people.

### **2.3.6 COLLECTIVE RESPONSIBILITY AND TEAMWORK**

Entities such as Greater Tzaneen Local Municipality must ensure success through collective leadership and synergy at all times to achieve delivery of services to the people.

### **2.3.7 BEING ON BOARD**

The community must be on board in order to own the processes of service delivery and being able to make timely interventions to address service delivery challenges.

### **2.3.8 INTERNATIONAL ACTIVISM**

International activism can be achieved by implementing public service agenda at an international level and familiarity with international best practice. The entities such as municipalities need international exposure and openness for influence will go a long way more especially that South Africa is part of the global community, for example, Brazil, Russia, India, China and South Africa (BRICS countries).

DPSA (2008: 11) further alludes to the fact that the Code of Conduct in the relationship with the public provides that a public servant:

- shall promote the unity and well being of the nation.
- shall serve the public in an unbiased and impartial manner.
- shall be polite, helpful and generously accessible.

With this understanding, as stated above, it is evident that when there is mediocre implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality, the expected attributes of public servants coupled with expected relationship with the public as provided by the code of conduct is unable to take place.

Republic of South Africa (1997: 14) acknowledges that the *Batho Pele* Principles present the public servants with a big challenge. It is also acknowledged that there are many dedicated public servants at every level welcoming the challenge, taking *Batho Pele* as an opportunity to provide their fellow citizens with public services that make them proud. Rapea (2004: 18) also alludes to the adoption of the *Batho Pele* Principles concept in 1997 as not a public relations stance but a deliberate strategy to instil a culture of accountability and caring by public servants. Through this strategy, public servants must become service oriented, strive for service excellence and commit to continuous service delivery improvement. Implementation is key to instilling the culture of *Batho Pele* as these principles need to be integrated into the entity's strategic plans. *Batho Pele* Handbook (2003: 8) indicates that these principles are perceived by public servants as a set of intangible rules rather than the ethos that guides actions, behaviours and attitudes that shape the character of the public service. The following paragraph elaborates how to streamline the *Batho Pele* Principles into reality.

## **2.4 MAKING BATHO PELE PRINCIPLES HAPPEN AND PUTTING IT INTO PRACTICE**

Republic of South Africa (1997: 18) makes clear how to make *Batho Pele* Principles happen with putting it to practice. An explicit demonstration of how to make *Batho Pele* Principles happen including in the Greater Tzaneen Local Municipality follow hereunder:

### **2.4.1 CONSULTING USERS OF SERVICE**

The principle of consultation must be done regularly and systematically not only about current services but also about the provision of new basic services. This can be done in various ways, including but not limited to, customer surveys, interviews with individual users, consultation groups and meetings with consumer representative bodies.

### **2.4.2 SETTING SERVICE STANDARDS**

Mwanda (2010: 24) believes that in some instances, setting of standards serves as a baseline to indicate the type and quality of service provided. Some standards address issues of process such as length of time to be taken when providing a service. It is important that these standards are set based on the SMART principle: simple, measurable, achievable, realistic and time bound. Adherence to standards must be annually reviewed. As they are met, they should be progressively raised yearly without leaving behind accessibility to services.

### **2.4.3 INCREASING ACCESS**

Mwanda (2010: 24) states that one of the primary aims of *Batho Pele* is to provide a framework for making decisions about delivering public services to the many South Africans who were and still are denied access to them. A variety of factors affecting access exists and these include geography, infrastructure, communication, culture, social issues among many others. These services must be accessed and courteously delivered to the customers, in this case the municipal residents.

### **2.4.4 ENSURING COURTESY**

Ensuring courtesy goes much wider than asking public servants to give a polite smile and say 'please' and 'thank you', though these are certainly required. DPSA (1997: 10) clarifies that courtesy and regard for the public are fundamental duties of a public servants by specifying that public servants must treat members of the public "as customers who are entitled to receive the higher standard of service".

#### **2.4.5 PROVIDING MORE AND BETTER INFORMATION**

Mwanda (2010: 25) understands this principle as national and provincial departments must provide full, accurate and up-to-date information about the services they provide as well as who is entitled to it. This does not exonerate Greater Tzaneen Local Municipality. As such, this information is a powerful tool at the customer's disposal in exercising his/her right to good service.

#### **2.4.6 INCREASING OPENNESS AND TRANSPARENCY**

Mwanda (2010: 25) believes openness and transparency are hallmarks of a democratic government and are fundamental to the public service transformation process. Key to this aspect is that the public should know more about the way Department of Co-operative Governance and Traditional Affairs (hereafter referred to as COGTA) and its entities are run, how well they perform, and the resources they consume and who is in charge. Additionally, Local government and its entities may utilise events open days and talk shows (*imbizos*) preferably not during normal working hours, to invite citizens to their departments to meet with all levels of officials to discuss service delivery issues, expected services delivery standards and problems in their respective communities. A review of the past mistakes and failures must be attended to in order to face the future zealously.

#### **2.4.7 REMEDYING MISTAKES AND FAILURES**

Van der Waldt and Du Toit (1998: 19) understand this principle of remedying mistakes and failures as a means of making up for the mistakes made. It means that public servants must remedy the situation if they fail to deliver the promised standard of service. They must apologise and undertake to remedy the situation immediately. Public servants must be willing to receive complaints from citizens with a sympathetic ear and respond positively. The entity's customers must see the equivalent value for the money they pay through rates and taxes.

## 2.4.8 GETTING THE BEST POSSIBLE VALUE FOR MONEY

DPSA (1997: 14) unpacks value for money as the quality of service provided should relate to the cost value. The same citizens who are beneficiaries contribute to the state coffers as taxpayers. This places an obligation on public servants to provide service in an efficient, effective and economic manner. Legodi (2008: 17) consents that access to decent public services is not a privilege to be enjoyed by a few, but the rightful expectation of all citizens, especially those previously disadvantaged, hence the guiding principles of public transformation and reform. Since the *Batho Pele* principles are the blueprint for improvement of quality. If implemented correctly and consistently, they will ensure that customers take part in designing the quality they want within the achievable costs.

Legodi (1997: 29) reckons in his own study that the *Batho Pele* Principles were used as norms to evaluate quality in order to find out from the clients what value they attached to each of the principles so as to define quality. Proper implementation of these principles would improve service delivery and promote equity, accessibility, effectiveness and efficiency. The findings of the study recorded that implementation of the *Batho Pele* Principles were lacking in the Public Service. The Greater Tzaneen Local Municipality will be no exception in this regard.

The researcher notes that similar initiatives to the *Batho Pele* Principles are used in other developed and developing countries like India, United Kingdom, Canada, Australia and Malaysia. These examples are necessary to consider in order to understand how other countries engage in the improvement of their citizen's living conditions. For example, in India Citizen's Charter purports that it has been recognised the world over that good governance is essential for sustainable development, both economic and social. The three essential aspects emphasised in good governance are transparency, accountability and responsiveness of the administration. The Citizen's Charter initiative is a response to the quest for solving the problems which a citizen encounters, day in and day out, while dealing with institutions providing public services. The concept of Citizen's Charter enshrines trust between the service provider and its users.

## **2.5 CHARTER MARK**

Similar to India and South Africa, the concept Charter Mark was first articulated and implemented in the United Kingdom by the Conservative Government of Prime Minister John Major in 1991 as a national programme with a simple aim: to continuously improve the quality of public services for the people of the country so that these services respond to the needs and wishes of the users. Charter Mark (1992: 12) avers that it is a scheme introduced by United Kingdom Government for recognising and encouraging excellence in public service. To win a Charter Mark, a public sector institution has to demonstrate excellence against the following nine Charter Mark criteria which correspond to the principles of public service delivery, namely:

### **2.5.1 PERFORMANCE STANDARDS**

A need to show that the institution sets clear service and performance standards by consulting customers, meets those standards, monitors and reviews performance against standards and publishes the results, designs, puts into practice and monitors standards with as little unnecessary paperwork and administrations as possible.

### **2.5.2 INFORMATION AND OPENNESS**

Openness and provision of full information that is, be open, and communicate clearly and effectively in plain language to help people using public services; and provide full information about services, their cost and how well they perform.

### **2.5.3 CHOICE AND CONSULTATION**

It is vital to consult, involve present and future potential users of public services as well as their employees; and use both views from clients and employees to improve the services provided.

#### **2.5.4 COURTESY AND HELPFULNESS**

It is important to treat all the people fairly, respect their privacy and dignity, be helpful and courteous, and pay particular attention to those with special needs.

#### **2.5.5 PUTTING THINGS RIGHT**

It is important to put things right quickly and effectively; learn from complaints; and have a clear, well publicised and easy-to-use complaints procedure, with independent review wherever possible.

#### **2.5.6 VALUE FOR MONEY**

It is crucial to use resources effectively to provide the best value for taxpayers and users is non-negotiable.

#### **2.5.7 USER SATISFACTION**

It is vital to show that one's users are satisfied with the quality of service they are receiving.

#### **2.5.7 IMPROVEMENTS IN SERVICE QUALITY**

The Charter (2004: 20) proclaims that there must always be ways to improve services and facilities offered, particularly the use of technology.

#### **2.5.8 PLANNED IMPROVEMENTS AND INNOVATIONS**

A need to show that an institution has reviewed and is aware of its impact and potential usefulness in the local and national communities it serves. And it has made some contribution to enriching the social or economic life of those communities, beyond the strict requirement of excellent service delivery, through positive, discretionary initiatives and imaginative use of resources.

The programme was re-launched in 1998 by the Labour Government of Tony Blair which re-engineered it 'Services First'. The basic objective of the Citizen's Charter is to empower the citizen in relation to public service delivery.

## **2.6 CONCLUSION**

The researcher may attribute the consequences of implementation of *Batho Pele* Principles in the Greater Tzaneen Local municipality to the negative perceptions of customers on the expected service versus the rendered service in as much as it is not limited to perceptions.

The *Batho Pele* White Paper aims to provide a citizen-oriented customer service. It calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes to the issues and interests of the people or the public. Areas of studies that were pursued by different scholars were explored in detail. The concept, literature review is described solely to get a holistic understanding before the actual discussion using the perspectives of other scholars.

The next chapter covers legislative and regulatory framework in detail.

## **CHAPTER THREE: CONSTITUTIONAL, LEGISLATIVE AND REGULATORY FRAMEWORK UNDERPINS IMPLEMENTATION OF *BATHO PELE* PRINCIPLES**

### **3.1 INTRODUCTION**

The literature review in Chapter Two has led to the belief that the implementation of *Batho Pele* Principles is underpinned by legislative and regulatory framework. There are various Acts and Statutory guidelines which guide the implementation of *Batho Pele* Principles in the public service to speed up service delivery to the communities. The legislative framework underpinning *Batho Pele* Principles in the realisation of service delivery is discussed below:

### **3.2 CONSTITUTIONAL, LEGISLATIVE AND REGULATORY FRAMEWORK FOR *BATHO PELE* PRINCIPLES**

The South African public institutions are responsible for ensuring the service delivery to all citizens. In order for public institutions to deliver these services economically, effectively and efficiently, government departments and public entities such as municipalities, Greater Tzaneen Local Municipality included should strive for sound principles for service delivery in order for all public service to be of a certain agreed upon standard and quality. In the next paragraph, legislative and regulatory framework for the *Batho Pele* Principles have been used in this chapter as arranged below neither in order of chronology nor importance will be discussed hereafter the Supreme Law.

#### **3.2.1 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA OF 1996**

The 1996 Constitution of the Republic of South Africa Bill of Rights contains sections relevant to this study and they have been selected and paraphrased within the context of the study as follows:

### *3.2.1.1 Freedom of Expression*

People are free to receive or convey information. In this study, this right refers specifically to the freedom to complain and offer alternative solution.

### *3.2.1.2 Access to Information*

Access to information refers to access to information and it prescribes the right of everyone to have access to any information held by the state.

### *3.2.1.3 Administration Action*

Administrative action states that everyone whose rights have been adversely affected by administrative action has the right to be given written reasons in that regard.

### *3.2.1.4 Cooperative Governance and Intergovernmental Relations*

Co-operative governance and intergovernmental relations delineate the principle of cooperative government and intergovernmental relations. It stipulates that all spheres of government and organs of state within each sphere must provide effective, transparent, accountable and coherent government for the Republic of South Africa as a whole.

### *3.2.1.5 Values and Principles*

A provision that public administration must be governed by the democratic values and principles is enshrined in the 1996 Constitution.

## **3.2.2 NINE CONSTITUTIONAL VALUES AND PRINCIPLES**

The 1996 Constitution of the Republic of South Africa indicates the following nine Constitutional Values and Principles that entities like Greater Tzaneen Local Municipality must adapt high standard of professional ethics, must be promoted and maintained for the employees:

### *3.2.2.1 Professional Ethics*

Heynes (1986: 01), in his opinion states that ethics has to do with the actions of man. Consequently, it requires adjustments in the actions and attitudes of the public managers in relation to the colleagues and the public as well as in relation to themselves. De Villiers (1989: 162) expounds that ethical values and integrity as a basic value as well as the rule of law is key elements of every democratic society. Public officials in their daily execution of their functions and management of public funding, dispose of discretionary competencies. These values must not only protect the citizens against arbitrary use of this public power, but also the public authority itself against any improper use of this power by its public officials. Efficient, economic and effective use of resources must be promoted at all times.

### *3.2.2.2 Efficiency, Effectiveness and Economy*

Efficiency, effectiveness and economy require the public service and entities to have the capacity for sound financial management. Furthermore, departments need to have the ability to understand the policies and programmes of government and to have the ability to determine success and failures in the course of implementing these. The inability to do all these very often costs service delivery and often results in protest marches by citizenry. Essential for achieving this is the capacity to manage performance in the public service and to monitor and evaluate it. Public administration must be development oriented even in the Greater Tzaneen Local Municipality.

### *3.2.2.3 Development Orientation*

Development orientation is a requirement by government departments to have the ability to design and implement effective poverty reduction interventions to create a better life for its primary stakeholders. The capacity to do this must also include the ability to integrate development needs and poverty reduction into all the work of the public service. Such services must be provided impartially, fairly, equitably and without bias to all residents in this municipality.

#### *3.2.2.4 Impartial, Fair and Equitable Service Delivery*

In interfacing with and offering services to the public, the public service needs to have the ability to demonstrate an understanding of what kinds of actions and conduct would constitute impartiality and bias, and how these should be prevented. People's needs must be responded to and the public must be encouraged to participate in policy-making in the Greater Tzaneen Local Municipality.

#### *3.2.2.5 Public Participation*

A requirement for the public service to have the capacity to promote and sustain public participation in its activities to serve the people is vital. Without the capacity to create and sustain appropriate platforms and channels of engaging with the public, the public service cannot be fully certain that it addresses the real needs of communities. Public entities such as Greater Tzaneen Local Municipality must be accountable.

#### *3.2.2.6 Accountability*

This requires the public service to have the capacity to hold itself up to scrutiny and be answerable for its conduct and activities. Vital for this principle is the capacity to implement sound performance management systems and to provide comprehensive reports as required. Such systems and reports should not only be compliance-driven but should instead serve as credible mechanisms of accountability. The public officials are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office. Transparency must be fostered by providing the public with timely, accessible and accurate information by this entity.

#### *3.2.2.7 Transparency*

Essential for the public service here is the capacity to open its activities and conduct to the public in order to empower it to exercise its rights fully. The absence of timely and accurate information can severely handicap the ability of the public to benefit from the services provided by the public service. Departments, therefore, require the capacity

to provide such information and thus empower citizens to make informed choices. Public officers should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest demands it. Good human resource management and career development practices must be cultivated to maximise human potential in the Greater Tzaneen Local Municipality at all times.

#### *3.2.2.8 Human Resource Management and Development*

It is essential for human resource management and development to maximise human resource potential and its utilisation through sound policies, management practices and systems. A weak capacity to manage human resources implies that this core asset of the public service that can profoundly influence service delivery is not leveraged appropriately. This can compromise effective service delivery significantly. The holders of public office should promote and support these principles by leadership and example. A broadly representative of the Greater Tzaneen Local Municipality's demographics, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation.

#### *3.2.2.9 Representivity*

Departments need to have the capacity to recruit and retain a representative workforce. Without this, there is a real risk of it being alienated from the citizenry and being perceived to be less serious about social transformation and promoting unity through diversity as required by the 1996 Constitution. Section 40 of the Constitution explicates that government is constituted as national, provincial and local spheres, which are distinctive, interdependent and interrelated. This establishes local municipalities as a distinctive sphere, with a mandate to govern, to provide services and to promote social and economic development. A collective societal transformation is the way to remove barriers to the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality.

Khoza (2002: 34) believes that the success of *Batho Pele* Principles will be determined by the progress made in efforts to transform the public service as well as transformation occurring in society in general. While there is scope for success, the limitations are more likely to be in the form of inherent qualities of the public service such as the bureaucracy and extensive legal regulations.

### **3.2.3 LOCAL GOVERNMENT: MUNICIPAL FINANCE MANAGEMENT ACT (Act 56 of 2003)**

The Act was promulgated in 2003 with the sole purpose of securing proper and lasting management of municipal financial affairs. Van der Walt (2004: 323) postulates that the Act also ensures that officials entrusted with the management of municipal finances and supply chains undertake their responsibilities in a responsible, transparent, ethical and professional manner. Section 62 (1) of the Municipal Finance Management Act of 2003 provides that the Accounting Officer (Municipal Manager) must ensure that the finances and resources of the municipality are managed effectively, efficiently and economically.

### **3.2.4 MUNICIPAL STRUCTURES ACT (Act 17 of 1998) and MUNICIPAL SYSTEMS ACT (Act 32 of 2000)**

Section 17 (1) of the Municipal Structures Act 117 of 1998 and section 80 (2) of the Municipal Systems Act 32 of 2000 note that requirements for community participation are to be taken further. In terms of chapter 4 of the Act, a municipality must adopt or promote community participation and must also provide for the following:

#### *3.2.4.1 Notification and Public Comment Procedures*

The participation of the citizenry to have a say in decision making processes about programmes of actions that affect their livelihood. The citizenry must know the procedures of notifying, being notified and commenting on the kind of services that they are receiving from the entity.

#### *3.2.4.2 Receipts, Processing and Consideration of Petitions and Complaints lodged by Members of the Community*

All efforts must be made by the Greater Tzaneen Local Municipality to answer letters of complaint and publish its performance against the targeted goals. A need to answer letters quickly and clearly must be stressed as well as target-setting by each department and agencies. Departments and agencies must provide clear and straightforward information about its services and at least one number for telephone enquiries to help people or to put people in touch with the relevant officials for assistance.

#### *3.2.4.3 Public Meetings and Hearings by the Council*

A need to have at least one complaints procedure to report for poor services that the Greater Tzaneen Local Municipality provides must be initiated. Participation of citizenry in the entities will revitalise the way these entities provide service delivery.

#### *3.2.4.4 Consultative Sessions with Community Organisations*

The Greater Tzaneen Local Municipality must regularly consult its customers and interest groups about the services provided and report on the results and should be communicated timeously to citizenry.

#### *3.2.4.5 Frequent and Consistent Report-back Sessions are vital*

It is crucial for the Greater Tzaneen Local Municipality to do everything that is reasonably possible to make its services available to everyone, including people with special needs.

Raga and Taylor (2005: 20) asserts that local communities like in the Greater Tzaneen Local Municipality must be encouraged to participate in, *inter alia*, matters such as:

- *The Preparation of their Municipality's Budget*

Bland and Rubin (1997: 34) expounds that budget process is an integral part of a well functioning budget system. A budget cycle must be viewed as an ongoing cycle, rather than a linear series of events that starts at one date and ends at another. The budget process shapes decision making throughout the budget cycle.

- *Decisions on the provision of Municipal Services*

Golembiewski and Rabbin (1997: 192) point out that the budget process describes not only who has power over budget decisions, but also how those decisions are actually made, how much information is provided, what kind of decisions are reached, implemented and how much comparison there is between proposed expenditures. This is possible if continuous monitoring and review of the performance of the Greater Tzaneen Local Municipality.

- *Monitoring and Review of their Municipality's Performance*

Golembiewski and Rabin (1997: 254) indicates that budgeting has been undertaken consistently to plan and monitor expenditures to ensure compliance in the strict auditing sense, but budgeting reforms in recent years have emphasised broader issues of economic management and the efficiency and effectiveness of resource use to achieve programme objectives. It is imperative that municipalities not only adhere to these prescripts for only compliance reasons but also as a means and an approach to improved financial management.

### **3.3 THE PROMOTION OF ADMINISTRATIVE JUSTICE ACT (Act 3 of 2000)**

In South Africa, administrative decision making is through Promotion of Administrative Justice Act 3 of 2000 (hereafter referred to as PAJA) as part of general administrative law. PAJA sets out the general rules that govern how administrators must make decision, reasonably, justify and procedurally fairly. Reasonableness means that administrators should be able to comprehend the context of an application for a

government service before making a decision. Justifiableness refers to administration having the power to make the decision. Procedural fairness means that administration must ensure that if a person is likely to receive a negative decision, the potentially affected individual must be given, adequate notice of the nature and purpose of the proposed negative decision, a reasonable opportunity to notice of any right of review or internal appeal where applicable and adequate notice of the right to request reasons. It prescribes that in order to give more effect to the right to procedurally fair administrative action, the public should be consulted. It also emphasises the citizens' rights to redress and requires that reasons be given for any administration action. It also promotes transparency in public administrative decisions and related actions. Greater Tzaneen Local Municipality must be seen to be a proponent of PAJA at all times.

### **3.4 THE PROMOTION OF ACCESS TO INFORMATION ACT (Act 2 of 2000)**

The Promotion of Access to Information Act 2 of 2000 (hereafter referred to as PAIA) gives legislative expression to the Constitutional rights and adopts the right to know approach. It aims to create a framework to:

- *Allow People to Access the Information held by Government and Private Bodies*

It is vital for the Greater Tzaneen Local Municipality to make services easily accessible to everyone who needs them including using technology to the full, offering choice wherever possible.

- *Set out how People will be able to Access these Records*

A need to be open, and communicate clearly and effectively in plain language to help people using public services; and provide full information about services, their cost and how well they perform is necessary. It is vital that the Greater Tzaneen Local Municipality must be able to take the citizenry through advocacy on what information can and cannot be divulged to them.

- *Determine the Grounds on which Access to Information can be refused*

DPSA (2006: 48) contrasts with the secrecy and opaqueness of Apartheid governance which was necessary for the suppression of the will of the people, fundamentally transparency is necessary for giving content to the ideals of our democratic Constitution. Indeed the ability of the citizenry to exercise the rights embodied in it depends upon this. As the primary arm of our government, the Public Service must, have the capacity to open itself to public scrutiny.

- *Set out how Citizens could lodge an Appeal against any Decision to deny Access to Information*

DPSA (2006: 35) states that PAJA ensures procedurally fair administrative action and gives citizens the right to enforce fair action. All the citizens, including those of Greater Tzaneen Local Municipality, have the right to request reasons for actions, and also the right to have such actions reviewed in court.

It is, therefore, not surprising that studies have assessed compliance with this Act as the performance indicator for impartiality, fairness and a lack of bias. Even though classified information that which can put the country's safety at risk from its enemies can only be accessed by classified relevant people. DPSA (2007: 2) reckons that PAIA enables the public to scrutinise government decision-making and hold government accountable for actions and decisions that affect their lives and rights. The framework created in terms of the PAIA enables the public to access information and ensures that the public service participates in promoting a culture of human rights and just public administration. Without reliable and relevant information, citizens do not know what government is doing and cannot hold it accountable. The PAIA is one of the legislative foundations for ensuring the transformation of the public service. The capacity and ability of the public service to comply with the provisions of the PAIA directly reflects the extent to which this transformation has taken place. The ability to implement the PAIA does not only relate to putting the required systems and procedures in place, but relates to changing the culture of secrecy in the public service and using the PAIA as a powerful tool in this regard. The Greater Tzaneen Local Municipality is not immune from adhering to the PAIA.

DPSA (2007: 2) further elaborates the impact of ongoing monitoring should not only be to ensure more effective systems and procedures, but should enable citizens to participate fully in government processes by having accurate and timely information and using their right to access to information. The Act obliges departments and entities to be more transparent in their dealings with the public. It provides prescriptions regarding the publication of various types of reports, including contact details of responsible officials. It highlights the public's right of access to information from the public and private bodies.

### **3.5 THE WHITE PAPER ON THE TRANSFORMATION OF THE PUBLIC SERVICE (NOTICE No1459 of 1997)**

The White Paper (1995: 5) highlights transformation priorities of the government, one of which is transforming service delivery to meet the basic needs and redress past imbalances. Regarding consultation and participation of the community, it stresses the creation of government-community partnership for effective use of public funds and community resources. The formulation, implementation and monitoring of service delivery plans should be carried out in close consultation with unions and staff, and especially with service users. This cannot be done in isolation from the Minister for Public Service and Administration's contribution in municipalities.

It also places considerable emphasis on the need for effective consultation, both within the public service and with the South African society. This means that communities should be afforded an opportunity to participate in the decision making process on issues affecting their welfare and should also be encouraged to contribute to the delivery of services through community based initiatives in the Greater Tzaneen Local Municipality and exercising the community's right to fairness, reasonableness and transparency.

### **3.6 THE WHITE PAPER ON RECONSTRUCTION AND DEVELOPMENT (NOTICE No 1954 of 1994)**

The notice identifies the meeting of the basic needs of all citizens through more effective service delivery as one of the five key programmes of the RDP. The basic

needs of the people range from job creation, land, agrarian reform, housing, to water and sanitation. RDP advocates the formulation of a communication strategy that should effectively communicate the objectives of, and progress with, implementing RDP to allow the public to be fully informed and participate (consultation and information).

RDP further stipulates other principles related to the principles of *Batho Pele* that should inform Public Service delivery i.e. by responding to what the people of the Greater Tzaneen Local Municipality need.

### **3.6.1 PEOPLE'S NEEDS MUST BE RESPONDED TO**

DPSA (2006: 39) asserts that meeting the needs of the citizenry in a responsive manner and involving the public in policy making is critical for the stability of our democracy. The capacity for Public Service is sporadic and rudimentary. The Public Service needs to put in place and implement systems and processes that the public can utilize for this purpose. Appropriate capacity should be developed to put in place functional systems, procedures and methods to enable departments to elicit and process inputs from the public. The needs of the people must, at all times be responded to in a transparent manner.

### **3.6.2 TRANSPARENCY MUST BE FOSTERED BY PROVIDING THE PUBLIC WITH TIMELY, ACCESSIBLE AND ACCURATE INFORMATION**

DPSA (2006: 47) concedes in contrast to the secrecy and opaqueness of Apartheid governance which was necessary for the suppression of the will of the people, fundamentally transparency is necessary for giving content to the ideals of our democratic Constitution. Indeed the ability of the citizenry to exercise the rights embodied in it depends upon this. As the Greater Tzaneen Local Municipality a vital primary arm of our government, the Public Service must have the capacity to open itself to public scrutiny and accountability.

### **3.6.3 PUBLIC ADMINISTRATION MUST BE ACCOUNTABLE**

An important characteristic of the developmental state is its commitment to accountability. Public institutions and entities like Greater Tzaneen Local Municipality have been delegated important management and regulatory powers and are expected to exercise these powers within the context of accountability. Accountability implies that public servants should be held answerable to government and the public for the achievement of service delivery objectives and the proper utilization of resources. Essential for this is the capacity to account in the various ways set by legislation and regulatory prescripts.

### **3.7 NEW GROWTH PATH**

Patel (2010: 1) has released the framework of the New Economic Growth Path (hereafter referred to as NGP), as a policy aimed at enhancing growth, employment creation and equity. The policy's principal target is to create five million jobs over the next ten years. Patel (2010: 1) further asserts that the programme reflects Government's commitment to prioritising employment creation in all economic policies. It lays out strategies to enable South Africa to grow in a more equitable and inclusive manner in the future, fulfilling the promise of our democracy. Patel (2010: 1) argues that the centrepiece of the new growth path is a massive investment in infrastructure and people through skills development, together with smart government and better coordination with the private sector and organised labour so as to achieve national goals.

Patel (2010: 1) stresses that the shift to a new growth path challenges every South African to contribute to building our nation over the coming twenty years. It demands collective efforts, creativity and solidarity across South African society. It will require leadership and strong governance. New Growth Path takes into account of the new opportunities that are available to us, the strengths we have and the constraints we face. The key challenge will be that of implementation and we are frank about the need for a more coordinated and effective state. We have too many agencies and too little coordination between them. We can only achieve our jobs targets if the state

performs better and if the private sector grows in labour-absorbing parts of the economy. The growth path proposes ways to achieve that.

Patel (2010: 2) contends that infrastructure development is identified as a critical driver of jobs across the economy. The document identifies investments in five key physical and social infrastructure areas, namely energy, transport, communication, water and housing. The sustenance of high levels of public investment in these areas would create jobs in construction, operation and maintenance of infrastructure. The New Growth Path sees the infrastructure programme as a trigger to build a local supplier industry. Specific measures, particularly changes to procurement policy and regulations, are identified to ensure this is achieved.

### **3.8 CONCLUSION**

This Chapter has discussed the enabling frameworks that underpin implementation of *Batho Pele* Principles in public sector, in this instance in the Greater Tzaneen Local Municipality. It can be summed up that these frameworks are just, their usage is and/or not realised as they were initially and are promulgated for. The next chapter explains the design and methodological activities undertaken to authenticate the collected data.

## **CHAPTER FOUR: RESEARCH DESIGN AND METHODOLOGY**

### **4.1 INTRODUCTION**

The previous chapter has dealt with the constitutional, legislative and regulatory framework underpinning *Batho Pele* Principles, this chapter focuses on research design, methodology and ensure validity and credibility of the findings.

Munzhedzi (2011: 55) expounds that when undertaking a scientific research, there are three questions to be asked, namely, the reason for conducting research (the why), the focus of the study and the unit of analysis of the research (the what), and the methods employed to undertake the research (the how). The why and what of the research study have been unpacked in the preceding chapters. This study further seeks to ensure that services that are provided by the Greater Tzaneen Local Municipality do comply with the provisions of the White Paper on the Transformation of Public Service Delivery, 1997 and to record success and challenges encountered. This chapter provides a description of how the research for this study was conducted.

### **4.2 RESEARCH METHODOLOGY**

Remenyi, Williams, Money, and Swartz (1998: 120) assert that one of the most important aspects of research in the Public Administration is to decide on an appropriate starting point for the conceptual framework or research strategy within which data will be collected and analysed. The chapter starts by discussing research design and methodology, and clarifies the meaning and difference between quantitative and qualitative research methodologies. It further indicates that the study is qualitative in nature. The main objective of this chapter on research designs and methodologies are to link the research findings and analysis (see Chapter Five). In this study, there are different methods employed to collect and analyse data. Provisions for the selection of samples and research areas together with the rationale for these are included in the study.

### 4.3 RESEARCH DESIGN AND METHODOLOGY

In this study, research design refers to the scientific approaches employed in extracting facts and answers to questions to arrive at validity and reliability. Remenyi (1996: 22) believes that research can be regarded as a voyage of discovery. A well-defined research problem is a prerequisite for any study and thereafter a logical development of a research design follows. Mouton (2001: 55) conceptualises research design as a plan or a blueprint of how a researcher plans to conduct the study. Unlike research methodology, research design focuses on the logic of research.

Research methodology focuses on different things in that it concerns itself with the steps, procedures, techniques and specific tasks to be harnessed when the researcher implements the research design. Validity and reliability of the results measure the quality of research. Munzhedzi (2011: 56) refers to validity as the degree to which a study measures what it purports to measure whereas reliability is an estimate of the accuracy and internal consistency of a measurement instrument. Bless, Higson-Smith and Kagee (2006: 156) assent that validity and reliability often suffer when a researcher selects views and arguments that support personal views, provide insufficient supporting evidence and reasons for final conclusion and are prejudiced. The researcher has attempted to achieve high validity and reliability by ensuring that the views and arguments advanced by the respondents are accurate. The evidence obtained from the data collected was sufficient to make the necessary conclusion on this study.

Munzhedzi (2011: 57) declares that the rationale for a research design is to plan and structure a research project in such a way that the validity of the research findings is maximised through either minimising or where possible eliminating potential errors. Furthermore, validity and reliability should complement each other because it does not help to use a reliable instrument which has no validity. Similarly, an instrument with high validity is not useful unless it can also be proved to be reliable. When research uses multiple data collection techniques, validity and reliability are often obtained. This study has employed multiple methods of data collection. The main objective of using multiple data collection methods is to augment both the validity and reliability of the results.

The study attempted to minimise errors and bias by ensuring that the research sample was representative and that the researcher did not influence the views of respondents throughout the entire research process including the data collection phase. Two types of research method are detailed below, namely, quantitative and qualitative research methods. Mouton (1996: 38) asserts that quantitative and qualitative research methods may even be combined in one study, for instance, a researcher may use probability sampling techniques in conjunction with in-depth interviews or basic descriptive statistics in analysing qualitative data. Mouton (1996: 138) refers to the probability sampling technique as a procedure in which every member of the institution in question has an equal chance of being selected or of being a respondent.

Mouton (1996: 138) further argues that using multiple research methods is not only possible, desirable, but the best way of improving the quality of research and accepts that quantitative and qualitative research methods are compatible and their application is determined by the kind of research problem at hand. A proficient researcher carefully chooses both or the most appropriate research method to solve a particular problem, which is what will be done in this study. The preferred method of research for the purpose of this study will also be indicated after the discussion of these research domains, namely, qualitative.

#### **4.3.1 QUANTITATIVE APPROACH**

Quantitative research involves the use of structured questions where the response options have been predetermined and a large number of respondents are involved. Thus, quantitative research considers numbers, symbols, measurements and statistics in outlining key variables for the collection, analysis and interpretation of data. However, Babooa (2008: 136) asserts that measurements applied must be objective, quantitative and statistically valid. Mouton (2001: 52-164) manifests that quantitative research approach can be divided into two categories, namely:

- studying human beings and behaviours directly by means of *inter alia*, survey and interviews, and

- indirectly by means of computer simulation studies, secondary data analysis and statistics. It could be safely argued that a quantitative research approach relies largely on the application of strict measurable techniques and applications.

#### 4.3.2 QUALITATIVE APPROACH

Babooa (2008: 137) notes that qualitative research approach involves an in-depth understanding of participants' behaviour and the reasons that govern participants' behaviour. Unlike a quantitative research approach, qualitative research relies on reasons behind certain behaviours and experiences of the participants. This research domain makes an attempt to investigate the why and how of the implementation of the *Batho Pele* Principles in the research site as is the case in this study as compared to what, where and when of the quantitative research domain. If it were the case that this study featured elements of a quantitative research approach, a main focus would have been intrigued in the measurement and statistical data regarding the implementation of the *Batho Pele* Principles in the research site. It could also have been on the level of understanding of the *Batho Pele* Principles since its inception in the public service. Babooa (2008: 137) asserts qualitative researchers often depend on four methods of gathering data, namely, participation in the settings, direct observation, in-depth interviews and analysis of responses. Mason (2005: 1) posits that through qualitative research, a wide array of dimensions of the social world is explored, including everyday life, and the understandings, experiences and thoughts of social participants. A qualitative research approach also explores the ways of social processes, institutions, discourses or relationships and the significance of meanings that they generate.

Mouton (2001: 148-160) purports that a qualitative research approach can also be divided into two categories namely:

- The study of human beings and their behaviour by means of field studies, case studies, interviews and direct observation; and
- The study of products of human behaviour.

Wessels, Pauw and Thani (2009: 15) concur that the study of products of human behaviour includes implementation and outcome evaluation research as well as programme evaluation and policy analysis. In the case of this study the focus is on the second category, products of human behaviour, which is inclusive of implementation and outcome evaluation research together with programme evaluation. Bless *et al.* (2006: 182) concede that evaluation research refers to social research which investigates whether a particular project, programme or intervention has been effective or improved or has achieved its objectives. Qualitative research approaches has been applied in the process of conducting this research study. This method could also be seen through the data collection method used. The method used to collect data will be discussed below.

#### **4.4 DATA COLLECTION METHODS**

Hanekom (1987: 28) accords that it is noteworthy to distinguish between two kinds of data, namely, primary data and secondary data. Secondary data refers to the data that is available in published literature while primary data refers to the data which is obtained from the original source. The collection of primary data was deemed necessary because the researcher thinks that there was not sufficient or accessible primary data available on the topic under investigation. Primary data includes annual reports for a period from June 2011 to July 2012. It is important that any data to be collected during the research process should be of assistance in answering the research question, namely, whether the implementation of *Batho Pele* Principles contributes to improved productivity in the service delivery. Bless, Higson-Smith and Kagee. (2006:182) assert that the same methods of data collection could be applied for different types of research provided the research design and data analysis method have been carefully thought through.

Bless, Higson-Smith and Kagee. (2006: 97) postulate that a study relies on the quality of the facts on which it is based. It therefore means that an excellent research design and a representative sample are not sufficient to guarantee a reliable result if an analysis is based on the incorrect data. It is necessary to ensure that data collected is accurate, so that analysis and results are reliable. The methods of data collection used in this study include distribution of a semi-structured questionnaire, documentary

analysis and observations. The methods of data collection used are discussed in detail below.

#### **4.4.1 SEMI-STRUCTURED QUESTIONNAIRE**

Jacobs (1996: 341) conceptualises a questionnaire as a set of written questions and/or statements to which the research subjects are to respond in order to obtain data which is relevant to the research topic. O'sullivan, Berner and Rassel (2008: 216) conceive semi-structured questionnaire as a questionnaire consisting of both open-ended and closed questions, and provides a greater depth than is possible with a structured questionnaire. For the purpose of this research study, a semi-structured questionnaire (see Annexure One) was distributed to employees of the Greater Tzaneen Local Municipality which included operational workers, deputy-managers, managers and senior managers. All the sampled respondents of the questionnaire were from the Greater Tzaneen Local Municipality (see Chapter One section 1.2).

The semi-structured questionnaire was used to understand the views, perceptions and experiences of staff members on whether the implementation of *Batho Pele* Principles contribute to the improvement of service delivery. The questions posed were intended to answer three research questions as generated in Chapter One. The semi-structured questionnaire also included (as part of its components) the identity of the researcher, the aims of the study, as well as the assurance of confidentiality of the answers and respondents as an ethical consideration in order to encourage participation. A letter of permission (see Annexure Two) from the Head of Department to conduct a study in the Greater Tzaneen Local Municipality is also attached as an ethical clearance and provides this study with the legitimacy it deserves. The kind of questionnaire used in this study contains semi-structured (open-ended and closed) questions. The main reason for the use of these semi-structured questions is that it gives respondents freedom to express their opinions the way they understand the situation, and it is unlike in the structured questions (quantitative) where answers are restricted. The researcher did not want to restrict the views of the respondents in relation to the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality but mainly to guide discussions by raising relevant issues. Bless *et al* (2006: 132) concede that semi-structured questions are well suited to exploratory studies, case

studies or studies based on qualitative analysis of data. As this study follows a qualitative research approach and no restrictions, guidelines or suggestions for solutions are provided to the respondents in the semi-structured questions, ... in the case of structured questions (quantitative) a range of possible answers are provided to allow the respondents choices. Bless, Higson-Smith and Kagee (2006: 120) accede that the basis for using a semi-structured questionnaire is that many respondents can be reached with little time and less cost. Cumming and Worley (2001: 15) concur that semi-structured questionnaires are an efficient way of collecting data because they contain fixed responses and can be administered to a large number of people simultaneously. Some questions may require reflection or consultation before answering, for which a semi-structured questionnaire might be appropriate as used in this study. The reflection and consultation might not be possible if there is an interviewer waiting for a response, often resulting in hasty responses.

Bless, Higson-Smith and Kagee (2006: 120) contend that the response rate for semi-structured questionnaires in general tends to be low and the return rate is often not more than 40 percent. Mouton (1996: 148-154) further notes that at times, the poor response rate may be attributed to factors such as a poor mail service in rural areas, a lack of interest or a busy schedule by respondents, affiliation of the researcher, image of the researcher, distance between the researcher and the participants, and the lack of motivation of the participants. The researcher has the responsibility to plan and execute the study in a manner that would minimise any threat to the reliability of the results. Multiple use of data collection methods increases reliability of results. Mouton (1996: 156-160) implies that the researcher may also ensure anonymity of respondents, and establish best possible interpersonal relations with respondents, deceive respondents about the actual purpose of the research, and proper selection of field worker. It was, however, realised that respondents seem to prefer a quantitative (structured) questionnaire where they answer either yes or no, agree or disagree, and where they provide estimations in percentages. This was realised after several respondents complained that the questionnaire distributed took a long time to complete. Other respondents even suggested that the researcher should have used structured questions for the reason that possible alternative answers are provided for choice (multiple choice answers). Despite these concerns raised by respondents, the

response rate of this study is 77%. The results of the study could be dependable in this regard.

#### **4.4.2 DOCUMENT ANALYSIS**

As a way of ensuring multiple data collections to produce reliable results, document analysis was employed. For the purpose of this study, relevant documents in the Greater Tzaneen Local Municipality that were found necessary for this study and the researcher to answer the research questions posed in Chapter One were perused. These documents included Municipal Annual Reports for the period June 2011 and July 2012. These documents contain both primary data on discussions and activities and statistical data for the Greater Tzaneen Local Municipality. This data is vital as it indicates a reflective approach of the implementation of the Greater Tzaneen Local Municipality and its contribution towards improved service delivery within the research site.

#### **4.4.3 OBSERVATIONS**

Mouton (1996: 175) accedes that there are varieties of data sources available for social science research and they include physical resources, document resources, indirect and direct observation. Marshall and Rossman (2006: 99) consent that observation is a fundamental and important method in qualitative inquiries. Observation referred to in this study include the observation of individual behaviour, social interactions and necessary observable characteristics of the Greater Tzaneen Local Municipality community. Marshall and Rossman (2006: 98) further proclaim that observation entails systematic noting and recording of events, behaviour and objects in the social setting chosen for the study. Even in studies using in-depth interviews, observations play a crucial role as the researcher notes the interviewee's body language in addition to the words. The researcher undertaking this study is a resident, community and political leader of both Greater Tzaneen and alliance partners of the ruling party. It is this position which enables the researcher observes the conduct of officials because the researcher is indirectly involved in this regard. Observation of behaviour has been done by considering operational issues such as understanding of the *Batho Pele* Principles, contribution of the Greater Tzaneen Local Municipality to

the improvement of delivery of service, and challenges confronting the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. Mouton (1996: 143) asserts that it is desirable to use observation techniques that produce as little reactivity as possible in order to ensure the highest level of validity. It is equally desirable to employ observation techniques that make the exercise as much control on the research as possible.

The above data collection method was used in order to generate valid and reliable data that contain minimal errors. This method of data collection was used also in relation to the chosen sample and research area that will be discussed below.

#### 4.4 SELECTION OF SAMPLE METHOD AND RESEARCH AREAS

The sample used in this study was municipal employees belonging to Community Service Directorate as alluded earlier (see section 1.2 of Chapter One). The directorates have a combined total of 37 officials as at 30 October 2012. The semi-structured questionnaire was distributed to 37 officials attached to this directorate. Table 4.1 provides summarised information regarding the purposive sampling which served to guide data collection in this study.

Table 4.1. Purposive Sampling Procedure

| <b>Institution-GTM</b>              | <b>Total Population</b> | <b>Target Population</b> | <b>Proportional Sample</b> | <b>Gender</b>                  | <b>Age</b> |
|-------------------------------------|-------------------------|--------------------------|----------------------------|--------------------------------|------------|
| Sub-Directorate-HRM                 | 19                      | 15                       | 13 (87%)                   | Female=10<br>Male = 3          | 30 - 43    |
| Sub-Directorate-Disaster Management | 18                      | 15                       | 10 (67%)                   | Female= 5<br>Male = 5          | 34 - 42    |
| <b>Total</b>                        | <b>37</b>               | <b>30</b>                | <b>23 (77%)</b>            | <b>Female= 15<br/>Male = 8</b> | <b>N/A</b> |

Cohen and Manion (1995: 55) reckon that a lot of authors often argue about the difficulty of determining the appropriate size of the research sample. In general, it is better to have as large a sample as possible in order to reach a reliable conclusion. Nwana (1988: 80) highlights that the larger the sample becomes, the more representative of the population it becomes and so the more reliable and valid the results based on it will become. Babooa (2008: 144) postulates that for a sample to be deemed appropriate, the researcher should select at least a minimum of 10% of the given research population.

Fifteen officials out of 37 (41%) and the sample chosen is above the 10% measure. Of the 37 semi-structured questionnaires distributed to 37 officials, 23 of them, which represented 62.2% of the chosen sample, were returned for analysis. Sometimes it is appropriate to select a research sample based on the researcher's knowledge of the research population, its elements and the purpose of the study. The chosen respondents/participants were chosen purposefully. Babbie (2010:193) opines that purposive sampling refers to a non-probability sampling method in which the units to be observed are selected on the basis of the researcher's judgement about which respondents are most useful. A purposive sample is representative in nature. The researcher ensured that the sample is representative in that it is inclusive of officials with the occupations ranging from operational workers, deputy-managers, managers and senior managers. Gender and age of the respondents are considered in the semi-structured questionnaire. Most of the respondents returned the completed questionnaires within 45 minutes because the researcher distributed and collected them at the research site. The questionnaires were distributed by hand while a few were distributed by email. Of the four questionnaires that were returned, two were from senior management service (SMS) members who gave a busy schedule as a reason for not returning a completed questionnaire to the researcher. All data collected through various from the chosen sample were analysed as discussed hereunder.

## **4.5 DATA ANALYSIS**

Mouton (1996: 161) consents that data analysis usually engages two key steps:

- (a) Reducing the collected data to manageable proportions.
- (b) Identifying patterns and themes in the data.

Babooa (2008: 152) concurs that the first step in the data analysis is a critical examination of the collected data. In this research study, data analysis includes data collected through a distributed semi-structured questionnaire, and documents including Annual reports and plans. A semi-structured questionnaire (Annexure One) was distributed to 37 officials of the Greater Tzaneen Local Municipality. Observations were done through social interactions, informal conversations, observations of moods, and discussions during meetings. The collected data is carefully analysed, and the findings of the analysis are presented in the next chapter.

## **4.6 CONCLUSION**

The research design and methodology used in this research study were discussed above. Both the quantitative and qualitative research approaches were also highlighted with an indication of the preferred method that was applied in the study. This chapter also provides a detailed description of the data collection method used in the study which includes a semi-structured questionnaire, documentary analysis and observations. The way data analysis was carried out is also discussed. The research sample, together with the research area, was also provided. The research findings, together with the interpretations, are provided in the next chapter.

## **CHAPTER FIVE: DATA ANALYSIS OF THE STUDY**

### **5.1 INTRODUCTION**

The previous chapter dealt with the research design and methodology which also included appropriate data collection methods. This chapter sought to present, analyse and also interpret data collected through various methods discussed in Chapter Four including a semi-structured questionnaire, documentary analysis and observations. The responses from several questions posed in the questionnaire are discussed in detail. This chapter further intends to provide possible remedies to the problem as highlighted in Chapter One which seeks to understand whether the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality contributes to improvement of service delivery. The profile of the respondents is also succinctly discussed.

### **5.2 FINDINGS FROM THE QUESTIONNAIRE AND ANALYSIS**

The respondents were asked twenty-two questions of which the first four were based on the need to understand their personal particulars. As indicated in Chapter Four, the focus has been on the Community Service Directorate of the Greater Tzaneen Local Municipality, namely. The semi-structured questionnaire (see Annexure One) was distributed to 37 Greater Tzaneen Local Municipality officials under the two directorates and 23 responded. The occupation of the respondents ranged from operational workers, deputy-managers, managers and senior managers. The two directorates consisted of a combined total of 37 employees as at 31 October 2012. Responses to questions asked in the questionnaires are analysed as themes below.

#### **5.2.1 PARTICIPANTS' DEFINITION OF *BATHO PELE* PRINCIPLES**

Respondents were asked to define *Batho Pele* Principles as applied in the Greater Tzaneen Local Municipality. One respondent commented that it is applied as a tool to get the views and ideas of the community on service delivery and also to improve service delivery. Another respondent referred to *Batho Pele* Principles as doing everything possible as soon as possible to meet the expectations of community

members who come to seek help in the municipal offices. However, one respondent referred to *Batho Pele* Principles as people first which is the way in which employees serve the public. This opinion is similar to another respondent's who referred to *Batho Pele* Principles as putting customers/clients first, first preference requires a consideration of the needs and wants of all citizens within the Greater Tzaneen Local Municipality. Analysis of the several definitions of *Batho Pele* Principles from Municipal employees indicates that there are many employees who understand the actual meaning of *Batho Pele* Principles. Through the definition on the questionnaire, it has also been realised that there are several employees with less or no understanding of *Batho Pele* Principles at all. Many respondents were limiting *Batho Pele* Principles to right to information, right to inform all people before time and right to be treated with respect in their definitions which are only some of the elements of the principles. All (100%) of the respondents have been with the Greater Tzaneen Local Municipality for a period of not less than two years. Others come from public service where *Batho Pele* Principles are applied similar to that of the Greater Tzaneen Local Municipality.

### **5.2.2 EMPLOYEES' UNDERSTANDING OF *BATHO PELE* PRINCIPLES**

The respondents were asked whether or not they would describe their level of understanding of the *Batho Pele* Principles as adequate and to provide any further explanations they may have. All employees who completed the questionnaire indicated that they would describe their understanding of the *Batho Pele* Principles as adequate. However, definitions of *Batho Pele* Principles provided by most respondents show serious lack of understanding, despite the claims of adequate understanding of the *Batho Pele* Principles. Six respondents (26.0%) alluded to the fact that they have adequate understanding of the *Batho Pele* Principles because they have acquired years of experience in the Municipality. Five (22.0%) other respondents also declared that they have adequate understanding they know that they are expected to submit performance instruments which include quarterly assessment reports. Others (52%) indicated that they have attended workshops on *Batho Pele* Principles organised by the Municipality.

### **5.2.3. UNDERSTANDING OF *BATHO PELE* PRINCIPLES BY SUPERVISORS**

One of the questions for the respondents was intended to understand whether or not they believe their supervisors have a sufficient understanding of the *Batho Pele* Principles. Four respondents (17%) indicated that their supervisors do not possess a good understanding of the *Batho Pele* Principles, while the rest (83%) of the respondents said that their supervisors have good understanding of the *Batho Pele* Principles. Some of the employees responded by saying that their seniors should attend refresher courses on the implementation of the *Batho Pele* Principles while others perceive their supervisors do everything possible to give answers or solutions to all the clients who are referred to them. The supervisors always have listening ear, good interpersonal skills to communicate with clients and insist that the turnaround time to meet the clients' needs should not be more than three days.

Section 5.2.2 above reveals that there is a general lack of understanding of implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality. The fact that Municipal employees have little understanding of *Batho Pele* Principles translates that there are supervisors at the Greater Tzaneen Local Municipality who do not have sufficient understanding of *Batho Pele* Principles. In the opinion of the researcher, some supervisors possess enough knowledge about *Batho Pele* Principles because they are able to recognise that some of their subordinates have less understanding of these principles.

### **5.2.4 GENERAL UNDERSTANDING OF *BATHO PELE* PRINCIPLES IN THE MUNICIPALITY**

A follow up question to the respondents was broadened on whether or not they (the respondents) think there is a general understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality by employees at all levels within the institution. Five respondents (21.7%) indicated that they think that there is a general understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. One respondent, who is a member of the middle management responsible for the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality, has also indicated that they (the Community Services) have inducted and

trained all new and old municipal employees on the *Batho Pele* Principles. However, 78.3% of the respondents indicated that they are of the opinion that the general understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality is poor. For example, one respondent made an observation which was shared by many other (57.1%) respondents that most employees are employed in the Greater Tzaneen Local Municipality who do not even understand the *Batho Pele* Principles and set targets that are impossible to achieve. One such respondent alluded to the fact that most employees understand the *Batho Pele* Principles well since they respond to the needs of the clients regularly on time. The lack of response to the needs of the clients may be because non-response disqualifies an employee as they will not have incidents to report on in order to receive merit incentives such as a performance bonus and pay/salary progression irrespective of the scores.

The member of the middle management responsible for the implementation of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality has indicated that they train both old and new employees about the *Batho Pele* Principles, but it seems as if the training they provide is not sufficient. Only 21.7% of the respondents indicated that the general understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality is good whereas 78.3% believe that it is poorly implemented and understood. If training on the *Batho Pele* Principles does take place as alluded to, it is not sufficient because it does not result in the adequate understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality.

### **5.2.5 IMPROVING UNDERSTANDING OF BATHO PELE PRINCIPLES**

The other question posed to the respondents required their opinion on what should be done to improve the employees' understanding of the Greater Tzaneen Local Municipality. The comments of all 23 (100%) respondents were generally similar. One comment of a respondent declared that the Greater Tzaneen Local Municipality should provide training and workshops to enable all the employees to have a broader knowledge of the *Batho Pele* Principles. Another respondent further posited that regular briefing sessions should be conducted until employees understand the aims and objectives of the *Batho Pele* Principles. Respondents who raised the issue of briefing sessions argued that priority should be given to new employees who have just

joined the public service from school or from the private sector. All the measures suggested above to improve the understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality may play a vital role in bringing about an understanding and awareness of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. All respondents (100%) raised the issue of training and workshops for the municipal employees on *Batho Pele* Principles in order to have a better understanding. Municipal employees should all have an understanding of the aims and objectives of the *Batho Pele* Principles in the municipality. The researcher agrees with the views expressed by 100% of the respondents regarding training and workshops as an intervention method for the implementation of *Batho Pele* Principles understanding in the Greater Tzaneen Local Municipality. The researcher further agrees that priority to such training and workshops should be given to new employees, particularly to those from school and the private sector.

#### **5.2.6 ATTRIBUTE OF SERVICE DELIVERY FROM JUNE 2011 TO JULY 2012**

Respondents were asked whether or not they would attribute either poor or good improvement of service delivery in their directorate to the period under review is from June 2011 to July 2012. All respondents (100%) highlighted that for this period (June 2011 to July 2012) the Greater Tzaneen Local Municipality has not performed well. One respondent's comment was that the overall performance of the Greater Tzaneen Local Municipality has not been good in the past one year; we obtained qualified audit reports. Respondents also mentioned that the Greater Tzaneen Local Municipality has received awards including the:

- Multiple Winner the Provincial Cleanest/Greenest Town Award in 2011.
- Multiple Winner of the Blue Drop Status (Silver) 2010 and 2011.
- Winner of the Blue Drop Status (Gold) in 2012.
- Winner of the EPWP Kamoso Award in 2011.

Some directorates, including the Community Services also received provincial awards during the period under review and this has been argued by respondents as evidence of outstanding performance. The Greater Tzaneen Local Municipality has been

spending all its the allocated funds/budget, even though all the respondents have also indicated that the Greater Tzaneen Local Municipality has not performed well in the period under review, there are several performance awards that were achieved as discussed above. 19 respondents (82.6%) contended that they are not satisfied that Greater Tzaneen Local Municipality has delivered its mandate to the clients. It can be drawn from the notorious water and other basic service delivery protest marches by the residents of Petanenge Village in the foyer of the Greater Tzaneen Local Municipality during the period under review. Many communities do not access basic needs as stipulated in the Bill of Rights in the Supreme Law of the country which guarantees all citizenry of access to all basic needs, for example, drinking water, sanitation and electricity.

### **5.2.7 CONTRIBUTION TO THE IMPROVEMENT OF SERVICE DELIVERY**

Another question was posed as to the need to understand the contribution of the Batho Pele principles to the improvement of service delivery. 10 respondents (43.5%) concurred that without *Batho Pele* Principles, there will be without guiding principles that instil values on how to interact with the clients, everybody would be doing what they want and when they want. The principles are contributing positively towards achieving service delivery in the Greater Tzaneen Local Municipality.

### **5.2.8 SUPPORT SERVICES TO THE ENTIRE MUNICIPALITY**

Respondents were asked to share their opinion on whether the Community Services Directorate in the Greater Tzaneen Local Municipality render enough support services to the entire Municipality to ensure effective implementation of the *Batho Pele* Principles and improved service delivery. Twenty-one of the respondents (91.3%) agreed that the directorate renders enough support services. One respondent (4.3%) also said that the directorate provides what they need to fulfil their duties to their clients. Employees, money and tools are provided to them to meet the clients' obligations. Another respondent testified that support services are given thorough performance plans, visits, facilitation of quarterly assessment reports, and circulars and email are issued from time to time. However, another respondent mentioned that there are some employees who do not have the necessary qualifications for the work

they do. Relevant corrective measures regarding underperformance and qualifications will have to be afforded opportunities for specific period to appraise their qualifications to the minimum required on and will perform at a required level then there would be an overall good understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality.

### **5.2.9 SKILLS AND CAPACITY TO IMPLEMENT THE *BATHO PELE* PRINCIPLES**

A question was asked on whether employees attached to the front desk possess the necessary skills and capacity to implement the *Batho Pele* Principles in the Greater Tzaneen Local Municipality. Implementing the *Batho Pele* Principles includes inculcating a culture of improved service delivery in the Greater Tzaneen Local Municipality. One respondent (4.3%) commented that front desk officials are not well trained and the improvement of service delivery is a far-fetched issue. Service delivery improvement lies with the directorate head and middle management. Another one said that believe that they have necessary skills and capacity, but no proper strategies to improve the performance and productivity of employees and the Greater Tzaneen Local Municipality. Twenty-one of the respondents (91.3%) agreed that they do have the necessary skills and capacity. However, as alluded to by one respondent who is an SMS member, room for improvement exists. The Community Services Directorate should train all employees to understand how their individual performance contributes to or impacts on the attainment of the overall goals and objectives of the Greater Tzaneen Local Municipality. All employees must understand the impact of their contribution in the high or low productivity rate of the Greater Tzaneen Local Municipality.

### **5.2.10 COMMENTS WRITTEN ON THE COMPLIMENTARY / SUGGESTION BOOK**

Respondents were asked their opinion on whether performance bonuses and salary/pay progression are sufficient to encourage good performance in the Greater Tzaneen Local Municipality. Twenty-one respondents (91.3%) contended that that they are not content with the salaries that they receive even though the Greater Tzaneen Local Municipality has been upgraded to be in the league of the best paid

municipalities in the Republic of South Africa. This concern was also demonstrated by the actions experienced by the municipality recently. Twenty respondents (86.9%) argued that comments on the Complimentary / Suggestion Book encourage good performance toward service delivery, but there is a disagreement on whether or not it is sufficient. For example, one respondent said that comments encourage good performance in that when one is aware of comments, one would work hard to maintain and / or even to improve on the comments, set goals and targets. Twenty respondents (86.9%) also mentioned that comments are acceptable and motivating. Another respondent also said that tokens of appreciation should be given to best performing employees once a year at the end of the financial year and that there has to be something which is a motivator in the middle of the year. It must, however, be highlighted that employee best awards are done at the end of the financial year are for the combined ratings of all four assessment quarters. The researcher concurs with the 86.9% of respondents who argued that complimentary comments play a vital role in encouraging good performance by municipal employees. As indicated by twenty-two respondents (95.6%), complimentary comments across the board for employees who have not performed to the required levels is a challenge. However, it is necessary to argue that complimentary comments alone can never be sufficient to encourage good performance. There are other factors that are non-verbal, such as recognition and acknowledgement of good performers by leadership in the presence of peers that may be used to encourage good performance.

### **5.2.11 TRAINING IN THE *BATHO PELE* PRINCIPLES**

Respondents were asked whether or not training on *Batho Pele* Principles contributes to improved service delivery. One of the respondents stated that proper training does contribute to the improvement of service delivery. Another respondent said that trained employees are likely to execute their duties better than untrained employees. Although all respondents (100%) agreed that training could play a pivotal role in the improvement of service delivery, a relevant impact analysis approach should be developed. Training needs should be developed because employees might choose a training need that may not be relevant. Another respondent criticised the Municipal training directorate, and mentioned that it does not focus on personal development plans but mainly on spending the allocated budget. A warning has been raised by a

respondent who argued that training is important but there are many employees who join the Greater Tzaneen Local Municipality having received sufficient training but who fail to deliver due to complacency, de-motivation, laziness and stress. However, it could be said that training is one of the remedies for underperformance because it enhances employees' knowledge and ability to perform better. The researcher agrees with the argument of the respondents that training could play a paramount role in the improvement of performance and productivity. However, there must be a proper skills audit and training based on personal development plans.

#### **5.2.12. CHALLENGES FACING THE IMPLEMENTATION OF THE *BATHO PELE* PRINCIPLES**

Another question posed to respondents was that they should mention challenges that they regard as facing the *Batho Pele* Principles and improvement of service delivery in the Greater Tzaneen Local Municipality. The following are the challenges as raised by the respondents, in no particular order:

- Lack of integration (if any) of the *Batho Pele* Principles by some employees and supervisors on all daily activities in the Greater Tzaneen Local Municipality.
- Poor employee attitudes' towards improving service delivery.
- Lack of directorate monthly and quarterly meetings where review on all programmes and projects is done. Instead review is done at the end of the year.
- Shortage of human capital in the Community Services directorate to implement the system effectively and efficiently.
- Lack of sufficient performance incentives to reward those who perform well or exceed the set performance target or halo effect.
- Biased ratings (subjective assessment) by supervisors' of their subordinates based on reasons such as favouritism.
- Focusing on the quantity of the end-product (output) rather than on the quality (value).
- Setting unrealistic performance targets that are too high to be achievable.
- Low morale due to meagre salary packages though municipal is graded high.

The above factors are in the opinion of the respondents challenges, facing the *Batho Pele* Principles and improvement of service delivery in the Greater Tzaneen Local Municipality. These factors affect effective implementation of the *Batho Pele* Principles which also impacts on the service delivery outcomes. The researcher consents that the above-mentioned challenges may have a negative impact on the improvement of service delivery in the Greater Tzaneen Local Municipality if measures are not taken to correct the situation. However, the greatest of all challenges facing the *Batho Pele* Principles and productivity is the lack of understanding of the *Batho Pele* Principles by employees (subordinates and supervisors). Other challenges come about as a result of this lack of understanding of the *Batho Pele* Principles and the contribution to service delivery.

### **5.2.13 MANAGEMENT OF UNDER IMPLEMENTATION OF *BATHO PELE* PRINCIPLES**

After challenges had been raised, respondents were asked whether or not the same challenges raised are being well managed in the Municipality's respective directorates. Only three (13.0%) of the 23 (100%) respondents argued that under implementation of *Batho Pele* Principles is well managed as a challenge whereas the rest of the 20 (86.9%) respondents indicated that it is not well managed. One respondent (4.3%) said that when an employee under implements *Batho Pele* Principles, nothing is done. No one enquires as to what the underlying cause of the under implementation is. Another respondent also expressed a view which was shared by 21 (91.3%) respondents that there are no programmes and strategies developed to address under implementation of *Batho Pele* Principles. There is almost a general consensus by respondents that the challenge of under implementation of *Batho Pele* Principles is not well managed in the Greater Tzaneen Local Municipality. If an employee has not well implemented or has not achieved the set performance targets from the *Batho Pele* Principles, there are no measures to address such a situation. As a result, an underperforming employee will continue to under implement and be unproductive because the employer does not develop mechanisms to address such challenges. Training that is done is not aligned to the skills gap/challenge. They argued that there is no proper referral to other necessary stakeholders such as the Skills Training and Employee Assistance Programme (hereafter referred to as EAP) divisions of the

directorates. There is no proper coordination between the *Batho Pele* Principles, Training and EAP divisions in the Greater Tzaneen Local Municipality.

#### **5.2.14 TIME FRAME FOR PICK UP PHONE BUILDING CLIENT CONFIDENCE**

Another question posed to respondents asked them to mention the time-frame they take to pick up ringing telephone when their clients call in the Greater Tzaneen Local Municipality. One respondent (4.3%) answers the telephone immediately the telephone rings. The respondent believes that by so doing, a sense of urgency, feeling of being appreciated, a positive confidence is inculcated in the culture of client confidence building. One respondent (4.3%) indicated that it takes two rings if s/he is not at his /her desk to answer the telephone. Four respondents (17.3%) responded by saying that when they receive complaints from clients, they always give the feedback within 24 hours to their clients.

#### **5.2.15 REWARDING BEST PERFORMERS**

Another question posed to respondents was whether or not they think the negotiated annual increment in the Bargaining Chamber is enough to reward best performers/ achievers in the improvement of service delivery through implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality. Twenty respondents (86.9%) commented that the negotiated annual increment in the Bargaining Chamber is not enough for rewarding the best performers in the Greater Tzaneen Local Municipality. Two respondents (8.6%) agreed that the negotiated annual increment in the Bargaining Chamber is enough because those who negotiate on their behalf have considered a lot of economic factors, such as inflation rate. However, as alluded to by one respondent (4.3%), who is a middle management member, that annual increment should be given to employees who have performed exceptionally well. Because it is now, the increment is received by all employees irrespective of whether you have performed well or not. Such that those employees who are under performing still receive their annually increment. The Community Services Directorate of the Greater Tzaneen Local Municipality should employ all its employees on performance contractual basis irrespective of their rank that employees are.

All employees must understand the impact of their contribution in the service delivery of the Greater Tzaneen Local Municipality.

#### **5.2.16 ADDITIONAL ISSUES TO IMPLEMENTATION OF *BATHO PELE***

##### **PRINCIPLES**

It was asked of respondents to raise any additional issues relating to the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality that they felt necessary in relation to the *Batho Pele* Principles. Nineteen respondents (82.6%) indicated that they do not have additional issues to raise in the questionnaire. The remaining nine respondents (39.1%) had some issues to raise but most of the issues they raised had already been discussed above under different subheadings. The following are some of the issues raised by respondents:

- Clearly-defined *Batho Pele* Principles in all directorates must be set.
- Intensive training or workshops on the *Batho Pele* Principles must be held at least once a year, particularly for new employees.
- All employees of the municipality should put on name tags wherever and whenever they go so that clients can better follow up their enquiries and /or complaints.
- Employees must be made to understand how their individual contribution in the Greater Tzaneen Local Municipality contributes to the realisation of the Greater Tzaneen Local Municipal's vision, mission and objectives.
- Discipline has to be corrective and restorative not punitive and destructive.
- Develop an effective, efficient, feasible and sustainable stakeholder relations geared towards best client satisfaction and customer care.
- Develop, attract, retain and monitor the best human capital.

Some of the above issues have already been raised by the respondents although a few who responded to a question asking them to raise additional issues necessary regarding the *Batho Pele* Principles said that of all the issues they raised before, they feel strongly about the above mentioned.

These discussions and findings were analysed together with data collected through the document analysis approach. This approach is necessary in this study in order to inform conclusions as well as recommendations to be drawn in this study.

### **5.3. FINDINGS FROM DOCUMENTARY ANALYSIS**

As indicated in Chapter Four (see section 4.3.2), in order to ensure multiple collection of data to produce reliable results, official documents of the Greater Tzaneen Local Municipality were analysed. Relevant documents including institutional Annual Performance Plans (hereafter referred to as APP) and Annual Reports were perused. The documents perused date back from June 2011 to July 2012. The APP is a strategic document derived from the strategic plan and it contains among other things institutional performance targets that are to be reached in the following financial year. It has to be approved by the Municipal Executive Council (hereafter referred to as EXCO) in the Greater Tzaneen Local Municipality. All directorates, Strategic Business Units and divisions would have their own targets from the APP to be met. It is from these targets of the APP that municipal employees develop their own individual performance agreements/Memoranda of Understanding (hereafter referred to as MOUs) in improving service delivery. In other words, performance targets in the performance agreements/MOUs are derived from the APP.

After municipal performance targets have been set and performance has been executed, an annual report is drawn up based on set targets and performance executed. An annual report is a report on how performance measures against the set performance targets of improving service delivery. Directorates, SBUs, and branches within the Greater Tzaneen Local Municipality are informed of how their monthly, quarterly and annual performances are rated. Another finding is that of the inconsistency between the SDBIP & Integrated Development Plan (hereafter referred to as IDP), programmes, projects and Key Performance Indicators (hereafter referred to as KPIs) contained in the SDBIP are not aligned to the IDP. This was caused by the lack of adherence to the IDP review programme resulting in the non-revision of the programmes and strategic KPIs during the IDP process. The IDP also did not contain 5 year targets for KPIs to guide the SDBIP. Programmes, projects and KPIs are then

only revised during the finalisation of the SDBIP resulting in amendments that are not captured in the IDP.

The APP, together with the annual reports of the financial year (from June 2011 to July 2012), are discussed and analysed below.

### **5.3.1 FINANCIAL YEAR 2011/2012**

For the financial year 2011/ 2012 an amount of R 65 475 192 has been budgeted for the Greater Tzaneen Local Municipality to realise the needs of its clients. Below is the summarised version of the 2011/12 APP and Annual Report. The level of achievement in the Greater Tzaneen Local Municipality is succinctly highlighted below:

#### *5.3.1.1 Performance targets (APP) Actual performance (Annual Report)*

- 420 houses with VIP toilets to be completed.
- 409 sites to be planned and serviced.
- 560 houses to be completed through unblocking of blocked projects.
- Train 70 officials on effective and efficient administration.
- Access services to 78% of households with basic level of water.
- Access services to 85% of households with basic level of electricity.
- Access services to 35% of households with basic level of sanitation.
- 5 officials to be trained through the University of Limpopo's Turfloop Graduate School of Leadership.

### **5.4 CONCLUSION**

Data analysis of the study was undertaken in this chapter. The data which was collected using different methods has been discussed and analysed. Data utilised was collected using methods which include a research questionnaire, documentary analysis and observations. Answers provided were analysed against the questions asked in the questionnaire together with the observations made during the collection of data. The APP and Annual Reports from the 2011 to 2012 financial years were also

discussed and analysed. Based on the discussion and analysis above, conclusions and recommendations of the research study will be made in next chapter.

## **CHAPTER 6: CONCLUSION AND RECOMMENDATIONS**

### **6.1 INTRODUCTION**

The previous chapter discussed the findings and analysis of the data obtained through various methods including a semi-structured questionnaire, official municipal documents and personal observations. The purpose of this chapter is to provide concluding remarks on the research problem raised (see section 1.3). Useful recommendations based on the data analysed in the previous chapter are provided in order to assist the management of the Greater Tzaneen Local Municipality in the implementation of *Batho Pele* Principles and improvement of service delivery. A summary of the preceding chapters is given.

### **6.2 CHAPTER SUMMARY**

The first chapter provided a background to the study about the *Batho Pele* Principles which also included the research problem. The research problem undertook to investigate whether the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality contributes to improved service delivery. In order to address this research problem, research questions were raised. The researcher also developed research objectives in order to assist in answering the research questions. The main objective of Chapter One was to contextualise the study and also explain the relevance and significance of the study. The set objective of the chapter was realised. The background to the study has played a pivotal role in introducing the study and the reason the study was undertaken.

Chapter Two of the study critically evaluated the literature that was considered relevant to the study. According to Mouton (2001: 86) it is paramount that every research project begins with a review of the existing literature in a particular field of study. A good literature review makes the researcher aware of what has been written about it before to avoid duplication of study and unnecessary repetition. As discussed in Chapter Two, some of the positive conclusions from other scholars were highlighted while others were not agreed with. The reviewed literature was necessary in that it informed this study to focus on a new research problem which has not been solved by

other scholars before. The literature review assisted the researcher to cover a research area which has not been covered before.

Chapter Three discussed the legislative and regulatory framework that underpins the *Batho Pele* Principles. There are several Acts and statutory guidelines which guide the development and implementation of *Batho Pele* Principles in the public service. The regulatory framework discussed includes those that inform the *Batho Pele* Principles at municipalities. The main objective of Chapter Three is to establish the understanding of the *Batho Pele* Principles in the municipalities and also the legislative framework that underpins it. The *Batho Pele* Principles implemented in the municipalities have to satisfy the provision of the legislative framework which includes the Constitution of the Republic of South Africa of 1996, the Public Service Act of 1994 (Proclamation 103 of 1994) and the Public Service Regulations of 2001. The objective of the chapter was realised.

The purpose of Chapter Four was to discuss the methodology used to collect data and how such data is analysed. Data collected assists in providing a solution to the research problem of this study. The research design and methodology of the study are discussed. Chapter Four discussed the research strategy within which evidence is collected and analysed. The study is qualitative in nature. Data collection method used and the way data is analysed have been highlighted. The sample with a reason for such a selection was also advanced. Chapter Four discussed and concluded on the most appropriate research method for this study. In this regard, the set objective of the research design and methodology chapter was realised.

Chapter Five presented the research findings and analysis of the data obtained. Analysis is based on data collected through various methods discussed in section 4.3 which includes a semi-structured questionnaire (see Annexure One), municipal documents and observations. A questionnaire (semi-structured) with 22 questions was distributed to 37 respondents, with only 23 questionnaires were returned, and responses to the questions were analysed in Chapter Five. Observations and perusal of municipal documents assisted the study to consolidate findings. Chapter Five is aimed at providing a possible solution to the problem statement in Chapter One which

asks whether the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality contributes to the improvement of service delivery.

After giving a summary of the preceding chapters, it is only appropriate to develop concluding remarks.

### **6.3 CONCLUSION**

The Greater Tzaneen Local Municipality has received several awards in the provincial and national categories in the period under review such as the:

- Multiple Winner the Provincial Cleanest/Greenest Town Award in 2011.
- Multiple Winner of the Blue Drop Status (Silver) 2010 and 2011.
- Winner of the Blue Drop Status (Gold) in 2012.
- Winner of the EPWP Kamoso Award in 2011.

However, most of the performance targets set in the Annual Performance Plans (APP) (from June 2011 to July 2012) were not achieved. This seems to be due to the fact that even though Greater Tzaneen Local Municipality did not achieve some of its set targets, it performed better than other municipalities in the Limpopo Province.

The evidence collected was done with the specific aim of answering the research question, namely, whether the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality contributes to the improvement of service delivery. After having carefully considered all evidence collected through the different data collection methods discussed in section 4.3, the following conclusions are drawn:

- Although there are officials with a better understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality, the majority have not acquired a sufficient understanding of the *Batho Pele* Principles.
- During the period under review (2011-2012), several performance targets were not achieved.

- Although the *Batho Pele* Principles play a significant role in the improvement of service delivery, it has not contributed to the improvement of service delivery of the Greater Tzaneen Local Municipality. Service delivery in the Greater Tzaneen Local Municipality has been low because the service delivery has not been continuously improving.

The challenges facing the *Batho Pele* Principles in the Greater Tzaneen Municipality are as follows:

- Poor understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality.
- Integration of the *Batho Pele* Principles in all directorates in the Greater Tzaneen Local Municipality.
- Non-compliance to *Batho Pele* Principles by some individual employees.
- Setting of unrealistic service delivery targets which are unrealisable.

The above conclusions have been drawn up based on the evidence collected and analysed in the previous chapter (Chapter Five). The objectives of the study, namely, to understand the *Batho Pele* Principles in the Greater Tzaneen Local Municipality, to explore whether the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality contributes to the improvement of service delivery as intended, and to analyse challenges facing the implementation of *Batho Pele* Principles in the Greater Tzaneen Local Municipality have all been achieved. The study brought about a better understanding of the *Batho Pele* Principles in the Greater Tzaneen Local Municipality, the kind of contribution *Batho Pele* Principles has on the improvement of service delivery in the Greater Tzaneen Local Municipality, and the challenges it faces on its application and implementation in the Greater Tzaneen Local Municipality of the study was informed by these research objectives hence it covers the understanding of *Batho Pele* Principles, its contribution and its challenges in the Greater Tzaneen Local Municipality and its relations to service delivery.

## 6.4 RECOMMENDATIONS

Based on the findings, analysis and conclusion of the research study, the following recommendations are made:

- There should be regular and thorough training of municipal employees about the *Batho Pele* Principles in the Greater Tzaneen Local Municipality and how it impacts on service delivery. Such training could improve the understanding of the *Batho Pele* Principles by Greater Tzaneen Local Municipal employees.
- After concluding that the implementation of *Batho Pele* Principles has not contributed to improvement of service delivery, the Greater Tzaneen Local Municipality should ensure that employees understand how their individual implementation and performance impacts on the overall service delivery of the Greater Tzaneen Local Municipality. Officials should understand that low individual implementation and performance may lead to a low municipal implementation of *Batho Pele* Principles and performance in the Greater Tzaneen Local Municipality.

The Greater Tzaneen Local Municipality should improve its performance and productivity by undertaking the following actions:

- Monitoring of implementation of *Batho Pele* Principles should not only be limited to quarterly and annually, but should be extended to monthly (even if such is done informally), so as to detect weaknesses as soon as possible.
- *Batho Pele* Principles training on the purpose and objective of the system should be conducted annually for all municipal employees.
- Good communication and relations between subordinates, supervisors and management should be facilitated.

- The Skills Training and other related divisions should work together to address the lack of skills and other problems associated with both under performance and service delivery.
- Service delivery targets of both the individual employees and the municipality should be clearly defined.
- Recognition and acknowledgement of internal staff during recruitment, appointments and promotional process should be done.
- Realistic Personal development plans (PDPs) should be implemented effectively.
- A skills audit on a quarterly and annual basis should be conducted to check what employees are capable of doing.
- Best performers should be recognised by appreciating them during municipal meetings or gatherings in the presence of their colleagues.
- A conducive working environment for employees should be created by ensuring that the necessary resources such as computers and stationery are made available to them in order to unleash their potentials.
- A performance culture should be internalised by employees through instilling the spirit of wanting to achieve the best at all times.
- Compliance should be strengthened by ensuring timeous response to all complaints.
- Punitive/disciplinary measures should be meted out to those officials who do not comply with the provisions of the service delivery, particularly non-observance of *Batho Pele* Principles and refusal to put on name tags.

In the opinion of the researcher, the solution to the research problem asked in Chapter One (see section 1.3), namely, whether or not the implementation of *Batho Pele* Principles contributes to the improvement of service delivery has been properly provided. In an attempt to successfully respond to the research problem, appropriate research objectives (see section 1.5) were raised. All the objectives of the study have been adequately addressed as discussed in section 6.3 above. The discussion about the understanding and the implementation of the *Batho Pele* Principles in the improvement of service delivery together with challenges facing *Batho Pele* Principles in the Greater Tzaneen Local Municipality appropriately addressed the objectives and

research problem of the study. The set objectives have assisted and guided the study in developing an informed and correct conclusion and recommendations. The recommendations listed above may assist the Greater Tzaneen Local Municipality in addressing the challenges facing the implementation of *Batho Pele* Principles adequately.

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## ANNEXURE ONE

Towards a People-Centred Public Service Through The Application Of Batho Pele Principles

TOPIC: AN INVESTIGATION OF THE IMPLEMENTATION OF *BATHO PELE* PRINCIPLES IN THE GREATER TZANEEN LOCAL MUNICIPALITY

### INTRODUCTION

This is a Master's Degree Of Public Administration study at the University Of Limpopo, Turfloop Graduate School Of Leadership. The purpose of this semi-structured questionnaire is to assess the Implementation of *Batho Pele* principles in the Greater Tzaneen Local Municipality and it is used for Post Graduate studies only.

Information obtained through this exercise will be treated as confidential and the results will be used for research purposes only.

### INSTRUCTIONS

You are allowed to remain anonymous when responding to this questionnaire (Not to identify yourself). Approximately 30 minutes is required to respond to this questionnaire.

The supplied information will be treated with confidentiality and will be used for the purposes of research only. No individual will be victimised or intimidated as a result of participating in this process.

You are humbly requested to respond to all the questions in the questionnaire and provide honest and reliable answers. Take note of the fact that, in terms of this research study, there is no right or wrong answer. You are required to provide as much information as possible.

This questionnaire is divided into FOUR sections, namely, Section A, B, C and D which deal with Personal Data of the Official /Respondent, Understanding of the *Batho Pele* principles, Contribution of *Batho Pele* principles to the improvement of service delivery and Analysis of the challenges facing the Greater Tzaneen Local Municipality respectively.

For more information contact the Researcher at:

Name : Mboweni Phaniel Cyril

Cell : 082 973 533 2

Email : [pcmboweni@webmail.co.za](mailto:pcmboweni@webmail.co.za)

## SEMI-STRUCTURED QUESTIONNAIRE

The purpose of this semi-structured questionnaire is to obtain information from selected Employees (Administration-Officers, Managers and Directors in all directorates in the Greater Tzaneen Local Municipality. All directorates will be engaged in the study as stated in Chapter One. The results of the questionnaires will be utilised in a dissertation for a Master's Degree of Public Administration of Mr Mboweni Phanel Cyril (200 809 709). Responses from all respondents will be treated as confidential and will not be seen by the employer. All the responses will cover the period of the financial year which is from June 2011 to July 2012. The responses of the chosen respondents will enable the researcher to make informed analysis, conclusion and recommendations about the Implementation of *Batho Pele* principles in the Greater Tzaneen Local Municipality. These responses will also enable the researcher to answer the research question asked in Chapter One of this study. The questionnaire has been designed as follows:

- A. Number 1 to 4 requires the Personal Data of the Respondent / Official.
- B. Number 5 to 9 seeks to address the understanding of the *Batho Pele* principles in the Greater Tzaneen Local Municipality.
- C. Number 10 to 16 seeks to address whether the Implementation of the *Batho Pele* principles in the Greater Tzaneen Local Municipality contributes to the improvement of service delivery.
- D. Number 17 to 21 seeks to analyse the challenges facing the Greater Tzaneen Local Municipality.

- 1. Names :.....
- 2. Position :.....
- 3. Municipality:.....
- 4. Directorate :.....
- 5. How would you define *Batho Pele* principles as applied in the Greater Tzaneen Local Municipality?

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- 6. Would you describe your level of understanding of the *Batho Pele* principles in the Greater Tzaneen Local Municipality as adequate? Explain further.

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- 7. Do you think that your supervisor has a good understanding of the *Batho Pele* principles? Explain further.

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- 8. Do you think that there is a general understanding of the *Batho Pele* principles in the Greater Tzaneen Local Municipality by employees at all the levels?

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- 9. What do you think should be done to improve the understanding of the *Batho Pele*

principles in your Directorate?

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10. Would you attribute either poor or good service delivery in the past financial-year (June 2011 to July 2012) to the *Batho Pele* principles?

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11. Can you say that the *Batho Pele* principles contribute to the improvement of service delivery in your directorate and explain why?

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12. Does your directorate render enough support services to the entire municipality to ensure effective, efficient and economic service delivery to your clients? Provide reasons for your response.

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.....

13. Do you believe that officials attached to the Front Desks have the necessary skills and capacity to implement the *Batho Pele* principles (for example, inculcating the culture of improved service delivery)? Provide reasons for your response.

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14. Would you regard comments written on the Complimentary / Suggestion Book sufficient to encourage you to work harder?

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15. In summary, what would you recommend the directorate and /or municipality to do to improve its service delivery?

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.....

16. Does training in the *Batho Pele* principles contribute to improvement of service delivery and if so how?

.....



Enq : Mboweni PC  
Cell No: 082 973 533 2  
Email : pcmboweni@webmail.co.za  
Ref : 200809709

P.O.Box 4026  
Nkowa-Nkowa  
0887

10 September 2012

The Acting Municipal Manager  
Greater Tzaneen Local Municipality  
P O Box 24  
Tzaneen  
0850

Dear Mr Mankabidi

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE MUNICIPALITY ON THE TOPIC: IMPLEMENTATION OF THE *BATHO PELE* PRINCIPLES IN THE GREATER TZANEEN LOCALMUNICIPALITY

1. PURPOSE

To seek permission to conduct research study in the Local Municipality for purposes of Master's Degree of Public Administration.

2. BACKGROUND

The academic year 2012 marks my final year as a Master's Degree of Public Administration student at the University of Limpopo, Turfloop Graduate School of Leadership for which I have been enrolled since 2008 with the financial support by the NFAS in the form of a loan. I have completed Coursework, Chapter 1, 2, and 3 of mini-dissertation. I am, thus, supposed to conduct fieldwork for data collection (i.e. Chapter 4 of the mini-dissertation) in order to complete research and subsequently finalise the degree. Data collection will be guided by compulsory standard ethical conduct.

3. FINANCIAL AND PERSONNEL IMPLICATIONS

No financial costs will be incurred by the municipality for this exercise. Target group for the research ranges from Office-Based Municipal Employees. They will be engaged individually by way of interviews and completing Questionnaires for approximately 30 minutes and once only.

Hoping that my application will always receive your most considerations,

Thank you.

Yours faithfully

Mboweni PC  
Master's Degree Of Public Administration



**GROTER TZANEEN MUNISIPALITEIT  
GREATER TZANEEN MUNICIPALITY**

Tel: 015 307 8381  
Fax: 015 307 8380

P.O Box 24  
Tzaneen, 0850

Tropiese Paradys



Tropical Paradise

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T Visser  
4/5/R

23 October 2012

Mr. PC Mboweni  
PO Box 4026  
Nkowankowa  
0887

Sir

**REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE  
MUNICIPALITY ON THE TOPIC: THE IMPACT OF BATHO PELE  
PRINCIPLES IN THE GREATER TZANEEN MUNICIPALITY**

Your letter of 16 September 2012 and the subsequent letter from the Programme Manager of the University of Limpopo dated 11 October 2012 refer.

The attached copy of an approval letter that was addressed to the University is for your attention.

Yours faithfully

**ME Mankabidi  
Acting Municipal Manager**



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---

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23 October 2012

Mr. PC Mboweni  
PO Box 4026  
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Sir

**REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE  
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The attached copy of an approval letter that was addressed to the University is for your attention.

Yours faithfully

**ME Mankabidi  
Acting Municipal Manager**

Faculty: Humanities  
School: Languages and Communication Studies  
Department: Languages  
Discipline: English Studies



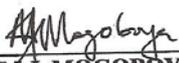
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**TO WHOM IT MAY CONCERN**

This letter serves to certify that I have edited Mboweni Phanel Cyril's (200809709) mini-dissertation entitled **Investigation in the Implementation of Batho Pele Principles in the Greater Tzaneen Local Municipality.**

I hope you find the editing quality in order.

---

DR M.J. MOGOBOYA (EDITOR)

23/12/12  

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DATE