

CHAPTER 5

CI FOR PUBLIC SERVICE DELIVERY

5.1 INTRODUCTION

This chapter continues the analysis and reporting of the findings of the ethnographic study at the DHA. It will focus mainly on competitive intelligence for Public Service delivery. In the light of this, the discussion will cover four themes. Firstly, this chapter will discuss new interventions initiated by DHA in an attempt to improve service delivery. Secondly, the intelligence needs of DHA will be examined. This will be followed by a discussion on the specific forms of competition that already exist in the work environment (in particular, left field competition), and the chapter will conclude with an identification of CI tools and techniques adopted and used by DHA, without associating these tools and techniques to CI.

As has been discussed in the previous chapter, the DHA is beset with problems, such as the lack of skills and resources, not to mention corruption. In this regard, DHA has undertaken a major transformation of the department and new interventions have been introduced to improve service delivery.

5.2 NEW INTERVENTIONS INITIATED BY DHA TO IMPROVE SERVICE DELIVERY

The transformation of the DHA has been acknowledged by the Minister of Home Affairs in its Strategic Plan (South Africa (Republic), 2008₂: 4). There she stated that, “we fully recognised the serious effects of poor and erratic service delivery on the lives of people, especially the poor and the vulnerable.” The Director-General: Home Affairs, Mavuso Msimang (South Africa (Republic), 2008₂: 28), concurs with this viewpoint, stating that the transformation process of DHA must include the following elements in order to deliver on its mandate effectively:

- It must be citizen- and client-centred and designed to meet actual needs, as well as address national priorities
- Staff must have the skills, the values and the environment necessary to manage the systems and to deliver services in a manner that is professional and human-rights based
- The operating and organisational model must include the following:
 - Good governance and a management and leadership team that can exercise sufficient oversight and control of all levels of operations
 - The effective management of channels and tiers of service delivery
 - Service delivery that is able to consistently meet acceptable and improving standards, including those standards that are set for offices and other infrastructure
 - Efficient and cost effective business processes that are enabled by secure systems and that empower management and staff in general.

Since these viewpoints were made public, several new interventions have been initiated to address the situation. In terms of this study, it was important to examine and identify the nature of these new interventions in DHA before CI-related tools and techniques could be suggested for the improvement of service delivery. The first major intervention, the Turnaround Programme, will be discussed below.

5.2.1 TURNAROUND PROGRAMME

The vehicle used to address the current state of service delivery at DHA and to transform the department into a new public-friendly, corruption-free and efficient service provider was launched in 2007 and is known as the Turnaround Programme. The services of a company with a proven international track record in organisational transformation were procured, and these specialists/consultants worked together with DHA officials. Furthermore, a governance structure (Figure 5.3) was established to ensure that DHA had control and responsibility for the Turnaround Programme (South Africa (Republic), 2008₂: 28). The Turnaround Programme consists of over fifty projects that have been divided in eight work streams and this programme reflects the

most comprehensive process of departmental transformation ever undertaken by DHA. The Programme was divided into two phases when it commenced in June 2007 as indicated in Figure 5.1 below.

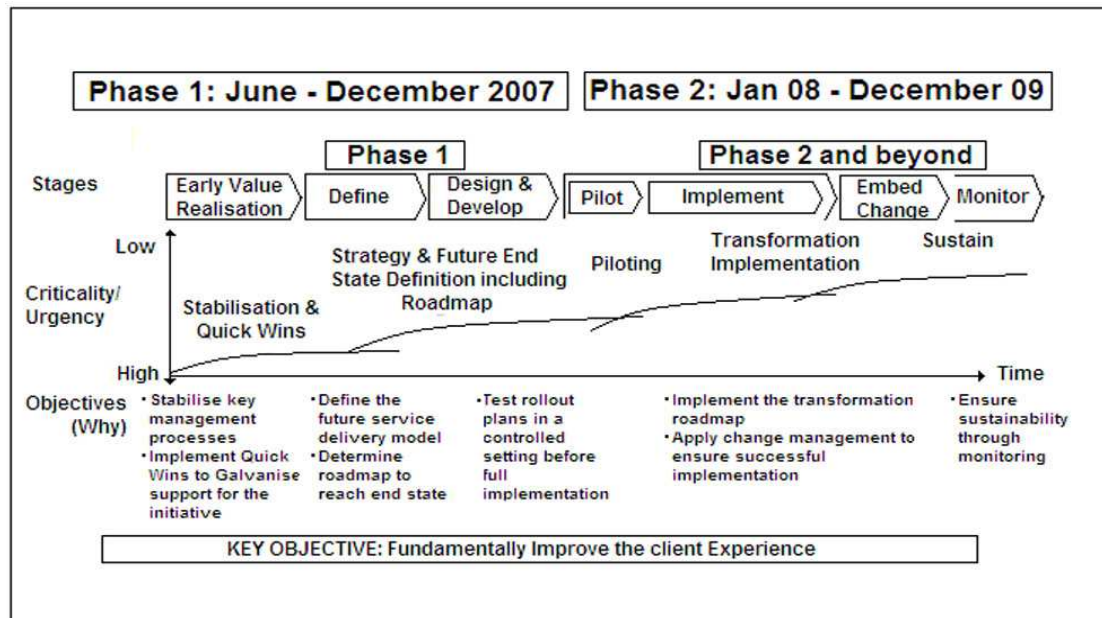


Figure 5.1 Phases of the Turnaround Programme of DHA (South Africa (Republic), 2008₂: 9).

Phase One of the Turnaround Programme was conducted from June to December 2007 and focussed on identifying and analysing a host of deep-rooted problems. The aim of this phase was to redesign DHA from the ground up. This included restructuring the entire organisation, making changes to the existing processes and procedures, changing the organisation’s culture and values, revising the organisations mission and vision statements and improving its human resource capacity. Phase One had 140 desired deliverables.

As the programme commenced, DHA realised the need for certain “quick win” projects to be initiated in order to fast track the positive impact of the Turnaround Programme on the lives of people. “Quick wins” refers to urgent issues which the DHA would be able to finalise in a short time period having the potential of creating energy within the department and building momentum for the entire transformation

process (South Africa (Republic), 2004). Examples of “quick win” projects that were initiated in Phase One included the:

- Introduction of a track-and-trace system for identity document applications to assist the public to determine the status and the stages of their applications online. This system also provides valuable management information that is needed for strategic planning
- Enhancement of information systems security and integrity by means of a biometric access control system in the majority of DHA offices
- Installation of satellite connectivity at ports of entry to allow access to the mainframe and other systems at head office
- Digitisation of approximately 30 million fingerprint records as part of the Home Affairs National Identification System (HANIS) to ensure improved and quicker service delivery to clients due to the improvement in turnaround time of online fingerprint verification
- Introduction of quarterly senior management service progress review meetings to enhance accountability amongst senior managers and to ensure that the achievement of strategic objectives is monitored and evaluated periodically. It also assists in tracking progress achieved against the strategic objectives and major service delivery challenges that DHA can encounter in the future
- Establishment of the 2010 Project in preparation of the 2010 FIFA Soccer World Cup to ensure that DHA is properly capacitated to render its core services during 2010 (South Africa (Republic), 2007₁: 4).

Phase One of the Turnaround Programme as reflected in Figure 5.1 above, addressed deep seated problems that existed in DHA by implementing a new organisational model, redesigning business processes and revising its vision and mission statements accordingly. These problems have already been reflected upon in Chapter 4.

Furthermore, this phase also produced a new organisational and service delivery model, shown in Figure 5.2. This model was designed to create conditions for the DHA to produce secure enabling documents such as ID's and passports within a greatly improved and consistent delivery time (South Africa (Republic), 2008₂: 31). The model also identifies the “what” and “how” aspects that can improve service

delivery, as indicated in Figure 5.2. It also appears that the new model attempts to make DHA more client-centred and, therefore, has the potential to enable the department to fulfil its mandate more effectively. This was reported through the pilot of Phase One of the Turnaround Programme where productivity gains in the form enabling documents and service delivery improved by more than 300%. A visible improvement in staff morale was also noted (South Africa (Republic), 2008₂: 30).

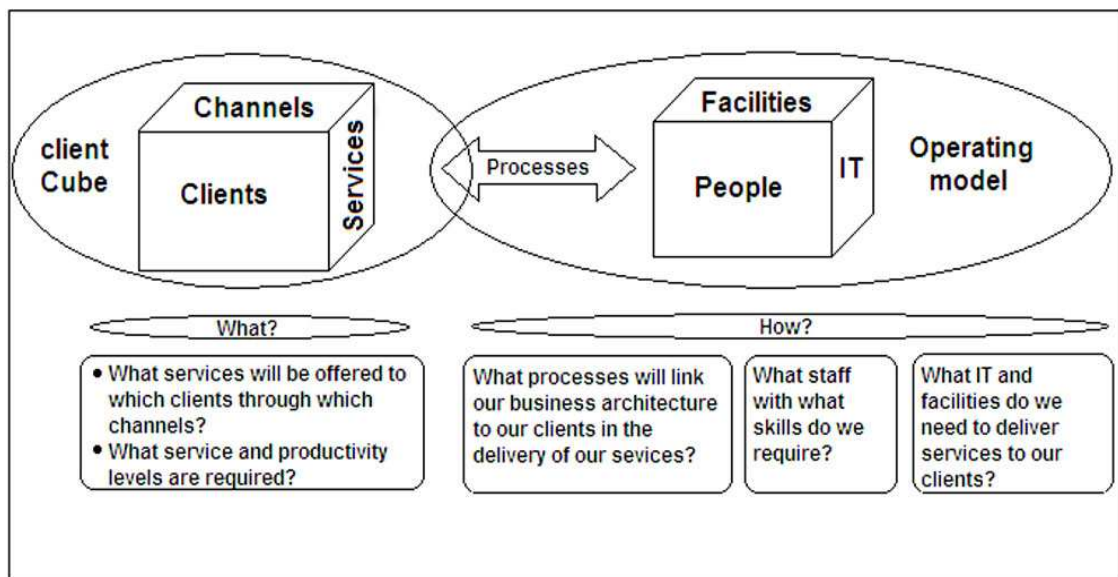


Figure 5.2 Department of Home Affairs Service Delivery Model (South Africa (Republic), 2008₂: 31).

Phase Two of the Turnaround Programme focussed on the planning, budgeting and implementation of the transformation processes. This phase was launched in January 2008 and is expected to continue until December 2009 (South Africa (Republic), 2008₂). Figure 5.3 below reflects the Programme Governance Structure and Phase 2 Project Breakdown.

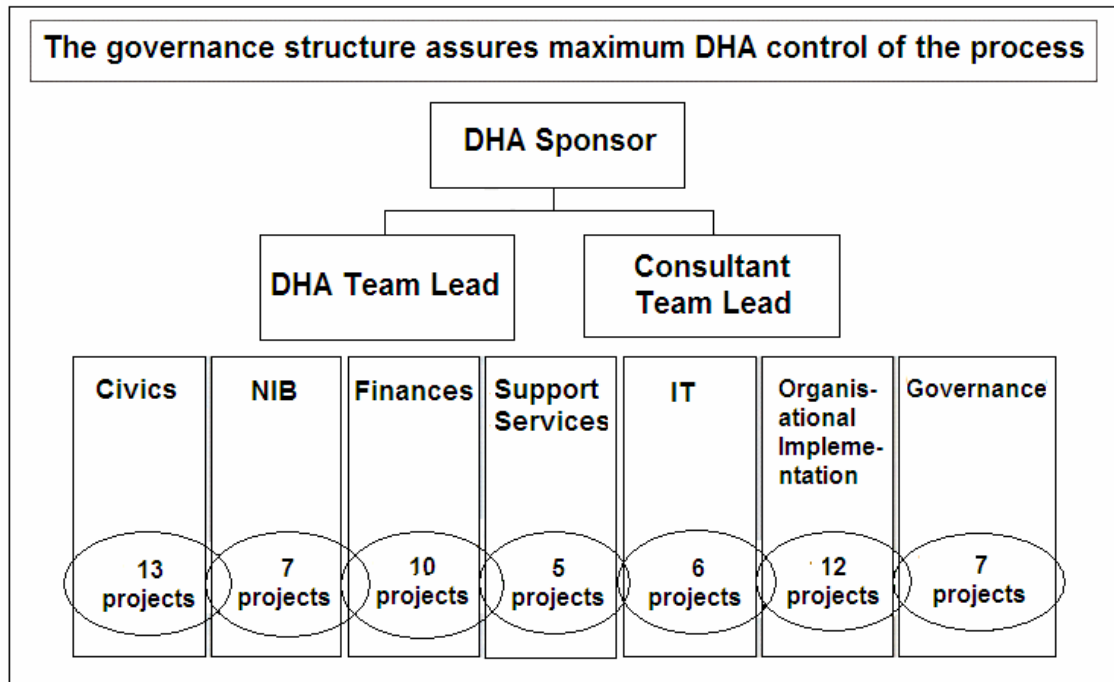


Figure 5.3 Programme Governance Structure and Phase 2 Project Breakdown (South Africa (Republic), 2008₂: 15).

The Turnaround Projects are clustered under the various service units and responsibility for achieving these projects is assigned to the head of these service units. The structuring of the projects in Phase Two in this manner is to ensure that DHA has maximum control of the process and can refine the processes as required. Furthermore, the governance structure, as reflected in Figure 5.3 also ensures that the Turnaround Programme is directed by DHA and that skills are transferred as effectively as possible so that the processes can still be maintained and sustained after the specialists commissioned to assist in the transformation of DHA leave the department. Phase Two of the Turnaround Programme is likely to have several benefits for DHA, in particular the implementation of the programme to enhance the delivery of services.

The benefits of Phase Two regarding the improvement of service delivery are estimated to be as follows (South Africa (Republic), 2007₁):

- The turnaround time for the processing of identity documents for citizens will be less than 60 days as compared to the usual 180 days. Recent reports indicate that, “the turnaround time for the issuing of identity documents has improved to 47 days and this has remained constant for the past three months,”

(Mail & Guardian, 2008)

- The pilot of the new ID card with a memory chip will be launched in this phase and this will reflect a far more secure document which will be issued more quickly
- A new system to produce passports more speedily will also be made fully operational in this phase, with a target time of 10 days. I tested this new system by applying to renew my own passport and I was pleasantly surprised to have my new passport in 10 days
- Improvements will be made to operational control and efficiency so that corruption and the issue of low skills levels and poor management can be rooted out.
- Preparations for 2010 FIFA Soccer World Cup are being fast-tracked and integrated with other developments in DHA to ensure that the department is prepared to deal with the influx of individuals entering South Africa. The system for movement control has been improved.

The Turnaround Programme is an irreversible programme and DHA envisages this as a means of producing short-term gains that will have a positive impact on the lives of the citizens and other clients. However, DHA will require other long-term initiatives if it intends to improve and sustain its service delivery. Hence, this investigation of the Turnaround Programme has assisted me in also confirming some of the service delivery constraints that were already discussed in Chapter 4 of this study and has also helped to confirm the lack of CI related tools and techniques being utilised by DHA for service delivery improvement. The Turnaround Programme also gave rise to several other initiatives that can assist DHA to improve its quality of service delivery.

5.2.2 OTHER INITIATIVES THAT IMPACT SERVICE DELIVERY

DHA is a heavily service-delivery driven department, and in order to ensure that it provides quality services to its clients, several initiatives have been implemented to improve its service delivery. The following initiatives were identified as being prominent in DHA's attempt to become more client focussed, including the:

- Improvement on the "client is always right campaign" by launching the new

name tags which bear a photograph and name of the DHA officials

- Drafting of a Service Delivery Improvement Plan which includes a review of service delivery standards
- Introduction of flexible working hours for DHA officials
- Introduction of internal and external signage for all DHA offices
- Improvement of the rendering of services to Provinces by adding a further 42 state-of-the-art mobile units, bringing the total of mobile units to 109
- Preparation of a devolution plan for the decentralisation of certain functions from DHA Head Office to the provincial offices. This plan is to be implemented over a three year period commencing in 2007
- Reviewing of salary levels of DHA officials through a job evaluation process
- Placement of individuals in all vacant posts in the client service centre was fulfilled with the assistance of interns
- Participation of DHA in 79 of the 98 Multi-purpose Community Centres (MPCCs), which have been renamed ‘Thusong Centres.’ This is in an attempt to make DHA services more accessible to citizens
- Development of a uniform programme for provincial DHA activities. This programme assists managers in provinces and strengthens the capacity of provincial leadership (South Africa (Republic), 2007₁: 14).

Most of these initiatives have focussed on putting the client and not the administration of DHA at the centre of service delivery. These initiatives are some of the “quick wins” that were identified during the Turnaround Programme; nevertheless while most of these initiatives are very useful, I was able to identify some areas of support and concern regarding the Turnaround Programme from staff at DHA, and these will be highlighted below.

5.2.3 SUPPORT FOR THE NEW INITIATIVES

The Turnaround Programme initiated several surveys and research in its initial phase in order to redefine the vision and mission of DHA. This is perhaps the first time that such surveys and research of this nature and depth have been carried out in DHA. Managers involved in strategic planning for DHA acknowledged that, “no

benchmarking, research and surveys were done in the past and now this has been incorporated in the Turnaround Programme and has provided valuable information for planning and decision making,” (EI 15/05/08). The survey of a sample of almost 10 000 clients and stakeholders was conducted by the Turnaround team (South Africa (Republic), 2007₂) to determine what their needs and preferences were. This helped DHA to determine the critical areas of its services that have the most impact on the lives of citizens and clients and that can boost public confidence and staff morale. These issues are essential for ensuring that services are more client-focussed.

Several processes and structures have been redesigned, taking the needs of citizens and clients into consideration. Also, new service delivery channels have been identified and developed (South Africa (Republic), 2008₂). Besides the delivery of services from existing offices and mobile units, these new service delivery channels include the use of cell phone technology and online computer-based technology. Customers receive messages on their cell phones to advise them of the status of their applications. For example, I received a message on my cell phone confirming the receipt of my application to renew my passport and, thereafter, to inform me that it was ready for me to collect it.

During the study and subsequent interviews with staff at DHA, I found that there was a lack of substantial feedback and support from staff about the positive impact of the Turnaround Programme and the new initiatives in DHA. This is observable in the statement, “we cannot see the benefits of the Turnaround Programme and it has not made a difference to the situation here,” (EI 15.05.08). As a result of this, I had to rely to some degree on the findings of a survey that was conducted by the Turnaround consultants to determine the possible impact of the new initiatives on DHA operations and service delivery.

A ‘Change Readiness Survey’ was conducted by the consultants of the Turnaround Programme, with the top two hundred managers and leaders of DHA to ascertain their views of the Turnaround Programme (South Africa (Republic), 2008₈). The following viewpoints are claimed to be obtained from the management staff of DHA with regards to the positive impact of the Turnaround Programme. These viewpoints were documented in the findings of the survey (South Africa (Republic), 2008₈) and are

discussed under three broader themes: (1) DHA reputation, (2) DHA working environment and (3) DHA service delivery. These themes can also be regarded as area of competition that DHA experiences and these are now discussed.

5.2.3.1 DHA reputation

The following statements are viewpoints of the management of DHA regarding the impact of the Turnaround Programme on the reputation of DHA. They were identified by the Change Readiness Survey (South Africa (Republic), 2008₈):

- “It had the potential to change DHA and the possibility for it to become one of the best departments,”
- This initiative was viewed and being able to “improve the reputation of DHA and to transform and improve ourselves,”
- DHA has the “opportunity to turn a new page,” and “people will have faith in us,”
- “Being part of building a new DHA that we all can be proud of.”

5.2.3.2 DHA working environment

The Change Readiness Survey (South Africa (Republic), 2008₈) also identified some positive aspects that the Turnaround Programme could have on the working environment of DHA:

- “The establishment of a competent work environment,”
- “That the negative organisational culture will hopefully become positive,”
- “I want to be part of the change that the citizens of this country will experience.”

5.2.3.3 DHA service delivery

DHA management staff also identified several possible positive impacts that the new initiatives would have on service delivery. These were documented in the findings of the survey (South Africa (Republic), 2008₈) as follows:

- “The possibility of serving the South African citizens better and efficiently,”

- “Business processes will change and our clients will receive a world class service,”
- “At last we can truly apply the principle of putting people first,”
- “The opportunity to impact on citizens in a more meaningful way,”
- “Clients are starting to smile about DHA services.”

It is evident from these viewpoints of the top two hundred managers of DHA that the new initiatives will be able to have (and in some cases, have already have had) a positive impact on the operating and service delivery environment in DHA. Surprisingly, not many of these viewpoints were strongly evident during my interviews with staff at DHA. While it was obvious that these are the kind of positive impacts that DHA staff wanted, they could not give credit to the Turnaround Programme for achieving these nor did they seem optimistic about changing the ways things are done. This was made evident in the statement, “we have had several ‘Turnaround Projects’ in the past and none have succeeded, what is different with this Turnaround Programme?” (EI 15/05/08). I was able to establish that the staff of DHA had several concerns about the new initiatives and they were more willing to discuss their concerns than the positive aspects of the initiatives (FN 15/05/08). This is possibly due to the fact that most staff are not involved in the new initiatives, or have simply not been informed of them, as already established in Chapter 4. These staff members cannot, therefore, feel the effects of the claimed positive issues found in the Change Readiness Survey.

5.2.4 CONCERNS ABOUT THE NEW INITIATIVES

The results of the Change Readiness Survey at DHA also revealed certain concerns that the managers of DHA had regarding the Turnaround Programme (South Africa (Republic), 2008_g). These concerns were identified in the survey under four different dimensions, which coincide with the themes that I identified as forms of competition that DHA experiences. The themes were reiterated by several staff interviewed during the ethnographic study. The broad themes that the concerns of DHA staff with regards to the new initiatives are: (1) leadership of DHA, (2) communication in DHA, (3)

consultation with staff at DHA and (4) skills transfer. The concerns identified from the Change Readiness Survey (South Africa (Republic), 2008₈) will first be reflected below and, thereafter, my findings from the ethnographic interviews confirming these viewpoints will follow.

5.2.4.1 Leadership of DHA

A number of concerns were identified with regards to leadership of DHA. The first of these is expressed in the comment, “Leadership of DHA will not be able to sustain the Turnaround Programme once the consultants leave,” (South Africa (Republic), 2008₈). The staff I interviewed felt that, “consultants are doing many operations due to the lack of internal skills and they (consultants) do not consult or work with internal staff at DHA. As a result when the consultants contracts expire and they leave, DHA staff cannot sustain the operations that they have started as no skills transfer has taken place, hence forcing DHA to rely on getting the consultants in again to do the tasks,” (EI 12/05/08). These statements also question the assumption that the governance structures (Figure 5.3) put into place to assure that DHA has maximum control of the Turnaround Programme, are working as they were intended to.

The second concern is expressed in the statement: “Whether or not we are able to sell these ideas (Turnaround Programme) to the lowest ranking employees so we all understand this change and share a common goal,” (South Africa (Republic), 2008₈). My interviews with staff at DHA also echoed this sentiment. One respondent said that there is “no certainty if staff at lower levels are aware of what is expected of them.” Another said that they were, “Not sure if they are aware of the mission, vision of the organisation and what they are working to achieve as this is not filtered to them especially when changes are made to processes and procedures,” (EI 20/05/08). Another participant said that “Lower levels of staff are anxious and do not receive functional training and leadership to make a difference,” (EI 21/05/08). Further comments stated that there were, “No role models are present in the organisation and managers are not competent in their own jobs and cannot lead or support other staff,” (FN 16/05/08). Respondents also indicated that, “most processes at DHA do not work because of a lack of management and leadership in the organisation and there is no sustainability at top and middle level management due to high staff turnovers and this

has led to lack of trust, support and commitment from staff at lower levels,” (EI 21/05/08). Hamlyn (2008: 1) confirms the lack of sustained leadership at DHA by reporting that the current director general of DHA is “the seventh head of department in the past fourteen years.”

Thirdly, concerns were expressed that “Incorrect perceptions are created through the Turnaround Programme,” (South Africa (Republic), 2008₈). I found that staff at DHA believes that the Turnaround Programme is the solution to poor service delivery and all the other problems that DHA is currently experiencing. As a result, staff “wait for the Turnaround Programme to make changes and improvements and do not take any personal responsibility to change the situation,” (EI 24/05/08). It was further noticed that, “Current processes are being hampered as staff wait for the Turnaround Programme to find solutions to problems in each section,” (FN 07/07/08).

5.2.4.2 Communication in DHA

Chapter 4.4.5 discussed several aspects with regards to communication in DHA that posed a form of competition for the organisation. The following concerns of the managers of DHA were also identified by the Change Readiness Survey:

- “Inadequate communication, not being able to address anxiety and provide clear way forward,” (South Africa (Republic), 2008₈). During the ethnographic interviews with staff, they reported that, “the information is not filtered to lower levels of staff by their supervisors,” (EI 20/05/08). Furthermore, “lower level staff are anxious about their jobs and do not receive functional training and leadership to make a difference in their jobs” (EI 21/05.08)
- “The Turnaround Strategy has not been formally presented to the management of DHA,” (South Africa (Republic), 2008₈). This questions the buy-in of all DHA management staff to the Turnaround Programme and hence the success thereof
- “Poor communication between the consultants and the DHA officials,” (South Africa (Republic), 2008₈). Strategic management staff indicated that “there was not enough time for consultation and communication with staff at lower

levels to inform them of the changes and to get their inputs,” (EI 29/05/08)

- “Clarity of what it all entails (Turnaround Programme) for all levels of staff not yet defined (within the new structure) so staff have to fear the unknown,” (South Africa (Republic), 2008₈). My interview revealed that “staff are not informed about what is going on with the Turnaround Programme and that decisions are made at the top levels. As a result, staff fear job losses and that transformation that will be forced upon them as they have no involvement in the Turnaround Programmes at the moment,” (EI 21/05/08).

5.2.4.3 Consultation with staff at DHA

Regular consultation is essential with staff at all levels in the organisation in order to keep them informed of what is expected of them, changes that may be taking place and other aspects that may involve their performance. The following areas of concern about consultation with staff at DHA have been identified:

- “There is a need for an extensive consultation and distribution of skills,” (South Africa (Republic), 2008₈). Regular consultation with staff will be able to assist the management of DHA to identify skills that are present in the organisation and to ensure that these skills are utilised in the appropriate areas. The study identified that some staff “are de-motivated and frustrated because they are misplaced and are expected to work in positions that they are not skilled in or areas where they lack experience,” (EI 12/05/08)
- “The consultants must listen to the people on the ground who are faced with the challenges,” (South Africa (Republic), 2008₈). Staff interviewed reported that they believed that, “consultants were more empowered than the permanent DHA staff and since the consultants were appointed by management, they followed the instructions of management and did not consult with that staff that are involved in the operations at the frontline,” (EI 03/06/08). Managers do not usually encounter the challenges that frontline staff encounter and therefore may not be the best people to consult especially if changes are to be made to the processes and procedures that involve the frontline operations
- “The level and depth of consultation does not reach operational staff,” (South

Africa (Republic), 2008₈). I found that most consultations are based at head office with little first hand knowledge of what actually transpires ‘at the coalface’ of operations. These “consultations rely on the mandate and problem areas as described to them by managers,” (EI 24/06/08)

- “Lack of effective consultation and serious consideration for DHA staff members ideas,” (South Africa (Republic), 2008₈). I found that staff indicated that “adequate input from key staff involved in operations at DHA, was not obtained during the redesign of processes and the restructuring process, hence staff are not certain of how certain operations are going to function in the new structure and not enough clarity was provided in this regard,” (WS 30/05/08). Staff also indicated that, “much of the changes that are taking place with the Turnaround Programme, are as a result of the innovation and ideas of DHA staff and they do not receive any credit for it as it is seen as a turnaround initiative,” (EI 24/06/08).

5.2.4.4 Skills transfer

Chapter 4.4.4 identified some aspects with regards to skills transfer in DHA that are being hampered due to the interaction patterns and communication channels that are present in the organisation. However, the following concerns were also identified with regards to skills transfer in the Change Readiness Survey and the ethnographic study:

- “There is no skills transfer documentation that is generated by the Turnaround Programme and the turnaround team do not share with DHA officials,” (South Africa (Republic), 2008₈). Interviewees responded that ‘skills transfer was a problem at DHA and no policy or procedure to enforce and support skills transfer was available in DHA. Staff are also not willing to learn new skills on their own accord,’ (EI 20/05/08)
- “We need to have skilled and trained staff to implement the Turnaround Project,” (South Africa (Republic), 2008₈). During my interviews with staff at DHA, I found that staff do not receive training to ‘update their skills as the work environment has changed. Staff are in positions for many years without any re-skilling and, hence, they cannot cope with the new activities and work pressures experienced in the department,’ (FN 12/05/08)

- “Skills and commitment of people to be taken into consideration when appointed,” (South Africa (Republic), 2008₈). I found that jobs advertised for senior staff do not stipulate the skills and experience needed for the job. In most cases the minimum requirement is stated and individuals with a three year qualification may apply for very senior posts without possessing the level of experience being asked for (EI 15/07/08).

After identifying the new initiatives that DHA has implemented to improve the current state of service delivery and operations by the department, it became imperative to identify some key intelligence needs that DHA has and these will be discussed below.

5.3 KEY INTELLIGENCE NEEDS OF DHA

The majority of the staff that I interviewed were struggling to identify their intelligence needs on an individual and department level, let alone intelligence needs of the entire DHA as a whole. It became evident that staff had not thought about intelligence needs, and that many of them did not even understand what this meant. With the new initiatives mentioned above in place at DHA, and its attempts to enhance service delivery, I was inclined to think that, at this stage in the Turnaround Programme, it would be rather easy to ascertain the key intelligence needs of DHA. Many of the staff interviewed asked if they “could think about it and then e-mail their key intelligence needs to me,” (EI 18/06/09; EI 20/06/08; EI 23/06/08; EI 24/06/08; EI01/07/08; EI 15/07/08). However, to date I have not received these e-mails despite several follow ups on this information and the fact that DHA management staff had agreed to cooperate in this study. One plausible explanation may be that staff do not fully realise the importance of knowing their key intelligence needs: a knowledge that would ensure that they plan and strategise accordingly.

In two instances where staff had some idea of what their intelligence needs were, they indicated that they were uncertain about how to meet these needs. The first intelligence need that was reported was that of a central repository or document management system containing all DHA-related information. This would enable staff

to access the materials, when required, especially for their tasks and for answering enquiries from the citizens and clients. At present staff indicated that “it takes very long to locate the required information from the respective business units in order to respond to important issues,” (EI 17/06/08).

Time delays in accessing information usually result in poor service delivery and in order to improve this aspect, the need for dashboards, in each business unit, was identified by the management of DHA as an intelligence need. These “dashboards will be able to help senior management in these business units monitor and evaluate the operations under their control and to speedily respond to any problems that may arise,” (EI 28/05/08). The intelligence gleaned from these dashboards “could also be used for decision making and performance evaluation of each business unit,” (EI 11/06/08).

While trying to identify the key intelligence needs of DHA, I was able to identify the various forms of left field competition with which the Department is faced. Sawyer (2002: 83) defined left field competition “as those unexpected, unexplained or unpredictable” issues that causes disruption in the functioning of the department. These forms of competition were not anticipated or clearly noticeable at the outset of the study. However, as the interviews progressed, and my participation in the work environment became more intense, I was able to identify these forms of competition that had an impact on service delivery at DHA and these will now be discussed.

5.4 FORMS OF COMPETITION IDENTIFIED IN DHA

In Chapter 2 some areas of competition that are generally experienced by service organisations such as DHA were identified. Chapter 4 focussed on specific internal and external forms of competition at DHA. Competition can be divided into three different areas, namely: (1) internal competition, (2) external competition, and (3) left field competition and these are indicated in Table 5.1 below. Sawyer (1999: 53) indicated that the danger of internal competition is that it is largely invisible, unnoticed competition and could have a severe influence on service delivery. Internal

competition is also more prevalent in service organisations and it can take many forms (Sawyer, 2002).

This is the situation I observed to be present at DHA. During my interviews with staff they were surprised when I pointed out the internal forms of competition that exist. In fact, many felt that a service-providing department like DHA did not expect to have any competition at all, as expressed in my focus group discussion: “we are the only department offering such home affairs services and we do not have any competition,” (FG 06/05/08). Similar thoughts were expressed in an ethnographic interview with the CIO, “why competition? We are not trying to make a profit, just providing a mandatory service to the citizens of the country,” (EI 07/07/08).

Chapter 4 has already dealt with the internal and external forms of competition experienced at DHA as reflected in Table 5.1. This table has assisted me to obtain an overall understanding of the various forms of competition that DHA experiences. It could also be useful for the management of DHA as it would provide them with an overall impression of the nature and diversity of the competition that its encounters and perhaps provide more insight into why service delivery is negatively effected. This table will also be able to serve as a useful guide when I identify and suggest appropriate CI tools and techniques (Chapter 6) that can assist to alleviate the competition.

The various forms of left field competition identified in DHA as reflected in Table 5.1 will now be discussed.

Table 5.1 Areas of competition identified in DHA

Internal competition in DHA

Funding and other economic factors
Physical location as a form of competition
Personnel
Expertise and experience
Influence and prestige
Red Tape procedures and lack of delegation
Vision, mission and strategic intent
Organisational structure
Culture
Client interaction
Rapid staff turnover
Too much change
Staff as internal saboteurs
Status and clashes of ego
Meetings, workshops, training
Policies, legislation and regulatory procedures
Flow of information
Communication patterns
AIDS
Technology
Political environment of DHA
Lack of professional ethics
Fraud and corruption

External competition in DHA

Competition from customers:
Prior relationship and bad experiences
Alternative means of accessing services
Reluctance to change
Lack of education and awareness
Customer expectations
Mass media and negative press reports

Left field competition in DHA

Sudden change in demands:
Xenophobia
Cholera outbreak in Zimbabwe
Illegal immigrants
Eskom power outages
2010 FIFA Soccer World Cup
Turnaround Programmes
Third party service providers
Labour and labour costs
Scarce skills competition
Financial fluctuations
Repositioning the image of DHA
Identity theft

5.4.1 LEFT FIELD COMPETITION IN DHA

As already identified in Chapter 5.3 left field competition refers to unexpected, unexplained or unpredictable issues that cause disruption in the functioning of the an organisation (Sawyer, 2002: 83). Issues are defined “as gaps between and organisation’s actions and the expectations of those who can impact its goals, for example, stakeholders” (Fleisher, 1999: 25). In the case of this study, these unexpected, unexplained, and unpredictable issues are regarded as a form of left field competition that can affect service delivery at DHA. The organisation is taken by surprise by these disruptive issues and is usually vulnerable to, and impacted by, these forms of competition. As it is not always possible to determine when and where this form of competition can arise, it is essential for DHA to be alert and aware of the issues that contribute to this form of competition so that they are not caught completely off guard by the sudden changes. Several forms of left field competition were identified during the ethnographic study and these have been arranged and discussed under the broader themes that were identified in literature (Sawyer, 2002) and constantly repeated themselves in the study at DHA.

5.4.1.1 Sudden changes in demand

In recent times, sudden changes creating an unexpected increase in demand for certain services has left DHA unable to cope with the pressure and not able to maintain its service targets. Several forms of competition as a result of sudden changes in demand were noticeable at DHA.

Xenophobic attacks

This form of competition was noticed during the recent influx into South Africa of asylum seekers fleeing political persecution and violence. These asylum seekers came from Zimbabwe as a result of the political unrest in that country during the national government elections in March/April 2008. Despite DHA’s efforts to cope with the issuing of official documentation at the border points and the deploying of extra staff at these stations, they were not able to cope with the demand (WS 30/05/08). Staff also reported that the situation was further exacerbated when xenophobic attacks commenced in various parts of the country as a result of “illegal immigrants who

entered South Africa without going through the immigration offices at the border post and hence were not in possession of legal documentation,” (FN 30/05/08).

Renewal of permits for asylum seekers

With the reputation and credibility of DHA already been dented in the eyes of the citizens, clients and even decision makers in the country, the situation was further worsened by the “High Court in Cape Town ruling that the department’s instruction that its offices not renew permits to asylum seekers was unlawful. These permits allow asylum seekers to remain legally in South Africa while waiting for DHA to decide whether to grant them refugee status or not,” (Majavu, 2008: 5). The permits are vital for asylum seekers to get jobs and to access banking services, schools and health facilities and the longer DHA takes to issue these permits to the asylum seekers, the more likely they are to become victims of xenophobia (FN 30/05/08). These issues and the ruling by the courts can lead to lack in confidence in DHA and its services, decision making and procedures adopted.

Cholera outbreak in Zimbabwe

The cholera outbreak in Zimbabwe in November 2008 has also resulted in further large numbers of Zimbabweans migrating into South Africa, this time for medical assistance and DHA had to assist in the border control and provision of documentation to these individuals so that they could seek medical attention. This cross border migration “has grown from 50 migrants a day to 500,” (Rassool, 2008: 1). The local DHA office processes up to 300 asylum applications a day (Rassool, 2008). Without proper documentation, these migrants are not entitled to medical support. Hence special medical facilities had to be erected at the border post to deal with the situation which has been beyond the control of DHA.

Illegal immigrants

The ‘boomerang effect’ of illegal immigrants is also a form of competition that DHA experiences and DHA management indicated that this “not only exhausts departments funds and resources, it is also regarded as a futile effort,” (EI 15/05/08). The *South African Migration Project* (2006) found that, “despite being deported, border jumpers quickly found their way back into South Africa through illegal entry points.” According to the *World Refugee Survey 2008 – South Africa* (2008), an average of 10

000 Zimbabweans per month, and a total of 300 000 in 2008, have been deported by South African authorities. The total numbers of illegal immigrants in the country is not known as most enter illegally and are integrated with other citizens, thereby, making it difficult to identify them.

National government elections 2009

The National Government election in South Africa in 2009 is another form of competition that impacts DHA with sudden changes. DHA has announced that it has 300 000 uncollected identity documents at its offices and it has urged the public to call at their respective offices to pick these documents up so that they are able to register to vote in the national elections (News24.com, 2009). It has also indicated that “those who are without IDs and are eligible to vote and wish to register for the elections may visit Home Affairs Offices to apply for a temporary identity certificate, which can be issued in one day,” (News24.com, 2009). This can lead to unexpected volumes of members of the public at the DHA offices in an attempt to obtain their ID documents even if they have not applied for it and are not among the 300 000 that are ready for collection. The public is likely to use the National Government elections as an excuse to try and obtain ID documents rapidly. Furthermore, political parties are campaigning and appealing to citizens, especially those just coming of voting age, to apply for their identity documents. This can lead to pressure being placed on DHA to produce documents rapidly and in larger volumes than is normally dealt with, thereby leading to more mistakes being made. In order to ensure that DHA can cope with this situation, they will require extensive planning and strategising. CI tools and techniques can assist DHA in this planning and strategising and also in being able to ensure that adequate resources and processes are in place to minimise the effects of the demands placed on its operations and service delivery.

Confederations Cup 2009 & 2010 FIFA Soccer World Cup

The Confederations Cup in 2009 and the 2010 FIFA Soccer World Cup both of which are to be hosted in South Africa can also be seen as a form of competition for DHA. This is because DHA can expect to receive large numbers of foreign visitors at its border posts and airports. Such large-scale arrivals could have a serious impact if proper processes and procedures are not in place, if well skilled and competent staff are not in positions to handle these activities, and if suitable technology is not

available to help speed up the control process. Furthermore, the planning and preparation for an event of such magnitude is time consuming, financially draining and it requires the commitment and dedication of staff to see the process to a successful conclusion. Unfortunately, as already established earlier in this discussion, DHA is battling with these aspects. However, DHA has “announced that it has made provision for visiting soccer fans to be issued with special ‘events visa’ as opposed to the standard visas. This is the first time that such a ‘special events visa’ would be presented anywhere in the world to commemorate such events,” (Makapele, 2008: 1).

DHA operations are such that they are not quick enough to respond to these sorts of unexpected competitive factors and individuals are faced with ‘bureaucratic indifferences, appalling inefficiencies and red tape procedures that are designed to turn any law abiding person into one who questions the point of the law and resorts to bribes in exchange for documentation, hence corruption thrives in this environment,” (Hassan, 2008). DHA staff are also feeling anxious and afraid about the changes that will arise when the new government is elected as the DHA governance and mandate is decided by the government of the day. The major changes taking place in the political landscape of the country such as the splitting of the African National Congress, the formation of a new political opposition, and the resignation of several leaders from the ruling party is also causing uncertainty and apprehension among staff. CI tools and techniques could be useful in these instances to provide DHA with early warnings and to assist them in being proactive in responding to these sudden changes and demands.

The competition exerted by labour and labour costs also contributes to the department’s left field competition

5.4.1.2 Labour and labour costs

DHA’s left field competition is also noticed from its offshore labour in the form of consultants that are working on the Turnaround Programme. While local consulting companies are also co-opted to assist in the Turnaround Programme, some consultants are sourced from consulting companies abroad (FN 15/07/08). This has implications for travel, accommodation and subsistence costs. Furthermore, these consultants from

abroad (mostly Europe) travel home for holidays and special occasions. For example, consultants went back to Europe in August for the summer holidays (EI 15/07/08). During this time, as it is not holiday time in South Africa, staff were found sitting around with not much work to do as “their supervisors were not available to provide new tasks and support for these tasks,” (EI 15/07/08). This process is the same when it is the South African holidays and staff are away on leave while the consultants are left to continue the operations. This is by no means a situation that benefits sharing, interaction and effective service delivery and can lead to more scarce skills within the organisation.

5.4.1.3 Scarce skills competition

Labour, especially scarce skills and competencies, represents a competitive factor for DHA especially during the current recession and worldwide economic decline. In South Africa, there is already a crisis in terms of specific skills and competencies such as Information Technology and this situation has become worse with the “Brain Drain” where South Africa has lost its skilled, professional workforce to international organisations. Those that choose to remain in the country prefer to work for private sector organisations because the salary scales are more attractive. Hence, DHA, like other South African public sector employers, is left to employ those who are left over in the job market and in many cases these individuals are not always able to meet the demands of the department thereby leading to a further decline in client/citizen confidence in DHA.

During a focus group discussion with interns working in the IT department, I found that fifty two university and technical college interns are appointed each year by DHA in order to fill in the scarce skills gap (FG 11/07/08). These interns work on a contract basis while completing their studies and they are given leave to pursue their studies and write exams. Interns reported that no incentives are provided to them to try and retain them in DHA and, therefore, most of them leave once their contract expires to find employment in the private sector where the salary and work conditions are more attractive. The 8 interns that I encountered in the IT department were very despondent and indicated that they “did not want to stay in DHA even if permanent positions were offered,” to them (FG 11/07/08). This is because they were not happy with the “work

environment, working conditions and lack of support from management,” (FG 11/07/08).

I also found that skilled staff who have worked in DHA for many years can no longer “tolerate the poor management, work ethics, and lack of success in this department and the suppression of innovation and talent,” (FN 07/05/08; FN 20/05/08). As a result, they are even prepared to take up the same positions even if they are lower level ones in other government departments “just to get away from this unhappy working environment and lack of development and training opportunities,” that are offered to them (EI 07/07/08; FN 07/07/08). As another example of this phenomenon that I observed in my study, one senior member of staff indicated that he “is seriously considering taking early retirement from DHA because he does not feel appreciated, respected or acknowledged for his efforts by management,” (EI 21/05/08). Furthermore, I learned that competent and skilled staff are not always considered for positions despite their having acted in these positions for many years. Instead, political decisions are made with regard to staff appointments and promotions may sideline skilled and competent staff (FN 21/05/08). Based on the several examples of evidence already given, and my assessment of the situation, it would not be unreasonable to suggest that people are promoted based on their affiliation to senior officials and that nepotism seems to be rife in the organisation (FN 21/05/08).

The presence of scarce skills has compelled the management of DHA and its decision makers to consider third party service providers as a possible solution.

5.4.1.4 Third party service providers

Third party service providers can also be regarded as a form of left field competition that impacts on service delivery by DHA. An example of this is the South African electricity public utility, Eskom. Currently, Eskom is experiencing problems in supplying electricity due to its lack of capacity, and shortage of power to cater for the needs of all South African households and organisations. As a result, “Eskom has introduced ‘load shedding’, planned rolling blackouts based on a rotating schedule,” (Absolute Astronomy, 2008). Operations and activities at DHA have also been affected by the ‘load shedding’ as was evident when I tried to test the response time

for document production and personally applied for an unabridged marriage certificate for a couple who were married in the 1940's. The required information is stored in manual files in the archives of DHA and staff had to first retrieve the information from these files to verify it against the application before the document could be issued. This application was made in September 2008 and as at time of writing (February 2009), the document has not been issued. The reason for this delay has been given as "because there are power supply problems at the archives due to load shedding and therefore the document cannot be traced," (EI 09/02/09). The Public Protector also stated that he "was considering investigating the power cuts because they were having a devastating effect on service delivery by the government," (Williams, 2008: 1). Government and the tax payers have had to step in to assist Eskom with financial aid to remedy the problem. According to the Department of Minerals and Energy (South Africa (Republic), 2008₉), "load shedding will remain high until at least 2013 when the new plant and base load electricity generating capacity that is being built comes online."

DHA also has certain agents and third parties that have been granted authority to issue some of its documents. These include third party agents, Marriage officers and priests, and funeral parlour officials. Third party agents are those individuals who will apply for citizens' respective documents for a fee, meaning that the citizens do not have to physically go to DHA offices and wait in long queues. However, "some of these agents are previous employees of DHA and they know the internal system well and also have friends on the inside that can help them to obtain documents fraudulently and much quicker than the usual process will take," (EI 18/06/08). These third party agents are easily swayed into fraudulent activities, especially with the world economic crisis at hand.

5.4.1.5 Financial fluctuations

The global economic recession has had an impact of many industries and, in most instances, governments are looked at to assist these organisations to avoid total failure and closure. This means that the funds that government usually has to distribute to its various departments, will now have to be spread over many more projects and organisations. This is the situation in South Africa. The tightening of Governmental

spending can mean that DHA will not be able to accomplish some of its projects, especially if they have not already been budgeted for which could, in turn, mean that some of the projects from the Turnaround Programme may not be able to deliver as initially planned. This could have a serious impact of service delivery.

5.4.1.6 Turnaround Programmes

Several Turnaround Programmes have taken place at DHA, and the one currently taking place is also a form of competition for the organisation. These Turnaround Programmes usually create a sense of uncertainty and leave staff de-motivated and anxious. Furthermore, the true benefits of the previous programmes were only fully noticed at the end when the implementation began. In some cases, the programmes, in the end, did not benefit DHA at all. DHA staff indicated their lack of trust in the current Turnaround Programme by stating that, “there is so much uncertainty at the moment because DHA has had several turnarounds in the past and none have been successful or made a difference to the situation at DHA. How will this Turnaround Programme be different?,” (EI 07/05/08; EI 15/05/08). The current turnaround is the second large turnaround that DHA has undergone since 1994, although during the same period there have also been several small Turnaround Programmes that have not resulted in significant benefits, (EI 09/02/09). Furthermore, the current Turnaround Programme is largely driven by external consultants with, in some instances, little involvement from DHA staff. Staff indicated their concern about how “the turnaround projects and redesigned operations will be sustained once the consultants leave the organisation,” (EI 15/05/08). With little staff involvement and skills transfer, among other important things, repositioning the image of DHA in the eyes of the citizens of the country is a challenge.

5.4.1.7 Repositioning the image of DHA

A major form of competition for DHA is “to reposition its image to the citizens of South Africa amidst all the negative publicity and media coverage that it has experienced in the past and that still continues at present,” (EI 21/05/08). The recent decision of the British government to impose visa restrictions on South Africans is a clear example of the difficulty that DHA faces in trying to reposition its image both

domestically and abroad. Previously, South Africans could travel and stay in the United Kingdom for up to six months without a visa (Alcock, 2009). As from March 2009, South African citizens will require a visa to travel to the United Kingdom. It has also been reported “that the British Government took the decision out of concern that it is too easy to acquire South African travel documentation illicitly,” and use them to travel in the UK (Alcock, 2009: 1).

An official warning was sent to the South African government six months ago to request the tightening up of the issuing of travel documentation, including control of passports (Politicsweb, 2009). However, the situation was not rectified and South Africa is seen as a “haven for international terrorists and criminals,” who obtain travel documents and then easily travel to other countries (Alcock, 2009: 1). South African citizens are, once again, upset with DHA for not heeding and responding to the early warning from the United Kingdom, and this damages the image of DHA even further.

The situation is further exacerbated by another form of competition that is affecting DHA, namely, identity theft.

5.4.1.8 Identity theft

Identity theft is a growing form of competition that DHA faces. Foreign immigrants steal ID's of South African citizens and then use these to register fraudulent marriages so that they can apply for South African citizenship. The situation used for the registration of marriages is also not very secure, because “both spouses do not have to be present at the DHA offices when a marriage is being registered. All they need is a letter from the respective marriage officer, in some cases a priest, who are commissioners of oaths,” (EI 18/06/08).

This form of identity theft has been going on for a long time and in most cases “people only discover that they are ‘Married’ to someone they do not know, is when they start receiving massive bills in the post or when they want to register their own marriage,” (Iafrica.com, 2009). DHA has even gone as far as providing a facility on its website where citizens can ‘check their marriage status’ (www.dha.gov.co.za).

“Getting your ‘identity back’ can take weeks of personal time and can also cost thousands of rand in legal fees,” (Iafrica. com, 2009).

The most recent form of identity theft to emerge at DHA deals with “the walking dead”. This is where fraudsters steal ID numbers and personal information of individuals to register then as dead in order to benefit from insurance policies (Joseph, 2009: 2).

In some instances the ‘deceased’ are guilty of colluding with doctors, police officers, as well as friends and family in order to con DHA and insurance companies. Corrupt DHA officials can possibly also be involved in these activities and DHA has admitted that, “it was a bit difficult to say how often this sort of fraud was occurring, but confirmed that it was a national phenomenon which has probably come to light because [in preparation for the National Government elections] people have been involved in voter registration across the country,” (Joseph, 2009: 2).

DHA has provided a hotline for citizens to call to check if they are listed as living or dead as there is fear that people will show up at voting stations on elections day and then be turned away because they have been listed as ‘deceased’. The rectification of this situation is, once again, time consuming, inconvenient and frustrating for both the individuals as well as DHA. Affidavits have to be obtained from the police or a magistrate’s court stating that the individual is still alive. Thereafter, several forms have to be filled in at DHA including a birth registration form before the situation can be handed to police for investigation. It can take up to two weeks or longer to remedy the situation (Joseph, 2009: 2). It will also cost DHA additional time and resources to rectify the situation, thereby slowing down service delivery and other important activities in which the DHA staff would have been involved.

Identity theft has become prevalent in the current economic environment where people who are cash-strapped and heavily in debt are resorting to this as solution. Therefore, it becomes essential to examine the tools and techniques and strategies that DHA uses in its operations to ensure that it is equipped to deal with unpredicted situations as discussed.

5.5 CI TOOLS AND TECHNIQUES ALREADY BEING USED AT DHA WITHOUT REALISING IT

As already discussed above, DHA encounters several forms of competition that pose increasing challenges on the organisation. According to Fleisher & Bensoussan (2007: 1), successfully positioning the enterprise, properly deciding on the correct allocation of resources, and deciding what an acceptable level of performance might be in such a competitive environment are key tasks of senior decision makers. However, while there is no guarantee that CI tools and techniques can offer decision makers a solution to deal with organisational problems objectively and to the best of their abilities, they can, nonetheless, offer valuable insights and a sound framework. This is on the basis of which the right choices can be made to benefit the organisation, the managers and other employees and stakeholders (Have, Have & Stephens, 2003). In Chapter 4.4.8, I have already identified some of the problems that DHA encounters as a result of the lack of proper strategic management tools and techniques used during strategic planning. I did however, find that some tools and techniques that DHA did use, in rare instances, could be regarded as CI tools and strategies and because the staff at DHA do not believe that they are under threat from any form of competition (EI 06/05/08; EI 07/05/08), they do not realise that some CI applications may already be used in their organisation. One such CI application is the DHA Service Delivery Model (figure 5.2).

5.5.1 SERVICE DELIVERY MODEL

The Department of Home Affairs Service Delivery Model, shown in Figure 5.2 (above), has assisted DHA to be more client-centred and has enabled the Department to fulfil its mandate effectively. This was found in the pilot of Phase One of the Turnaround Programme, where productivity gains of more than 300% were made as well as a visible improvement in staff morale (South Africa (Republic), 2008₂: 30). Customer needs drive the DHA Service Delivery Model and the reduction of service delivery times is central to the operating model of the department. According to the model, reduction of service delivery times will be supported by Information Technology improvements (South Africa (Republic), 2008₂: 61). In order to achieve

its service delivery mandate, DHA also has to identify the many stakeholders that have an interest in the outcomes of the department.

5.5.2 STAKEHOLDER IDENTIFICATION

The key stakeholders that DHA have identified have been illustrated in Table 5.2, below. It also reflects the specific reasons why each category of stakeholder has an interest in DHA and what their expectation are from the services offered.

However, it would have been more beneficial to DHA if they took this stakeholder identification further to include an analysis of its stakeholders. This would have provided information about the impact of the stakeholders on the department, the level of importance of the stakeholders, the challenges and risks that they present and what strategies and actions DHA should take to best deal with the stakeholder challenges and opportunities (Fleisher & Bensoussan, 2003).

Table 5.2 DHA Key Stakeholder identification (South Africa (Republic), 2008₂: 18).

Stakeholder	Relationship	Expectation
The South African people	They are investors because they fund the DHA through their taxes	Return on investment through the provisioning of reliable enabling documentation, accessible services and a customer focused orientation
Parliament	Allocates resources invested by the taxpayers and provides the regulatory framework in which the DHA must operate	Maximum benefit for the allocation of those resources and conformance to standards
The Minister and Deputy Minister of DHA	Provide policy direction and strategic leadership and the legislative environment in which the DHA should operate	Effective, efficient and economic service delivery in accordance with mandates
Cabinet Ministers and other state departments	Interact, co-operate and form partnerships entailing joint decision-making, consultation, co-ordination, implementation and advice	Effective and efficient execution of functions
Director-General	As accounting officer responsible for managing the environment which creates the products and services for the customers	Performance commitments met
Suppliers	Provide inputs and raw resources to the DHA	Effective and efficient execution of functions
Alliances	Form partnerships to improve service delivery	Effective and efficient execution of functions
DHA staff members	Responsible for creating products and services to meet customer requirements	Sufficient allocated resources and a decent working environment
Foreign visitors	Foreigners visiting the country on a temporary basis including tourists, business fraternity, etc.	Effective and efficient admission and departure as well as processing of applications.
International community	Bi-lateral and multi-lateral interaction, consultation and co-operation with regard to common interest and forming of relationships.	Mutually beneficial international relationships.

Another CI related tool that has been used in the past by DHA is the SWOT analysis.

5.5.3 SWOT ANALYSIS

According to Fleisher & Bensoussan (2003: 92), a SWOT analysis is used to assess the fit between an organisation's strategies, its internal capabilities (i.e. its strengths and weaknesses), and its external possibilities (i.e. its opportunities and threats). However, as already discussed in Chapter 4.4.8, the last SWOT analysis was carried out in 2006 (EI 15/05/08). Hence, the value of a SWOT analysis which lies mainly in the fact that it constitutes a self-assessment for management (Have, Have & Stevens, 2003:188), has not been able to provide much benefit for DHA. Instead DHA decided to use other tools to measure its performance and to assist in strategic planning.

5.5.4 PERFORMANCE MEASURES AND DASHBOARDS

Digital dashboards show the aggregate meaning of large amounts of different data types and information formats from various sources, and they give executives, managers, analysts, and the public a more accurate picture of important data, more quickly (Farcot & Kades, 2004: 57). These authors also state that dashboards allow one to measure and track progress, highlight problem areas that require immediate intervention, and provide a single point of access for all responsible parties. In order to track and measure the performance of each business unit, DHA decided to create and use digital dashboards. This can help management to "track-and-trace the operations," (EI 28/05/08).

The DHA dashboards are designed to display the level of completion of various tasks and contain the ability to drill down to further details of each activity. This can make it easy for management to manage deadlines and targets, monitor and report on progress and assist in the allocation of resources to each activity. The key performance indicators used for these dashboards are based on the elements of the balanced scorecard that essentially use performance measures to track and adjust business strategy (Have, Have & Stevens, 2003: 12). The elements of the balanced

scorecard against which DHA would measure performance are identified as (1) the learning and growth perspective, (2) the client perspective, (3) the internal/operational perspective, and (4) the financial perspective.

Fleisher & Mahaffy (1997: 127) state that while any department can be measured across the balanced scorecard perspectives, it is suggested that organisations add their own unique perspectives to their scorecards.” In the case of DHA, such unique perspectives may include human resources, community liaison and communication, and leadership and management, as these are areas where performance management was identified in Chapter 4 as being poor or lacking. DHA should also note that a major drawback to the implementation of a balanced scorecard approach has been identified by Fleisher & Mahaffy (1997: 122) as “a scarcity of time and money to get it properly up and running,” and this could impact the success of its dashboards.

DHA’s dashboards are “more performance dashboards instead of a balanced dashboard depicting the return on investment,” (EI 11/06/08). These dashboards were created after a Business Intelligence system “was started by consultants and after several meetings, workshops and financial investments into the project, it was abandoned,” (EI 15/05/08). This reveals that DHA has acknowledged the importance of having an intelligence capability in place to assist in its operations and strategic planning.

5.6 SUMMARY

This chapter served as the second chapter of the reporting and analysis of the findings of the ethnographic study in DHA. The focus of this section was on competitive intelligence for Public Service delivery. Before I could determine whether CI tools and techniques could be used in DHA to improve service delivery, I had to first ascertain what activities and processes are in place presently. Hence, this chapter commences with a discussion of the new interventions that were initiated to improve service delivery in DHA. Of notable importance were the support from DHA staff for these new initiatives and the concerns that they had with these initiatives. This led to the identification of the key intelligence needs of DHA.

Surprisingly, not many DHA staff had thought about these intelligence needs until I brought it to their attention during the course of my ethnographic study. Furthermore, most staff did not believe that DHA was faced with any form of competition. I was able to identify the various areas of competition that DHA was faced with and while the previous Chapter discussed the internal and external forms of competition, this Chapter focussed on the left field competition that DHA faces.

The Chapter concluded with the identification of CI tools and techniques that are already being used in DHA without them realising that they are CI related. This identification of CI tools, techniques, and models assists me in then identifying appropriate CI tools, techniques and strategies that DHA can use to benefit its operations and, thereby, improve service delivery. These will be discussed in the following chapter.

CHAPTER 6

CI TOOLS AND TECHNIQUES FOR IMPROVING SERVICE DELIVERY AT DHA

6.1 INTRODUCTION

In order for DHA to gain or maintain a sustainable advantage over the various forms of competition that have been identified in the previous chapter, it needs to adapt (or at best) change its course and be able to predict, identify and seize the opportunities that it has to enhance service delivery to the citizens of the country. Sustainability of competitive advantage has been defined by Fleisher & Bensoussan (2003: 2) as “the organisation’s ability to maintain the economic value generated by the distinctive competencies of an organisation, from either imitation or substitution by competitors.” A sustainable advantage in the case of DHA refers to its ability to be proactive and take the necessary actions to alleviate the impact of the competition that it faces, therefore enhancing its service delivery. It is also important for DHA to consider the extent and scope of its competition because few organisations would countenance the diversity of competitive forces they face (Sawyer, 2002: 7).

This diversity of competition is most prominent in the Service Sector organisations such as DHA, and the competition can be ‘anything and everything’ that will turn the customer away from an organisation’s services (Sawyer, 2002: 7). Sawyer further states that in order to fully understand the competition facing the service sector, it is important to be willing to spend time in identifying just where all the competitors are. This process has been completed and it leads to the point where one has to now try and identify appropriate tools and techniques that DHA can use to react appropriately to its competition and hence improve service delivery.

The applicability of the CI related tools and techniques that were identified specifically for service sector organisations by Clarke (2001: 222) and discussed in Chapter 1.7 will be considered in this chapter. Since the situation and operations at DHA have become more evident from the above investigations, the applicability of

these tools and techniques to improve service delivery is increasingly noticeable to the researcher. However, due to the unique nature of the operations and processes at DHA, it was found that other tools not already identified by Clarke (2001: 230-236) are also potentially beneficial if not necessary for DHA. Hence, this chapter will discuss the CI tools and techniques that are specifically selected to address the diverse forms of competition that DHA faces. Furthermore, since it seems as if no single tool will be able to address the situation, a combination of tools will be discussed.

The tools will be depicted in a CI framework that has been designed in such a way that DHA can use it to gather and analyse information for decision making. However, before the framework could be designed it was necessary to create a CI value chain for DHA. The CI value chain separates the activities of the organisation in the value chain into detailed discrete activities. When these activities are broken into a sufficient level of detail, the performance of the organisation can be determined (Have & Have, 2003: 194). Therefore, the CI value chain could also serve as a guide for selecting the tools for the framework. Service quality is of importance to a service organisation and, therefore, a service quality competitive analysis model for DHA will be discussed. While these tools and techniques can be valuable for DHA, managers and decision makers will need to be convinced of their benefits and value to the decision making process. Hence, assessing the adequacy of the suggested tools and techniques for DHA will be necessary and the criteria that were used to identify and select the tools and techniques specifically to deal with the competitive forces impacting DHA will be discussed. This chapter commences with an overview of the competitive realities at DHA.

6.2 COMPETITIVE REALITIES AT DHA

According to Wignaraja (2003: 5), organisations and governments in developing countries attempting to adjust to the increasing global competition, have unprecedented demands placed on their capacities. Furthermore, it is understood that old organisational structures, behavioural patterns, communication channels and public policies are frequently ill-adapted to cope with the challenges brought about by global competition. This was evident in Chapters 4 and 5, and Figure 6.1 (below)

depicts an overview of the competitive realities at DHA in terms of its service delivery. These are also indicated within the broader themes which determined the empirical study at DHA. These themes can also be regarded as the forms of competition that DHA experiences.

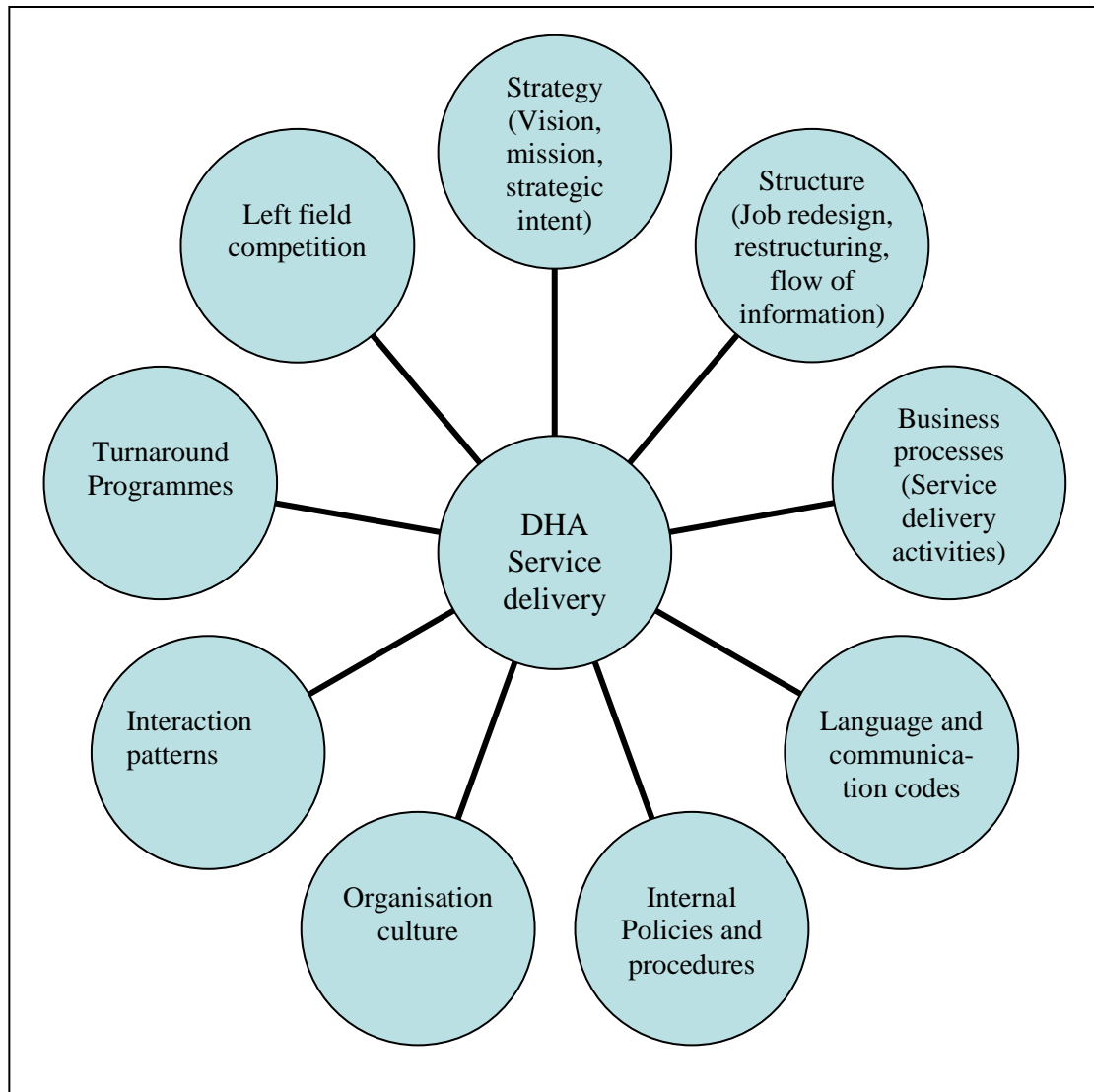


Figure 6.1 Competitive realities at DHA

Table 6.1 provides a summary of the competitive realities at DHA and it also indicates some of the phenomenon uncovered in each of these forms of competition.

Table 6.1 Summary of competitive realities at DHA

Competition	Phenomenon identified at DHA
Strategy (Vision, mission, strategic intent)	<ul style="list-style-type: none"> • No common vision embraced by all staff • No Clear understanding of vision and mission statements • Broad mission statement • No commitment & personal effort from workforce to achieve strategic intent
Structure (Job redesign, restructuring, flow of information)	<ul style="list-style-type: none"> • Bureaucratic hierarchical structure • Structures increases number of reporting levels • Span of control deviates between departments • Fragmented flow of information
Business processes (Service delivery activities)	<ul style="list-style-type: none"> • Civic services – core activity for DHA • Immigration services • Support services
Language and communication codes	<ul style="list-style-type: none"> • Doubtful communication channels • Poor interpersonal communication of managers • Job related information not communicated to staff • Classification of documents not suitable for sharing and use by all staff • Grapevine ignored as communication tool
Internal Policies and procedures	<ul style="list-style-type: none"> • Some policies outdated and no longer relevant • Lack of policies for many areas • Limited input from individuals in policy formulation
Organisation culture	<ul style="list-style-type: none"> • Weak and unhealthy organisational culture • Lack of sustained organisation culture • No dominant corporate culture visible • “Hoarding culture” – no sharing and trust among staff
Interaction patterns	<ul style="list-style-type: none"> • Socialising between departments non existent • Silo functioning of departments – no interaction • Lack of skills transfer due to poor interaction • Lateral interaction between managers
Turnaround Programmes	<ul style="list-style-type: none"> • Too many turnaround programmes • No benefits from previous turnaround programmes • New initiatives identified by turnaround programme • “Quick wins” identified and attended to
Left field competition	<ul style="list-style-type: none"> • Sudden changes in demand from DHA • Labour costs for use of consultants • Scarce skills competition • Competition from third party service providers • World economic and financial fluctuations • Identity theft • Repositioning the image of DHA

In Chapter 2, the value and importance of implementing CI in the Public Service sector, such as DHA, was covered and various forms of competition that the Public Service sector experiences were also identified. However, the empirical study found

that several other forms of competition also impacted the activities and operations of DHA and the more traditional competition, as identified by Sawyer (2002) and Greenberg (1982: 83), are not the only forms of competition present. These findings would come as a surprise to the management of DHA who originally believed that they did not really have any competition to worry about (EI, 07/07/08; FN, 06/08/08).

By their very nature, service organisations are regarded as dynamic, they have different life-cycles and the portfolio of their service offerings constantly changes, as has been noticed at DHA. With these dynamics, it becomes essential for managers of service organisations to look and think beyond their current environment in order to arrive at decisions and actions that can respond effectively to the various conditions (Botten & McManus, 1999: xvii).

Greenberg (1982: 86) suggests that, “once an organisation has considered the various areas in which it competes for resources and users and identifies its competitors, it must decide on its strategy.” Furthermore, when resources are limited and scarce in the environment, usually the organisation with the most effective competitive strategies survives. This makes the identification of the most appropriate tools and techniques essential, so that it can afford the DHA a competitive advantage.

DHA cannot become comfortable with its procedures and operations, as the left field competition that it faces (See Chapters 4 and 5) will continue to bedevil its service delivery. The current global financial and economic crisis, along with the political and health situations in South Africa’s neighbouring countries, will significantly alter the competitive landscape of DHA. Former South African citizens will return to South Africa from abroad due to job losses, and more immigrants can be expected to request documentation from DHA as they flee the situations in the neighbouring countries. Thus, it becomes essential for DHA to have some blueprint or strategy that can assist them in collecting intelligence and analysing it so that it can be used in decision making and strategic planning in order to improve service delivery. While CI cannot be regarded as the only solution in this regard, it can be a very valuable tool that can help organisations of all types to better understand their current competitive environments and respond to the challenges in these environments (Horne & Parks, 2004: 36). This is best achieved by using CI tools and techniques.

6.3 CI TOOLS AND TECHNIQUES FOR DHA

Determining the relevant CI needs of the organisation is essential so that, out of the myriad of tools and techniques available, the most appropriate tools and techniques can be selected, (Fleisher & Bensoussan, 2003; Fleisher & Bensoussan, 2007; Prescott & Miller, 2001). Specific tools and techniques are chosen depending upon various factors such as CI needs, time constraints, financial constraints, staffing limitations, data availability, and relative priorities of data, (McGonagle & Vella, 1993).

According to McLellan (2004: 4) strategies used for gathering and assessing intelligence can be divided into two themes:

- Capturing information that is sufficiently complex and broad in scope
- Simplifying the information into meaningful patterns that can support decision-making and so, enhance competitiveness.

CI is regarded as a tool for decision makers, and in order to support the decision-making process, CI tools and techniques are used to transform the complex data and information into simplified, meaningful intelligence. This usually involves analysis of the data, where analysis tools and techniques are used. As already established in the ethnographic study, DHA possesses a large quantity of documents, reports and project material that hold very valuable information, but they lack the ability to analyse the information and use it to make informed decisions. Hence, the tools and techniques that are chosen for DHA can be regarded as CI analysis tools.

Having realised that analysis is a problem in most organisations and for CI professionals, Fleisher & Bensoussan (2003 & 2007) wrote two books where numerous formal tools and techniques were made available to help decision makers to place the collected data within a useful context for strategic decision making. Furthermore, Sandman (2000: 69), cautioned that while models and techniques are useful for analysis and decision making, “any model is simply a framework on which to hang a bunch of facts, some estimates, a few educated guesses, and a hunch or two.” Furthermore, he stated that “choosing the ‘right’ model is not sufficient if you do not gather the right facts and estimates, hence, models are good tools for doing

good analysis but they are not substitutes for diligence, skilled data collection and an open and inquiring mind,” (Sandman, 2000: 69). These aspects have been taken into consideration when selecting the tools and techniques for DHA and since the researcher noticed that DHA, like the majority of service organisations, has not studied or leveraged its value chain as a means for seeking strategic improvement, it was decided to create a CI value chain that could assist them in decision making.

6.3.1 CI VALUE CHAIN FOR DHA

A value chain identifies a series of activities that must be undertaken to transform inputs into a product or service delivered to customers (Fleisher & Bensoussan, 2007: 129). A company’s value chain reflects its unique history, strategy, implementation approaches and the economic behaviours of the activities themselves (Porter, 1985). Value chains can also provide important CI data that is required for decision making.

DHA is constantly adapting to its changing environment as a result of the many Turnaround Programmes that it has experienced, and it can become easy for them to lose focus of their desired target of providing effective and efficient services to the citizens of South Africa. Without a proper value chain, an organisation like DHA cannot understand where it is generating or losing value along its series of processes and activities. In fact, where these processes and activities should, ideally, provide value to its clients, the state DHA’s service delivery has deteriorated, as established in Chapter 4.4.9. Figure 6.2 depicts a value chain for DHA that includes the CI process.

Since DHA does not have a system in place that alerts management as to what is happening within and outside of the organisation that may impact the operations of the organisation (See Chapter 4.4.8), the value chain begins with the CI process, where information is collected and analysed in order to generate intelligence that is timely and accurate. According to Clarke (2001: 230), this process should assist management in making more informed decisions, thus facilitating improved strategy development.

The **CI process** (bold type indicates a link in the value chain) would be able to assist the management of DHA to make informed decisions based on factual evidence. This will result in an **improved strategy** as the planning will be more focussed on its target. In turn, this will provide the opportunity for DHA to **increase the quality of the services** that it offers to its customers. An improvement in the quality of service will **increase customer satisfaction** and customers will no longer be reluctant to use the services of DHA as was established in the empirical study. Therefore, DHA will be able to experience **increased customer retention** where customers do not rely on corrupt and fraudulent means of obtain services. Customers may be more inclined to become compliant with regulations and processes in place.

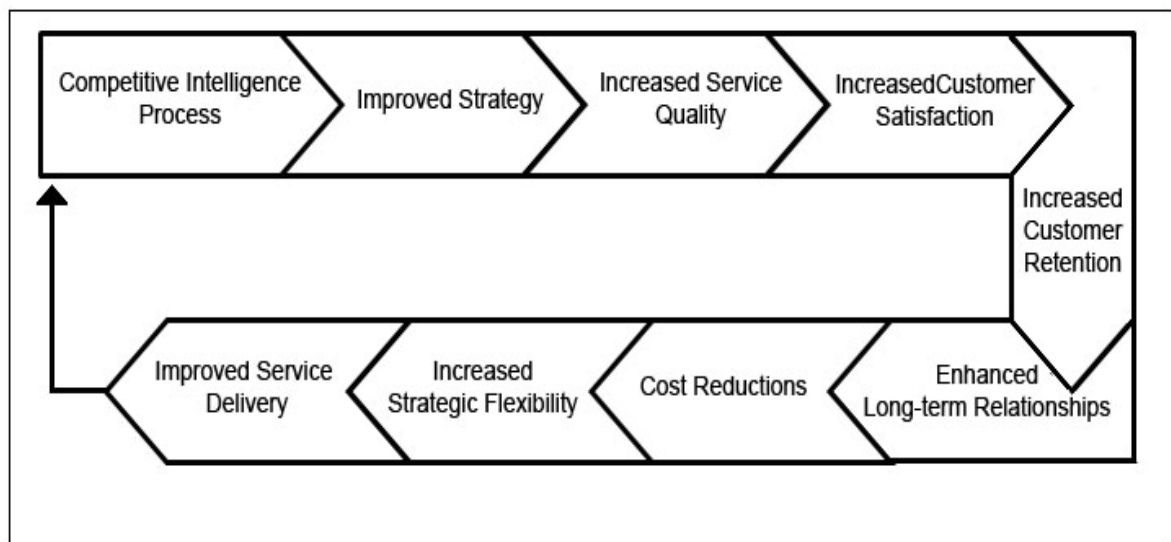


Figure 6.2 CI value chain for DHA (Adapted from Clarke, 2001: 231)

According to Clarke (2001: 230), any service organisation that successfully encourages repeated use of the service, has the potential to **enhance long-term relationships with the customers** and this has benefits for the organisation as it **reduces costs**. With increased customer satisfaction, DHA will be able to improve its relationship with its customers and this can help them to improve its reputation and image as well as reduce costs of having to repeatedly investigate and monitor corruption. Furthermore, once customers' perception, needs and support is established

as a result of the improved relationships with customers, DHA will be able to implement more effective and efficient use of its resources and thereby reduce costs.

With reduced costs in its operations (e.g. by doing the right thing the first time) and support from its customers, the employees at DHA would have more time to focus on the customers and would spend less time redoing work and correcting mistakes. Thus, DHA will be able to **increase its strategic flexibility** and this will, ultimately, lead to **improved service delivery** which is the objective of the organisation.

The value chain will also assist DHA to keep an eye on its most important targets and to make sure that the necessary actions are taken to achieve its desired results. The gathering and analysing of information in the CI process in the value chain requires a comprehensive framework.

6.3.2 CI FRAMEWORK FOR GATHERING AND ANALYSING INFORMATION AT DHA

The CI value chain for DHA along with the findings of the empirical study (Chapters 4 & 5) has been able to guide the choice of CI tools and techniques that can benefit DHA. While several tools and techniques are available for managers to use, it is important to note that no single tool or technique is able to address the complex situations at DHA. Furthermore, some tools and techniques can be used in several situations for a more integrated and linked view of issues. Hence a combination of tool and techniques has been decided upon for DHA.

It has been suggested by Clarke (2001: 231) that many of the service organisations that would benefit from analysing their competitors or competition, are small businesses with limited resources and they are not likely to have the personnel to focus on in-depth competitive intelligence. While DHA is not a small organisation, it does have very few senior-level staff and very limited resources available, as identified in Chapter 4.4.9.8. The organisation does not have staff that possess the understanding, skills and competencies to conduct CI, as was noticed through the ethnographic study (WS 30/06/08; WS 02/09/08; EI 08/0/07). This was taken into

consideration when selecting the tools and techniques for DHA. Therefore, the tools and techniques selected are relatively easy to apply in DHA and many of them do not necessarily require dedicated personnel.

The CI Framework for gathering and analysing information at DHA is reflected in Figure 6.3 and it represents a formal and systematic means for informing managers about critical issues that DHA faces or is likely to experience in the future.

Three levels have been chosen for the framework and each level focuses on an important form of analysis that can be beneficial for decision making mainly at the different levels in an organisation. These levels can be identified as:

- Strategic level - The first level represents analysis of information that can assist DHA at the strategic decision making level. This level also provides a framework within which other levels (tactical & operational levels) of intelligence collection and analysis take place and it assists the organisation to identify important trends and patterns that emerge in its environment as well as the threats and opportunities available to the organisation (Fleisher & Bensoussan, 2007: 27). In the framework, Figure 6.3, this level is represented as the environmental analysis
- Tactical level - Level two represents analysis of information that can assist mainly in tactical decision making at the organisation and it also supports the strategic level as well. According to Fleisher & Bensoussan (2007: 27) a symbiotic relationship exists between the strategic and tactical levels of intelligence analysis. This level is represented by the service business analysis, evolutionary analysis and financial analysis in Figure 6.3
- Operational level – The third level of the framework represents the operational level of information analysis and it focuses on the actual delivery of services to the customers at DHA. The tools used here are mainly to identify customers' needs, behaviour, analysis and the forms of competition that affect the provision of services to the customer. This level is, therefore, represented as the customer analysis and competition analysis in Figure 6.3.

While several tools and techniques are available for organisations to use at each of the levels, it should be noted that these tools and techniques were not originally designed with service sector organisations in mind, as already discussed in Chapter 2.6. However, some of these tools and techniques can still be adapted and used successfully to address the problems that DHA experiences and these have been selected from the array of tools and represented in the framework. After identifying the various forms of competition at DHA in Chapters 4 and 5, care was taken to identify only those tools and techniques that would be able to assist DHA to outsmart these forms of competition in order to enhance its service delivery.

The tools for the framework have been divided into several elements in order to inform managers of their focus in each category, and to make it easy for the model to be used in any other service sector. Furthermore, the elements of the framework are sequential in nature, commencing with a broad **environmental analysis** of the environment in which DHA operates. The focus then moves to **service business analysis** where DHA is analysed in relation to its operating environment.

At this level, two elements of serious concern to DHA have been identified separately and they should be analysed concurrently with the service business to benefit the organisations' overall operations. These elements are the **financial analysis** and **evolutionary analysis**.

The financial analysis is non-existent, and the financial situation is in a dire state at DHA, as identified in Chapter 4.4.9.2. The evolutionary analysis focuses mainly on the left field competition identified in Chapter 5. The separation of these two elements from the rest of the service business analysis serves to highlight the level of importance and priority of these analyses for DHA. In the context of a Public Service organisation, financial analysis requires a keen accounting of the resources used, investments made, and to look at the efficiency and effectiveness by which financial resources are being utilised. Unlike a Private Sector organisation which has the benefit of GAAP (generally accepted accounting principles), financial ratio and statement analysis (FRSA) in a Public Sector service context is more akin to the work done by management accountants which looks to make internal and time-based comparisons of financial resource efficiency and effectiveness.

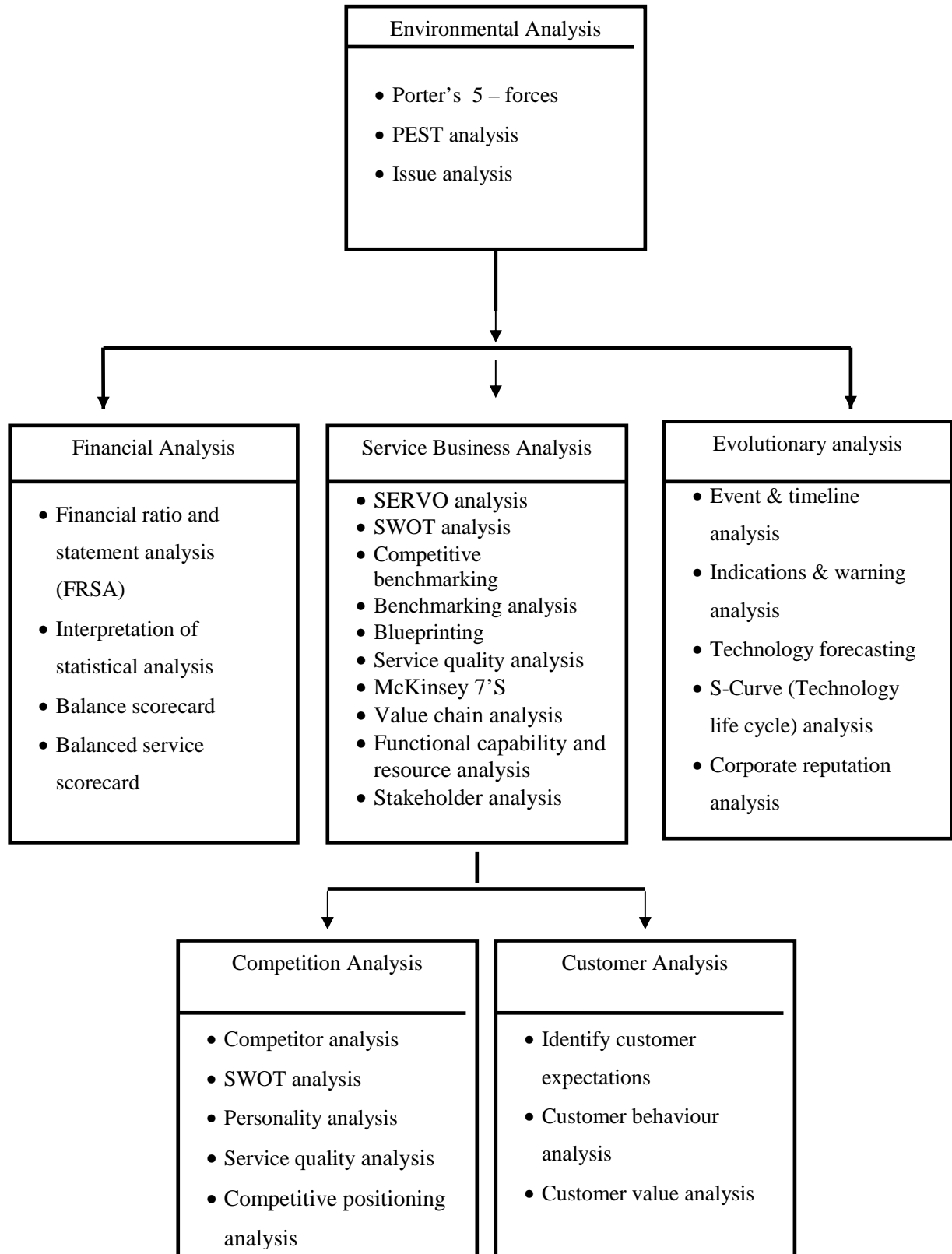


Figure 6.3 CI Framework for gathering and analysing information at DHA (Adapted from Clarke, 2001: 232).

Once DHA has a better understanding of its position and operations in its industry, i.e. public service sector, it is essential for it to analyse both its **competition** and its **customers** before it can develop and implement strategic decisions for the organisation. Once again the competition and customers are the most crucial elements of any service organisation and DHA exists to provide a service to customers. The fact that the organisation has dedicated so little attention to these elements warrants them being part of the framework as it is believed that if these elements are not sufficiently addressed at the decision making stage, service delivery will not be improved (Fogli, 2006; Parasuraman, Zethaml & Berry, 1994).

The first element to be investigated here is the environmental analysis.

6.3.2.1 Environmental analysis

DHA has to understand the environment, or market, in which it operates if it intends to position itself for success within that same environment. Several groups and organisations in the external environment in which DHA works, will have to be monitored, either directly or indirectly, for changes in their needs, perceptions, and preferences. Furthermore, trends and changes in regulatory and political authorities need to be monitored and analysed as these influence the operations of DHA. Any form of competition from its funding authorities and its customers should also be monitored and analysed.

Milliken (1987: 135) indicated that there are different types of uncertainty about the environment that organisations experience when they try to make sense of, and respond to conditions in the external environment. This uncertainty about the environment can be as a result of the individual's lack of understanding of how the components of the environment might be changing or the interrelationships that exist between these components in the environment. This uncertainty about the environment could lead to poor strategic planning and resource allocation. Hence environmental analysis is essential to provide this form of understanding for decision makers in an organisation.

As stated by Clarke (2001: 232), the competitive analysis should be able to identify which resources are scarce and what untapped opportunities exist, as this is where

sustainable competitive advantages can be created. Hence the tools identified to assist DHA for these purposes are **PEST analysis, Porter's 5-forces model, and Issue analysis**. The PEST analysis focuses on the political, economic, social and technological climate of DHA. Porter's 5-forces model can be used together with the PEST analysis for a more comprehensive understanding of the environment and the relationships and dynamics that exist in its market environment. While it may be argued that Porter's 5-forces model was designed mainly to assist the profit-seeking industries where the delivery of products to its customers is important, the researcher believes that this model can also assist service sector organisations such as DHA. DHA functions within the broader environment: suppliers of specific products, resources, and services come from this environment and they are usually the same suppliers to the profit-making industries. The end-product of DHA may be intangible (services) but the delivery of these services is reliant on several other aspects in order for it to be effective and efficient. Hence, using Porter's 5-forces analysis will provide DHA with a better understanding of its industry environment.

Issue analysis can assist DHA to become more aware of the changes in its environment and to be proactive, participating in policy developments that impact on its operations. The lack of sound policies and procedures that have been identified in Chapter 4.4.7 can be addressed by this analysis.

In addition, these tools and techniques can assist DHA to understand its environment better and, in so doing, align its strategic objective and planning with that of its industry environment. Once a thorough understanding of the environment in which DHA operates is established, it will have to analyse its own service business environment.

6.3.2.2 Service business analysis

According to Sandman (2000: 78), it is not possible for an organisation to understand its competitors unless it understands its own organisation and its service business first. Furthermore, this form of analysis will focus on the organisation's internal environment and identify those forces that operate inside the organisation with specific implications for managing organisational performance (Fleisher &

Bensoussan, 2003: 275). The organisation will also be in a position to ascertain its degree of fit between the service organisation and its competitive environment by making use of tools such as the **SERVO analysis**. Beyond this, DHA needs to examine its internal strengths, weaknesses, opportunities and threats, and this can be identified by a **SWOT analysis**. However, this cannot be done in isolation and will therefore require input through **benchmarking** with other service organisations within the government, private sector and even with other organisations that offer the same or similar services, although it may be in very different environments. Such an organisation would be the Home Office in the UK, whose operations and mandate is the same as that of DHA. **Competitive benchmarking** helps to analyse the performance of DHA against the best-in-class and they will be able to set targets to exceed the performance of the competition and to pay attention to the skills and competencies that will be required to do this.

While benchmarking is an outward focus, **blueprinting** has more of an inward focus that can assist DHA to communicate the details of its services from beginning to end (Clarke, 2001: 234). This can be useful for DHA managers and staff as it will help to identify service gaps that can be detrimental to the operations of the organisation's performance. It is further essential to analyse the quality of services offered and the **service quality analysis** is useful for service-providing organisations such as DHA. This analysis will provide useful information to decide whether DHA is providing the quality of service that meets with the expectations of its customers.

Having already identified the changes that DHA is undergoing as a result of the Turnaround Programme (Chapter 5.2.1) and the forms of competition experienced (Chapter 4), the **McKinsey 7 S analysis** has been included in the framework to facilitate the process of strategy implementation within this context. Furthermore, the fact that strategic planning at DHA is based on 'gut feel' (Chapter 4.4.8), this model will assist DHA in creating a tight strategic fit between strategy, organisational structure and other organisational competition that DHA faces as, identified in Chapter 4. The McKinsey 7 S model will allow DHA to realise the interrelationships that are necessary between structure, strategy, systems, style, staff, skills and shared values within DHA, and assist in the design and restructure of the organisation. It will also assist in determining how the organisational design of DHA will impact service

delivery and if the systems and processes in place will be able to support the strategic needs of the organisation.

The **value chain analysis** can also assist DHA in its organisational design as it can provide valuable insight about which activities add the greatest value to the organisation and need to be controlled and protected. It also assists to identify which activities add no value and need to be discontinued. There will also be activities that add little value, and these will require some consideration whether they should be made more efficient, be outsourced, or stopped completely (Sandman, 2000: 93). Value chain analysis can identify core competencies that are required by DHA to accomplish its desired results.

Once these core competencies have been identified, **functional capability and resource analysis** can be used by management of DHA to analyse its internal tangible and intangible assets, along with its core capabilities, to determine if these assets are valuable resources that are capable of giving the organisation a competitive advantage. This resource-based view to sustained competitive advantage is also confirmed by Barney (1991: 99). He states that organisations resources have the potential to generate competitive advantage for the organisation. Organisations and managers should therefore obtain a better understanding of how resources can impact the long term success of the organisation and this should be taken into consideration during the strategic planning initiatives of the organisation.

Wagner (2002: 77) states that, “because of the nature of public organisations, it is important to consider the opinions of all key stakeholders, or ‘publics’, when evaluating the distinctiveness of resources.” In addition, public organisations with strong cultures can easily lose sight of public opinion and rely too heavily on internal, often biased, opinions. Therefore, **stakeholder analysis** is an important tool for DHA. It can provide insight into those stakeholders who are valuable to DHA and assist management to allocate resources appropriately to manage its stakeholders. It can also be used to motivate for additional funds to service the needs of these stakeholders.

6.3.2.3 Financial analysis

As a result of the financial challenges identified in Chapter 4.4.9.2, specific tools for addressing the situation have been included in the framework. The first financial analysis tool is the **financial ratio and statement analysis (FRSA)** which provides managers with an understanding of the organisation's competitive performance. Ratios are used to assess the current performance, examine business trends, evaluate business strategies and monitor progress (Fleisher & Bensoussan, 2003: 400). These authors further indicated that FRSA is an extremely helpful information overload tool as it can transform large quantities of disjointed financial data into manageable and meaningful outputs and it connects the several pieces of financial data into one integrated analysis. DHA will find this tool useful as it does not have a system that integrates all its financial data.

Another financial tool that can be useful is the **interpretation of statistical analysis** which enables a simple description of complex situations and can provide predictive insights (Fleisher & Bensoussan, 2007: 417). This tool provides systematic and objective methods for examining financial and other forms of research data and for obtaining valuable information from an organisation's operations and activities. This is vital for DHA which has a very political environment where each manager tries to get the largest share of the resources based on his political affiliation rather than actual performance. Decision making can also be supplemented by objective statistical data which can also be used to motivate for additional funding and resources.

While these financial analysis tools can be very beneficial for DHA, it should be noted that these tools will require the skills and competencies of financial accountants and managers. Since DHA does not, currently, have these skills and competencies available internally, it will have to seek the services of outside financial consultants and management accounts, until staff with these competencies and skills are acquired.

The **balanced scorecard** uses performance measures to track and adjust business strategy. Together with the financial perspective, the balanced scorecard forces managers to incorporate the customer perspective, operations and the organisation's

innovation and learning ability (Have, Have & Stevens, 2003: 12). It makes it possible to ascertain financial consequences of non-financial measures that can impact the long term financial success of the organisation. With the lack of skilled and competent staff to conduct financial analysis at DHA, this tool will be valuable as it does not require extensive financial knowledge to be implemented, although it does produce data that can be used for financial assessment. Furthermore, the balanced scorecard encourages the establishment of tangible objectives, and measures that are linked to the mission, vision and strategy of the organisation. The problems relating to the vision, mission and strategy of DHA, as identified in Chapter 4.4.1, can be addressed with this tool.

A modification to the balanced scorecard is a **balanced service scorecard** which "helps to identify opportunities to increase value realisation and predicting the expected performance in the future with some confidence" (Tyagi & Gupta, 2008). The service scorecard can also assist DHA in its organisational structuring as it makes the organisational structure more visible and acceptable to all employees in the organisation. Top level leadership is responsible for the implementation of service scorecards and this leadership is critical for the organisation to achieve its objectives as it inspires employees to excel and improve their performance. This tool will therefore, be useful to DHA to encourage strong leadership and improved performance of its staff especially at the senior management levels (see Chapter 5.4.1.3).

This leads to another service level analysis that was identified as valuable for DHA: evolutionary analysis.

6.3.2.4 Evolutionary analysis

As a result of the fundamental changes, redesign, restructuring and turbulence that DHA has gone through with its previous Turnaround Programmes and the present Turnaround Programme that is currently taking place, evolutionary analysis tools were deemed necessary to assist management to react appropriately and to make difficult decisions that arise amidst these situations. These tools will also prepare DHA to react to the left field competition that it encounters.

The first evolutionary tool suggested is therefore the **Event and timeline analysis** which is a group of related techniques that display events sequentially in a visual manner. When conducted systematically, it can uncover important trends about the organisation's competitive environment and serve as an early warning function (Fleisher & Bensoussan, 2007: 343). These authors suggest that this tool is best used when an organisation is dealing with a large number of discrete events that transpire over a long period of time or are otherwise obscured. DHA has to prepare for, and make decisions about, several events as discussed in Chapter 5.2.1. (Such as the National Government Elections 2009, Confederations Cup 2009, 2010 FIFA Soccer World Cup, launch of new ID card with memory chip, new system to produce passports, and the commencement of the project outcomes of over fifty projects that are part of its Turnaround Programme).

Another tool that can serve as an early warning sign for decision makers is the **Indications and warning analysis**. This tool can assist in reducing the element of surprise, uncertainty and risk, and alerts managers well in advance of a situation arising, thereby allowing them to take the necessary action to counteract the impact of the situation. This tool can assist DHA to address the sudden changes in demand that were identified in Chapter 5.4.1.1. This tool will also afford DHA the opportunity to become proactive in its decision making and enhance its innovative capacity.

The culture of innovation and frequent changes in technology has challenged DHA to keep up with these developments in all its operations and activities. Furthermore, it is noticed that DHA is trying to incorporate technology into its strategic planning activities with the design of electronic performance dashboards (see 5.8.4). The lack of internal IT capacity in DHA (see 5.4.1.3) has also meant that the existing technology is not being used optimally and has not been upgraded to meet the changes in its operations. Hence the **technology forecasting** and **S-Curve (Technology life cycle) analysis** has been included in the framework as these tools can provide information about the changes and development in technology. It will also assist DHA to recognise the limits of its existing technology and make decisions about what new technologies to acquire that may assist in transforming and enhancing its processes, operations, resource allocation and budgeting, communication and flow of information within the organisation. This tool can assist in creating a positive image

and positioning DHA in a more favourable manner. While these tools are created by organisations to deal with their specific requirements, DHA can, however, still utilise these tools if they have been created by other organisations who are dealing with similar technological contexts. This can be done either by purchasing, outsourcing or borrowing and adapting the model to suit its own specific needs.

Corporate reputation analysis will be another useful tool for DHA as it will be able to identify the organisation's image among its key stakeholders and enable managers to improve its relations with its stakeholders in the future (Fleisher & Bensoussan, 2007: 275). Having knowledge of its reputation and image is also important for DHA as this can have an impact on its funding, support from its customers and employees, and also to assist DHA to reposition its already tainted image as identified in Chapter 5.4.1.7. Another means for DHA to also determine exactly what its reputation and image is would be to conduct an analysis of its customers. Use of this tool also allows DHA to compare itself against other Public Service agencies, some of whom will compete with it for talented staff, for resources from the political centre, and/or for time in the positive media spotlight.

6.3.2.5 Customer Analysis

DHA has an important goal of ensuring that it delivers quality services to its customers. Hence, it needs to understand and **identify customer expectations** of the services that it offers, in order to make sure that it delivers according to these expectations. Furthermore, **customer behaviour analysis** would assist DHA to create a profile of its customers' behaviour and then strategise to meet and exceed the desires and expectation of its customers. These tools are necessary for DHA especially since it is experiencing problems in this regard as discussed in Chapter 4 (4.4.9.4 and 4.4.9.5). Using these tools will ensure that DHA responds to the needs of its customers and that its services are provided impartially, equitably and without bias.

Conducting a **customer value analysis** will compliment the two tools already identified. Customer value analysis comprises of several tools and techniques that can assist DHA to better understand its customers, competitors and markets (Fleisher & Bensoussan, 2003: 180). Understanding customer expectations can also be important

for competitor analysis as the provider that can best meet the expectations of the customer, will win their support.

6.3.2.6 Competition analysis

In order to survive in the competitive environment within which DHA is situated, **competitor analysis** is an important tool that provides a comprehensive picture of the strengths and weaknesses of current and potential competitors (Fleisher & Bensoussan, 2003: 144). It helps to create a profile of the competitor and this is useful for DHA to adopt more confident, aggressive and proactive measures to outsmart the competitor and to also help managers to identify the kinds of resources, skills and competencies that it needs to remain competitive.

A tool that is closely related to competitor analysis and that reduces the threats posed by the competition is the **SWOT analysis**. This is suggested for DHA as it can assist in developing a profile of the competitors. This tool can be used, together with the competitor analysis, to obtain an enhanced profile of the competitor.

Personality analysis is a tool that provides a more qualitative type of information that may help to explain how a competitor perceives itself and how it may react in a particular situation (Cook & Cook, 2000: 129). It also provides an understanding of the competitor's corporate culture, values and past strategies. This is important for developing strategies that will counteract the reaction of the competitor before it can impact the organisation and it will be able to address the problems relating to strategic planning as discussed in Chapter 4.4.8. This can also be focussed internally on DHA itself to get a better understanding of how decisions makers and the decision making groups within the organisation react to certain types of contexts or situations.

Service quality analysis is another competitor analysis tool useful for DHA to analyse its competitors' and its own service quality. Having an idea of the competitors' service quality can assist DHA to implement certain measures and activities that can ensure that they exceed the quality of the competitor and thereby remain the organisation of choice for the customers. This is necessary for DHA especially, to ensure that its customers do not defect to fraudsters and other third party

service providers as discussed in Chapter 5.4.1.4. It can also contribute toward its competitive positioning in the environment.

According to Fleisher & Bensoussan (2007: 103), **competitive positioning analysis** enables an organisation to make strategic plans in relation to its current competitive position, whilst also providing information about the organisations' competitors. This tool requires research and exploration in specific areas to obtain accurate information on the organisation's competitive positioning and this process enhances the research capability of the organisation. The information is used for strategic planning and management of the organisation and this will benefit DHA since it will provide useful information about the reputation and image of the organisation. Organisations with a better competitive position in the environment are likely to attract more valuable stakeholders, partners, employees and alliances, which can assist the organisation to successfully achieve its goals. DHA needs to attract more valuable stakeholders, partners, employees and alliances as it does experience a serious problem in terms of scarcity skills and senior management capabilities. Perhaps a positive competitive positioning will assist DHA to attract and retain professional skills that are lacking, as identified in Chapter 5.4.1.3.

This CI Framework for gathering and analysing information will fill the gap that exists at DHA in terms of its strategic planning tools and techniques, as discussed in Chapter 4.4.8. It will assist the organisation to move away from strategic planning that is merely a paper exercise based on monthly reports and 'gut feel,' to a more evidence based, factual process of strategic planning that involves thorough analysis and is based on a structured, systematic and reliable processes. It will enable DHA to identify and respond to the competitive forces that bedevil its operations and hamper service delivery. Table 6.2 provides a brief summary of the CI objectives of each tool and technique suggested in the CI Framework for DHA, and this table is intended to be a quick guide to the managers and decision makers.

Table 6.2 CI objectives of each tool and technique suggested in the CI Framework for DHA.

CI Tool	CI Objectives
<p>Environmental analysis Porter's 5-Forces</p> <p>PEST analysis</p> <p>Issue analysis</p>	<ul style="list-style-type: none"> • Identifies strengths and competitive rivalry facing the Service sector • Determine the five fundamental competitive forces that impact the service sector • Identifies the political, economic, social and technological issues affecting the service sector • Enables the anticipation of changes in the external environment in order for organisations to become proactive and participate in public policy development
<p>Service business analysis SERVO analysis</p> <p>SWOT analysis</p> <p>Competitive benchmarking Benchmarking analysis</p> <p>Blueprinting</p> <p>Service quality analysis</p> <p>McKinsey 7'S</p> <p>Value chain analysis</p> <p>Functional capability and resource analysis</p> <p>Stakeholder analysis</p>	<ul style="list-style-type: none"> • Analyses of DHA's management preferences, resources, strategies, capabilities and how these elements fit with the environment • Identifies DHA's strengths, weaknesses, opportunities and threats • Identifies similar organisational processes in other industries and improve standards and processes to that of the best in the business • Develops a process blueprint to identify every aspect of DHA's operations • Analyses the quality of service provided by DHA to its customers • Facilitates the process of strategy implementation within the context of organisational change that DHA is currently undergoing • Identifies activities that add the greatest value to DHA and need to be controlled and protected • Identifies core competencies that are required by DHA to accomplish its desired results • Analyses DHA's internal tangible and intangible assets and core capabilities to determine if these assets are valuable resources that are capable of giving the organisation a competitive advantage • Provides insight into those stakeholders that are valuable to DHA and assist management to allocate resources appropriately to manage its stakeholders
<p>Financial analysis Financial ratio and statement analysis (FRSA)</p> <p>Interpretation of statistical</p>	<ul style="list-style-type: none"> • Analysis tool which provides managers with an understanding of the organisation's competitive performance by means of ratios • Systematic and objective methods for examining financial data and



analysis	for obtaining valuable information from an organisation's operations and activities
Balance scorecard	<ul style="list-style-type: none"> • Uses performance measures to track and adjust business strategy
Evolutionary analysis Event & timeline analysis Indications & warning analysis Technology forecasting S-Curve (Technology life cycle) analysis Corporate reputation analysis	<ul style="list-style-type: none"> • Group of related techniques that display events sequentially in a visual manner to uncover important trends about the organisation's competitive environment and serves as an early warning function • Analyses the elements of surprise, uncertainty and risk and alerts managers well in advance of a situation transpiring thereby allowing them to take the necessary actions to counteract the impact of the situation • Analyses the changes and development in technology and assists DHA to recognise the limits of its existing technology and make decisions about what new technologies to acquire • Identifies the organisation's image among its key stakeholders and enable managers to improve its relations with its stakeholders in the future
Customer analysis Identify customer expectations Customer behaviour analysis Customer value analysis	<ul style="list-style-type: none"> • Identifies customer expectations of the services that it offers in order to make sure that it delivers according to these expectations. • Identifies and creates a profile of DHA's customers' behaviour and then strategise to meet and exceed the desires and expectation of its customers • Analysis comprises of several tools and techniques that can assist DHA to better understand its customer's, competitors and markets
Competition analysis Competitor analysis SWOT analysis Personality analysis Service quality analysis Competitive positioning	<ul style="list-style-type: none"> • Analyses and provides a comprehensive picture of the strengths and weaknesses of current and potential competitors • Analyses and develops a profile of the competitor and can be used together with the competitor analysis to obtain an enhanced profile of the competitor. • Provides qualitative information that may help to explain how a competitor perceives itself and how it may react in a particular situation • Analyses its competitors' and its own service quality • Enables an organisation to make strategic plans in relation to its current competitive position and it also provides information about the organisations' competitors

6.3.3 SERVICE QUALITY COMPETITIVE ANALYSIS MODEL FOR DHA

The customers that DHA serves are the most valuable stakeholders that can influence its operations since they are the sole reason for the existence of DHA. Hence, the quality of the services that are offered to these customers and their satisfaction with regard to those services, are of vital importance. This has been alluded to in the value statement of DHA, as identified in Chapter 4.4.6. It clearly recognises the value of the customers and enhances the fact that services should be of the highest possible quality. However, Chapter 4.4.9 identified several ways in which DHA's quality of service is of a very low standard. The empirical study also found that no model or framework that highlighted the importance of the customer and service quality was available at DHA and, hence, it has been decided to provide a **service quality competitive analysis model** for DHA that could assist the Department to continuously analyse the customers' expectations and level of service offered to them.

Service quality is an important form of competition for DHA and poor quality of service has resulted in lack of confidence in the services offered, fraudulent behaviour of customers and employees, and a poor image of the department, both internally and externally. Therefore, an adaptation of the service quality competitive analysis model (Figure 6.4) that was created by Clarke (2001: 235) for the service industries has been found to be applicable for DHA. As a result, it has been suggested that it be used in DHA to assist them in asking the correct questions to analyse their performance in terms of their service delivery mandate.

The model has been based on the dimensions of service as identified by Parasuraman, Zethaml & Berry (1994). These dimensions are: reliability, assurance, tangibles, empathy and responsiveness. It has also been suggested that service quality should be measured on two levels in an organisation, namely, desired service and adequate service. Desired service level is what a customer believes "can be" and "should be" provided and adequate service level is the minimum level of service that customers are willing to accept (Parasuraman, Zethaml & Berry, 1994: 202).

**Core service
quality**

- What are customer expectations?
- What promises have been made to the customers?
- Can the promised service be performed accurately and dependable?

**Process service
quality**

- What are customer expectations?
- Do employees provide prompt services?
- Are employees courteous and knowledgeable?
- Do the abilities of employees inspire trust and confidence?
- Do customers needs come before employee needs?
- Are customers given individual attention?

Tangibles

- What are customer expectations?
- Do the service tangibles match the image management is trying to project?

Figure 6.4 Service quality competitive analysis model (Clarke, 2001: 235).

Therefore, the service quality competitive analysis model (Figure 6.4) reflects the kind of analysis that needs to be conducted in order to establish the quality of services that are offered at these two levels in the organisation and it is applicable for DHA since it will enable them to identify the service gaps that exists.

6.3.4 ASSESSING THE ADEQUACY OF THE TOOLS AND TECHNIQUE SUGGESTED FOR USE AT DHA

In order to make decisions based on the intelligence gained from using the CI tools and techniques, the management team needs to be sure that the intelligence is accurate and provides an unbiased and authoritative account of reality as far as possible. They also need to feel comfortable with the tools and techniques chosen for each situation and have confidence in that it will provide the intelligence that is needed for the desired outcomes of DHA. Furthermore, management has to know that the intelligence obtained from using these tools and techniques can and will be used to add value to the organisation.

There may be some situations where more than one tool or technique may have to be used, or a combination of several tools and techniques, in order to obtain the desired result. The selection of these tools will depend on the managers' skills and analysis competencies. At DHA, there is already a shortage of skilled and competent senior management staff. Therefore, some guidance and assurance about the tools and techniques is essential as this will assist even the most doubtful and unskilled manager to make a decision about the selection of tools and techniques that are adequate for use in a specific situation or to obtain specific intelligence.

The CI tools and techniques all have certain strengths and weaknesses and it is essential for the managers to be aware of these aspects before using the tools and techniques. This will help them to determine the quality of the intelligence that is obtained. It will also assist them to choose the right combination of tools and techniques to use, so that useful intelligence is gained as opposed to using all the tools and techniques that have more limitations than benefit and may not adequately address the needs of the user.

In order to assess the adequacy of CI analysis tools and techniques, Fleisher & Bensoussan (2007: 80) developed a unique concept for analysis known as the FAROUT approach. This approach can be used as a guide for the manager to determine which tools and techniques are appropriate for a specific situation. The FAROUT approach is "based on the premise that for analytical output to be insightful,

intelligent, and valuable to business decision makers, it needs to meet a number of common characteristics,” (Fleisher & Bensoussan, 2007: 80). A profile of the strengths and weakness of each tool and technique is also provided that can assist the manager to make an informed choice out of the myriad of tools and techniques that are available.

The output of every tool and technique will have to be assessed according to the six elements of the FAROUT approach as reflected in Table 6.3. A five-point scale is also used to rate the tools and techniques. An assessment of analysis techniques using the FAROUT scheme is indicated in Table 6.3 by using this means of selecting and using the tools and techniques, the managers can be assured that the quality of the output will be high and they will be in a position to make decisions with confidence.

In the light of this, the assessment scheme and the profile of the strengths and weaknesses of each tool and technique were carefully examined. This was to ensure that the tools and techniques reflected on the CI Framework for gathering and analysing information at DHA (Figure 6.3) are indeed useful for addressing the specific situations that DHA needs to address through their use. In certain cases where the tool has had a low rating, another tool of a higher rating and with greater strengths was selected in order to complement the first, weaker tool. Therefore, suggestions of a selection of tools can be noticed for each element on the framework (Figure 6.3).

Table 6.3 FAROUT elements and assessment scheme (Fleisher & Bensoussan, 2007: 83)

Element	Five-point rating scale
Future orientation	1= model’s output is not future-oriented. It may be too anchored in the past or present 5= the model is highly future-focussed
Accuracy	1= the level of accuracy for outputs using this model is low 5= the requirements of the model leads to the generation of highly accurate outputs
Resource-efficiency	1= the model requires a large volume of data, financial, and human resources, and is low in efficacy



	5= the techniques is highly efficient in its use of resources and in deriving desired outputs from new inputs
Objectivity	1= the specific tool provides a low level of objectivity due to the presence of biases and mind-sets in its application 5= that the potential for bias can be minimised
Usefulness	1= application of a tool delivers less useful output and requires additional work by or on behalf of a decision maker 5= the tool provides a high level of valued output without requiring additional effort by the decision maker
Timeliness	1= the tool requires a great deal of time to complete well 5= the tool takes little time to successfully complete

It is also important to note that it is not feasible for an organisation to make use of all these tools and techniques simultaneously to address its needs. Some of these tools and techniques are usually used by organisations prior to strategic planning, on an ongoing basis or as-needed for specific aspects or projects at hand. Some tools are required to be used for decision-making and when major decisions need to be taken they can prove to be very useful. However, in the case of DHA, where it was identified in the ethnographic study (Chapter 4) that not many tools and techniques were used to assist in strategic planning, restructuring, decision making and new projects, it is suggested the organisation make every effort to use all these tools and techniques over the next planning phase. The planning phases usually come a year ahead of the announcement of its strategic plans and objectives. These tools and techniques should be used to try to rectify the current problems and challenges that DHA experiences in terms of its service delivery.

The use of some of these tools and techniques will have to be outsourced by DHA due to the lack of skills and competencies internally. However, the quality of its decision making and, ultimately service delivery can probably be greatly enhanced with these tools and techniques and it may warrant outsourcing. Once the organisation has been able to rectify the problems that it experiences from all the forms of competition and it is able to sustain its service delivery operations, it will not be necessary to use all these tools and techniques for every planning phase, instead, the tools and techniques

can then be used on an ongoing basis or as-needed for decision making and strategic planning.

6.4 SUMMARY

This chapter focussed on CI tools and techniques that have been identified as suitable to use in DHA for improving service delivery. Since the empirical study not only identified several forms of competition that impacted service delivery at DHA but also that very few strategic management and CI tools were used for strategic planning and decision making, it was decided to identify CI related tools that could assist DHA in addressing its competition and to enhance decision making. The discussion commenced with an overview of the competitive realities that exist at DHA and this provided a basis for identifying and suggesting several tools and techniques that were depicted in a CI framework for gathering and analysing information in DHA. However, in the absence of a value chain for DHA, it was necessary to create a CI value chain for DHA which could also guide the selection of appropriate tools and techniques to be included in the framework.

The CI Framework for gathering and analysing information at DHA is reflected in Figure 6.3 and it represents a formal and systematic means for informing managers about critical issues that DHA faces or is likely to experience in the future. The tools for the framework have been divided into several elements in order to inform managers of their focus in each category and to make it easy for the model to be used in any other service sector. These elements are: environmental analysis, service business analysis, financial analysis, evolutionary analysis, customer analysis and competition analysis. This Framework will fill in the gap that exists at DHA in terms of its strategic planning tools and techniques.

A service quality competitive analysis model for DHA that could assist in the continuous analysis of the customers' expectations and level of service offered to them was also suggested. The criteria used for assessing the adequacy and relevance of the tools and techniques suggested for used at DHA by using the FAROUT



approach was also discussed. The following chapter will focus on the recommendations and concluding remarks of the study.

CHAPTER 7

RECOMMENDATIONS AND CONCLUSIONS

7.1 INTRODUCTION

This chapter will serve to draw conclusions from the study undertaken and also make recommendations for DHA that can assist in improving their service delivery. In order to do this, it is necessary to first provide an overview of the aims and objectives of the study. Furthermore, the achievement of these aims as identified at the start of the research will be assessed, to establish whether this study was able to adequately achieve the aims via the chosen methodology. A brief summary of the outcomes of the study will then be provided. Some activities that have already been instituted as a result of this study will also be discussed and this will lead to the identification of future research in the area as well as some limitations of the study.

7.2 OVERVIEW OF STUDY

The unique nature of the services offered by Public Services (intangibility, heterogeneity and perishability), make it very difficult to apply CI strategies and tools to this sector. As a result, very little has been written about CI in Public Service departments. Since Public Service departments are not perceived to have any competition and there is no measure of profit and losses incurred by these departments, it is a challenge to stimulate service excellence.

However, Public Service departments do compete, and the competitor is usually another service department. They also compete for scarce resources and, according to the literature, competition in Public Service organisations can be identified as competing for funding, competing for personnel, competing for users, and competing for influence and prestige.

Since Public Service organisations function within the broader macro environment, it has been suggested that they also needed to perform similar types of strategic planning activities as their private sector and profit-making counterparts. This includes environmental analyses, resource analyses, goal formulation, strategy formulation and organisational or systems design. For the organisations to accomplish these activities they require a vast amount of internal and external data, and this data has to be analysed in terms of its objectiveness and quality. This task is best carried out by the CI function (Wagner, 2003) and by individuals with CI experience, skills, knowledge, and abilities.

The focus of this study was, therefore, to make recommendations to improve the quality of the services delivered by Public Service departments in South Africa through the implementation of CI tools and techniques in these departments. It was felt that if these departments functioned in a similar manner to the way in which the private sector or profit-making industries operated, it would help them to improve and sustain the quality of the services that they provide. It would also have a more positive impact on the economy of the country and the quality of the lives of the citizens.

With the absence of a study of this nature in the Public Service departments, it was envisaged that the results will be beneficial in developing a CI Framework that could be used for decision making, strategic planning and ultimately enhance service delivery in the Public Service departments. This feeling was re-enforced by the discovery that there is very little written about CI in Public Service or non-profit organizations in any manner. While the Department of Home Affairs was selected as the Public Services department where the empirical study was conducted, the results of the study might be of benefit to all other service sector organizations.

7.3 RESEARCH OBJECTIVES

The objective of the study was to ascertain how competitive intelligence tools and techniques could be implemented in Public Service departments in South Africa in order to enhance the delivery of service.

Therefore, the aims of the study were to:

- Assess the current state of Public Service delivery in South Africa
- Identify gaps in the Public Services current strategy for service delivery
- Identify from literature how CI tools and techniques could contribute to the functioning of the service sector
- Identify the forms of competition that impact service delivery in Public Service departments
- Identify initiatives to improve service delivery
- Design a new CI Framework for gathering and analysing information that can be used in all Public Service departments in South Africa to enhance decision making and service delivery.

7.4 CRITICAL FINDINGS OF THE STUDY

In accordance with the above-mentioned aims and objectives, and in order to successfully analyse and understand the complexity of the intangible attributes of the study, namely service delivery, an ethnographic research method was selected. This method was complemented by an extensive literature study and document analysis on the subject. The findings of the study in terms of the aims set above are briefly discussed.

7.4.1 CURRENT STATE OF PUBLIC SERVICE DELIVERY IN SOUTH AFRICA.

As discussed in Chapter 4, it became evident from the study that Public Service sector, and in particular DHA, was experiencing several problems in terms of achieving its service delivery mandate. The study also showed that there was a general lack of structured and formal frameworks, policies and strategies in place to assist in conducting DHA operations. The themes addressed in assessing the current state of Public Service delivery could also be regarded as the various forms of internal competition that the organisation experienced, albeit unbeknown to them. These

themes included the organisational structuring, vision, mission, strategic intent, flow of information in the organisation, the interaction patterns, language and communication codes used in DHA, organisational culture, internal policies and practices and strategic planning tools and techniques used in the organisation for decision making.

The organisation was viewed to have many unskilled and de-motivated staff who were expected to provide a service to the citizens and stakeholders. The current state of service delivery in South Africa also revealed disturbing findings with regard to corruption, fraud, nepotism, and extreme despair in staff who had to work under these conditions. The DHA could be seen as an organisation that was in a state of almost complete disrepair and was basically kept running through large investments in outside consultants who are involved in most of its core functions.

7.4.2 GAPS IN THE PUBLIC SERVICES CURRENT STRATEGIES FOR SERVICE DELIVERY

As discussed in Chapter 4.4.8, DHA does not use reliable techniques and methods when conducting its strategic planning. Most of the strategic planning tools and techniques, such as environmental analyses to determine its strengths, weaknesses, opportunities, and threats (SWOT) are not conducted. The study found that the last SWOT analysis was conducted in 2006 and that it is not a regular activity at DHA. Furthermore, staff lacks the competencies, skills and experience to assist in strategic planning. This leaves such work in the hands of consultants who, because they are not a continuing part of the organisational context and culture, do not always understand the internal operation of DHA. While attempts have been made to get input from senior staff at workshops to assist in strategic planning, the entire strategic planning process and strategic plan for DHA is still largely a consolidation exercise of putting together pieces of information received from each business unit. Hence the strategic plan is based on “gut feel” and is not evidence-based with sufficient findings from research and statistics. Therefore, the existing strategic plan for DHA does not address the future desires of the organisation and can be regarded as a plan to address the immediate issues of the organisation only.

7.4.3 INITIATIVES TO IMPROVE SERVICE DELIVERY

DHA is a heavily service-delivery driven department, and in order to ensure that it provides quality services to its clients, several new initiatives have been implemented to improve its service delivery. Chapter 5.2 outlined some of these initiatives. It was evident from the study that the new initiatives would be able to have, and in some cases have already had, a positive impact on the operating and service delivery environment in DHA. Nevertheless, several concerns were also identified. These concerns related mainly to the manner in which these initiatives were implemented. The implementation did not include all the staff at the various levels; hence the lack of buy-in from staff could lead to these initiatives failing.

7.4.4 CI TOOLS AND TECHNIQUES COULD CONTRIBUTE TO THE FUNCTIONING OF THE SERVICE SECTOR.

While it is difficult to motivate and justify the implementation of CI activities in the Public Service sector mainly because of the lack of an easily quantifiable outcomes measure, it was found that the Public Services have several stakeholders who are involved in the operations of the departments and these stakeholders can view the outcomes measure from varying perspectives. This can be regarded as an ideal motivation and opportunity for CI to be implemented so that it adds value to the Public Services functioning. CI activities, in this case, can ensure that appropriate, accurate and actionable intelligence is made available for the organisation to meet its challenges. Chapter 2 outlined the benefits of CI for Public Service organisations and focussed on several tools and techniques that could be used. Traditional management tools and techniques that have been used in business organisations for many years were identified that could, with slight modifications, innovative thinking and creativity, be used for CI in service-oriented, public sector organisations. Most of these tools and techniques were not used in DHA.

7.4.5 COMPETITION THAT IMPACT SERVICE DELIVERY IN PUBLIC SERVICE DEPARTMENTS.

Several forms of competition that had an impact on the organisation's ability to make decisions and to offer effective and efficient services to its stakeholders were encountered at DHA and discussed in Chapters 4 and 5. These forms of competition can be divided into three different areas, namely: internal competition in DHA, external competition and left field competition, and these were indicated in Table 5.1. Many members of staff at DHA did not expect to have any competition at all as it was expressed in the focus group discussion: "we are the only department offering such home affairs services and we do not have any competition," (FG 06/05/08) and in an ethnographic interview with the CIO, "why competition? We are not trying to make a profit, just providing a mandatory service to the citizens of the country," (EI 07/07/08).

Most of the competition that DHA experiences is internal to the organisation and goes unnoticed by the decision makers. The study also identified several forms of left field competition which impacted service delivery. This also led to DHA being reactive to situations and problems instead of being proactive. The information about these forms of competition was not readily available to managers and decision makers therefore appropriate actions could not be taken to counteract the impact of the competition on service delivery.

7.4.6 CI FRAMEWORK FOR GATHERING AND ANALYZING INFORMATION

From the empirical investigations it became evident that DHA needed to apply a variety of CI tools and techniques to improve service delivery. Furthermore, no single tool would have been able to address the situation at DHA, therefore, a combination of tools was necessary. These tools were depicted in a CI framework (Figure 6.3) that DHA could be used to gather and analyse information for decision making. The CI Framework for gathering and analysing information at DHA was designed by the researcher and it represents a formal and systematic means for informing managers

about critical issues that DHA faces or is likely to experience in the future. After identifying the various forms of competition at DHA in Chapters 4 and 5, care was taken to identify only those tools and techniques that would be able to assist DHA to outsmart these forms of competition in order to enhance its service delivery.

Three levels have been chosen for the framework and each level focuses on an important form of analysis that can be beneficial for decision making mainly at the different levels in an organisation. The framework contributes to the knowledge base of CI since such a CI framework for Public Service organisations has not been identified. The New CI framework can also be beneficial to other Public Service departments in South Africa. However, before the framework could be designed it was necessary to create a CI value chain for DHA that could also serve as a guide for selecting the tools for the framework.

Since service quality is of importance to a service organisation, a service quality competitive analysis model for DHA was suggested. While these tools and techniques can be valuable for DHA, managers and decision makers will need to be convinced of their benefits and value to the decision making process. Hence, assessing the adequacy of the suggested tools and techniques for DHA was essential, and the FAROUT approach, that was used to specifically identify and select the tools and techniques to deal with the competitive forces having an impact on DHA, was discussed.

7.5 RECOMMENDATIONS

The primary objective of the study was to ascertain how competitive intelligence tools and techniques could be implemented in Public Service departments in South Africa in order to enhance the delivery of service. Based on the findings of the study from the literature review and the empirical research conducted in order to achieve this objective, twenty recommendations have been suggested for DHA. While several other actions can also be recommended, the researcher identified these twenty recommendations as the most prominent and important ones that need immediate attention in order for DHA to improve its service delivery. These recommendations

are not listed in any specific order of priority as several recommendations can be attended to simultaneously. The recommendations are however, intended to address the various forms of competition that were identified during the study.

7.5.1 RECOMMENDATION 1

DHA should be administered like any profit-making, private sector organisation with a CEO at the head of the organisation. Management principles and strategies should be similar to that of a private sector organisation.

This is important if DHA intends to achieve its mandate of providing a high quality service to its stakeholders. The study found that DHA is a very political organisation, run by politicians who often lack the necessary skills and competencies to manage the organisation. Hence, most decisions that are made are of a more political nature instead of focused on strategic service delivery intent. This is one of the several plausible, prominent explanations as to why proper strategic planning and management strategies are not strictly adhered to.

7.5.2 RECOMMENDATION 2

It is recommended that DHA direct most of its operations, strategic planning and decision making at its customers, rather than focus on its operation and processes.

DHA diverts a lot of its attention into redesigning its processes and activities without much input from its customers and stakeholders. The customer is regarded as being almost “by the way,” and for a service organisation that is already tainted with poor service delivery, DHA cannot afford to neglect its customers. They are the primary reason for the organisation’s existence.

7.5.3 RECOMMENDATION 3

It is recommended that DHA use the CI value chain that has been created in Chapter 6.3.1 to keep a focus on its most important objectives: providing efficient and effective services to the citizens of South Africa and its stakeholders.

Without a clear focus on its desired target, it is easy for DHA to lose its focus and direct its attention and actions to other activities that may not be as important. The CI value chain can assist managers to make informed decisions about the actions and resources that are needed to enhance service delivery. It can also assist managers to select appropriate tools to acquire information and intelligence that is needed in making decisions that are feasible. While most of the decisions made seem essential, not all these decisions are realised as a result of the complexities that exist in DHA. This is evident from the observations and analysis shared in Chapters 4 and 5.

7.5.4 RECOMMENDATION 4

DHA should make the CI framework for gathering and analysing information (Figure 6.3) its essential tool for decision-making and strategic planning, and enforce its use by managers and decision makers.

The study found that the absence of specific tools and frameworks that are enforced at DHA, has given managers the freedom to “do as they please” or make decisions on an ad hoc basis, when it becomes important. Decisions are usually based on individual perceptions and assumptions rather than factual evidence. Resources are allocated to departments and activities / projects without any guarantee of benefit from these allocations or any measure of performance. Therefore, managers are not held accountable for inadequate or poorly performing service delivery. The tools from the framework will be able to provide managers with the strengths and weaknesses of certain decisions, and they will be informed of what to expect from each project or activity decided upon.

7.5.5 RECOMMENDATION 5

It is recommended that DHA acknowledge that several forms of competition have an impact on its service delivery, and not just accept these as normal day-to-day problems that cannot be addressed. This acknowledgement should include policies and procedures being adopted by DHA to deal with its competition and also regular monitoring and evaluation of these policies and procedures to ensure that they are being adhered to.

The study found that the management of DHA did not believe that they had any competition that had an impact on service delivery, as discussed in Chapter 5.4. Hence, they did not previously consider or acknowledge the use of any tool and techniques that could alert managers of what may be happening within or outside the organisation that could have an impact on the operations.

7.5.6 RECOMMENDATION 6

It is recommended that DHA forms partnerships and alliances with several professional, academic and private sector bodies that could assist them to overcome their lack of skills and competencies.

It is essential for DHA to realise that it cannot achieve everything that it set out to achieve without the assistance of suitably identified parties. These include academic institutions that possess the skills and competencies and subject matter experts that can assist DHA in supporting decision making in areas where they lack the knowledge and skills. It is especially important for this form of assistance to be found in the Information Technology area, which this study found is in a serious state of disarray at DHA.

7.5.7 RECOMMENDATION 7

It is recommended that DHA form a Private Public Partnership (PPP) with academic institutions to assist in developing the human resource capacity of the organisation to meet the specific needs of the organisation.

South African academic institutions already possess the skills, competencies and curricula to train and develop the senior management and other staff at DHA to be able to perform better in the jobs. DHA does not have the capacity to conduct its own staff training and development. However, they do have the financial resources to pay for these services. Hence, this form of partnership will be beneficial for DHA and ensure that the training is job-specific and tailored to the unique needs of DHA whilst also being designed to address the specific problem areas that have been identified. Perhaps DHA's lack of capacity to develop its staff on its own, as discussed in

Chapter 4.4.9.8, is why the performance of senior management staff was found to be so poor, with 70% of them failing their competency-based test.

7.5.8 RECOMMENDATION 8

It is recommended that DHA benchmark its performance and activities, processes and policies against other government departments and service organisations, if it intends to provide quality service to its customers.

Benchmarking is useful to assist DHA to improve the quality of the services that it offers, and also to identify the resources, skills and capacity that it needs to do this. It is a way to reposition its image and position in the environment. The study found that DHA's activities and performance were regarded by the Democratic Alliance (opposition party) and the Research Survey as the worst of all the government departments. Poor service delivery has led to the organisation obtaining a poor reputation and image among its stakeholders and government alike.

7.5.9 RECOMMENDATION 9

It is recommended that DHA try to make more use of its internal staff to focus on its core activities instead of outsourcing these to consultants who do not understand the internal operations of the organisation.

The use of consultants has meant that internal staff are not developed and motivated to perform their duties. It was found that most core functions were in the hands of consultants and that staff are unaware of the activities going on around them. Furthermore, little skills transfer occurs between consultants and staff, meaning that once the consultants leave the organisation, staff cannot cope with the functions, thereby leading to poor service delivery. Consultants are also not always familiar with the internal work environment and they do not always have the customer's best interest in mind when executing certain activities.

7.5.10 RECOMMENDATION 10

It is recommended that DHA devise service-oriented policies and procedures. Staff should be made aware of these and they should then have to abide by these policies and procedures. This will also help to protect DHA from misuse of its facilities and information.

Policies are important for DHA to protect itself from the various types of fraudulent activities, corruption and misuse of its resources (such as telephones, email and information). This was very evident in this study, and in most instances, appropriate actions were not taken against staff perpetrating these activities. This has an impact on the services offered and the reputation that the organisation earns from its stakeholders. Policies and procedures will also protect DHA from the various forms of competition that it encounters and would make the department become more responsive and confident in its operations.

7.5.11 RECOMMENDATION 11

It is recommended that DHA learn from the mistakes of others in its environment, along with its past mistakes and experiences and not ‘reinvent the wheel’ each time it is confronted with certain problems.

Service organisations do not always have the luxury of time and unlimited resources to repeat activities. DHA needs to keep records of its projects and experiences so that they are in a better position to respond to similar situation should they arise again, rather than treating each case as if it were something new and unknown. Also, effective implementation of the framework in Figure 6.3 will assist DHA to gather information about similar experiences of others in its environment which help the Department to be prepared should it be faced with the same scenario.

7.5.12 RECOMMENDATION 12

It is recommended that DHA make use of the intranet for improving the flow and communication of information within the organisation. The intranet can also be used to house the performance dashboards that are being developed for each manager.

In the absence of a Management Information System (MIS) at DHA, the intranet can be developed to serve as an immediate information communication and dissemination channel. As identified Chapter 4.4.2.2, the flow of information is complicated by the lack of an adequate communication channel. The intranet can also be the place where the performance dashboards, discussed in Chapter 5.5.4, can be placed for all managers to have access to them.

7.5.13 RECOMMENDATION 13

It is recommended that DHA adopt a formal HR training and development policy for its entire staff, especially those involved in front line operations, and not just for its senior managers.

As identified in Chapters 4.4.9.8 and 5.4.1.3, DHA experiences several problems in terms of its human resources capacity, competencies, career development and on-the-job training. A formal policy to address these issues is, therefore, essential as DHA is dependent on its human resources for its survival.

7.5.14 RECOMMENDATION 14

It is recommended that DHA ensures that it has structured agendas for its meetings and workshops and to follow these agendas strictly.

Chapter 4.4.4 identified that staff spend up to 60% of their time in meetings and workshops and, therefore, have very little time left for supervision and mentoring of staff. Structured and formal agendas will ensure that meetings and workshops focus only on what is stipulated on the agendas and other non-agenda issues can be

addressed via email communication. This would result in reducing the time spent by senior staff in meetings and workshops.

7.5.15 RECOMMENDATION 15

It is recommended that DHA gets involved in more liaisons with its communities in order to identify the needs, behaviour and expectations of its customers and to communicate the proper operations and processes of DHA to its customers.

As identified in Chapter 4.4.4, DHA is not communicating with its communities and customers and this is perhaps why the Department is not fully aware of the needs and expectations of its customers. Insufficient user education, along with a lack of awareness of the services and procedures available for DHA customers, has been observed and this is a possible reason for the customers opting to obtain services via fraudulent means.

7.5.16 RECOMMENDATION 16

It is recommended that DHA revises and updates all its existing policies and practices and adopt new policies where applicable to ensure that they are in keeping with the changes in demands for services and that they are able to respond to the changes in its internal and external environments.

The study identified that the policies and practices that DHA has in place, do have an impact on the delivery of services. Some of its policies are outdated and no longer relevant in the current political and economic climate (see Chapter 4.4.7). The study also found that DHA does not have several important policies and procedures to guide its operations and to protect the organisation from misuse of information. These have been identified in Chapter 4.4.7.

7.5.17 RECOMMENDATION 17

DHA should conduct a skills audit and an information audit. The skills audit will assist it to identify what competencies and skills are available internally and to ensure

that staff are correctly placed in position. The information audit will help DHA to know exactly what information is available in the organisation as well as where, what format it is in and how it can be accessed.

As identified in the study, several staff were incorrectly placed in positions in which they were not skilled and competent. DHA has a tendency to outsource many of its operations and services without first ascertaining if these required skills and competencies are available internally. Furthermore, information is available in all departments and offices, however, nobody really knows what information is available and who possesses that information. This results in poor service delivery especially when the information is required for job related activities. The lack of a central repository for the storage of information is also a challenge for DHA as it takes a long time to locate information for work activities and decision making.

7.5.18 RECOMMENDATION 18

It is recommended that DHA fill all vacant and acting positions immediately with appropriately skilled and competent individuals so as to ensure the continuity of work and service delivery.

The study identified that several acting positions and vacant positions existed in DHA (See Chapter 4). The vacant positions are not filled quickly enough for there to be continuity in the tasks causing backlogs and delays in service delivery. Those individuals, who are acting in positions, do not take their responsibilities seriously as they are not sure how long they will be in that specific position (in some cases they are in a position for only a short while). The recruitment and selection of staff also needs to be improved as discussed in Chapter 4.4.9.8.

7.5.19 RECOMMENDATION 19

DHA needs to upgrade its IT and communications infrastructure as the existing infrastructure is outdated and lacks the capacity to cope with all the communication and IT related activities at DHA.

The study found that the IT system was not able to handle all the activities at DHA, as discussed in Chapter 4. The staff intranet is outdated and staff do not bother to use it because the information is often no longer relevant. The IT system lacks the capacity to incorporate all the services and activities that DHA performs. Above that, there are several systems in operation and these systems are not compatible with each other.

7.5.20 RECOMMENDATION 20

It is recommended that DHA shorten the timelines for the delivery of services and products such as IDs and passports. This will force staff to exert themselves to their full potential and rewards and incentives should be provided to staff for this.

The study found that staff at DHA do not demonstrate a sense of urgency in the activities that they perform and they make little, if any, attempt to speed the delivery of service to the customer. The shortening of the timelines for the delivery of service will force staff to exert themselves and to use their full potential to improve service delivery. This process will be enhanced if appropriate rewards and incentives are provided for staff performance.

7.6 CONCLUSION OF THE STUDY

The objective of the study was to ascertain how competitive intelligence tools and techniques could be implemented in Public Service departments in South Africa to enhance the delivery of service. The study took the form of a case study in a specific Public Service department, namely Department of Home Affairs. From the recommendations listed above (Chapter 7.5) coming out of the case study at DHA, the following conceptual ideas can also be recommended in order for the findings to be applicable in all Public Service departments in South Africa.

7.6.1 HUMAN RESOURCE TRAINING, DEVELOPMENT AND EDUCATION

The problems experienced with regards to human resources training, development and education at DHA are not an isolated situation that this organisation experiences alone. Other Public Service departments are probably also experiencing similar challenges and competition, as has been identified in this study, hence it is recommended that the training, development and education of staff at all levels in the organisation become a priority for Public Service organisations if they intend to improve service delivery.

7.6.2 EFFECTIVE COMMUNICATION AND LIAISON

Several aspects of communication and liaison in DHA with internal staff and departments, as well as with its customers, were identified in Chapter 4 of the study. These aspects could also be present in other Public Service departments. Effective communication within the organization and with the external stakeholders is essential for Public Service departments to ensure that they are meeting the needs and expectations of their customers. Therefore, it is recommended that effective communication channels are implemented in Public Service departments. Furthermore, community liaison and networking should be incorporated into the organisations' operations and procedures.

7.6.3 EFFECTIVE MANAGEMENT AND LEADERSHIP

Most Public Service departments are also prone to similar management and leadership challenges as identified in DHA, since they all fall within the same political, structural and regulatory framework. However, for Public Service departments to improve service delivery, effective management and leadership is required. Managers and leaders must be skilled and competent in their activities and they must become involved in strategic planning, decision-making and policy formulation and execution.

7.6.4 INFORMATION AND KNOWLEDGE MANAGEMENT

For effective strategic planning and decision-making to take place in organisations, information and knowledge is required. Proper analysis of information and the provision of intelligence to managers and decision makers can improve the quality of strategic planning and decision-making and this, in turn, can enhance service delivery. Similar to the situation identified at DHA, other Public Service departments could possibly experience challenges in the way they manage their information and knowledge. Hence, it is recommended that all Public Service departments ensure that information and knowledge management practices are implemented within their organisations. This recommendation is consistent with the knowledge-based theory of the firm which considers knowledge as the most significant resource of an organisation and this knowledge is usually embedded and carried through multiple entities including organisational culture and identity, policies, routines, documents, systems and employees (Grant, 2002). The organisations' ability to integrate the knowledge held by individuals and to share this with others that may require it is also important if it intends to survive in the competitive environment.

7.6.5 ENHANCED CUSTOMER FOCUS

The study found that, as a result of a severe lack of skills and competencies within DHA, several operations and functions are performed by external consultants who are not public servants, and who, therefore, do not possess the service delivery and customer focus attitude and motivation. Beyond this, because the Department lacks formal structures, tools and techniques for analysing information, effective implementation of policies and procedures and poor management and leadership, they easily lose focus of their customers who are the primary reason for the existence of Public Service departments. Hence, it becomes absolutely critical that Public Service departments enhance their customer focus. This can be done by adopting tools and techniques that have a focus on the customer as indicated in the framework in Figure 6.3 and by taking the customer into consideration during its strategic planning, decision making, project planning, HR training and development, and resource allocation.

7.6.6 IMPROVED TRANSPARENCY OF ACTIVITIES AND PROCESSES

Transparency in Public Service organisations is essential as it enables the public and staff to participate from an informed perspective in the policy-making and implementation thereof. It also makes the stakeholders more aware and understanding of the activities and challenges that the Department experiences. The study identified several reasons why DHA grapples with transparency in Chapter 4.4.9.7. Hence, it is recommended that all Public Service departments improve transparency of its activities and processes and this will probably assist these organisations to improve their service delivery.

7.7 LIMITATIONS OF THE STUDY

The researcher was pleased with the direction and outcome of the study as a whole, and the findings were also found to be useful and could probably benefit DHA as well as other service departments. However, some limitations were experienced during the study that could not have been foreseen at the start. These limitations are discussed in this section.

Firstly, although permission to conduct the study at DHA was granted without any problems, the legal clearance took a much longer time to finalise than was expected and this meant that the researcher had to wait for a while before the interviews and discussions could commence. For future research in an environment of this nature, legal implications and clearance need to be taken into consideration during the planning stage in order to avoid delays.

The delay was not assisted by the second limitation which came about since this was the first research being conducted by a researcher from an academic institution into DHA. As a result, the staff at DHA were very sceptical and cautious about what they shared with the researcher at first, and it took longer than initially anticipated by the researcher for staff to realise that the researcher was not intending to “spy” on their performance. The researcher had to explain to staff that the study was intended to assist in improving the situation at DHA and that all information that they shared

during the research process, would ultimately be used to benefit their own work environment and possibly themselves.

Thirdly, the management of DHA informed senior staff via email communication about the research and its possible benefits to DHA. The nature of the study and the procedure that was to be followed was also explained, and staff were requested to participate and cooperate with the researcher. However, the researcher discovered that several senior staff were unaware of the study when they were contacted for interviews, and in each case lots of time had to be spent re-explaining these aspects before actually continuing with the study.

Beyond this, the fourth limitation was that the researcher had not anticipated how difficult it was going to be to secure appointments with senior staff. In some instances it took two months before an interview could be secured because senior staff were reported to be either in meetings, or in workshops, or on leave. These lengthy periods of absence from their office had not been initially anticipated and, therefore, the study duration had to be extended to four months instead of the original three. The researcher also identified this in Chapter 4.4.5 as a problem or forms of internally generated competition that DHA experiences.

The fifth limitation came about because several important tasks and core functions were performed by consultants at DHA, and these consultants had a different view of the issues at DHA. Since they were not part of the internal culture and context; correspondingly, the researcher could not rely primarily on their views. Hence, other internal staff (although not senior staff) who had many years of experience in the departments had to be identified to get a more accurate finding of the realities at DHA.

Following this, the sixth limitation relates to the researcher not anticipating the level of disorganisation, lack of formal structures and procedures and a lack of a sense of urgency to accomplish tasks that existed at DHA. Having been accustomed to a very structured and organised work environment, it took the researcher a while to adjust to this work environment. As a result the research process was again slightly delayed.

The seventh limitation revolved around the use of a recording device. The researcher intended to use a recording device to record interviews and discussions. Once the study commenced, it was realised that recording was not going to provide the most accurate information because staff were afraid of being victimised for what they said and they would not candidly share their experiences and views once the recording device was visible. Hence, the researcher had to make hand-written notes of all the interviews, discussions, and also field notes on the observations. This process and the subsequent coding and analysis were time consuming.

The final limitation is linked to the interview process. As soon as the staff at DHA realised that the study was going to benefit them, they would provide the researcher with lots of information, even aspects that were not relevant to the study in an attempt to have their problems and concerns heard. They saw the researcher as a silver bullet that could help to solve all their problems and concerns. This led to the researcher experiencing information overload in some instances and sifting through the information for the desired information was a challenge.

7.8 ACTIVITIES ALREADY IMPLEMENTED AT DHA AS A RESULT OF THIS STUDY

During the course of the empirical study, several activities were acknowledged and implemented by DHA. These activities are indicated below as:

- Workshop facilitated by the researcher for the senior management team at DHA to provide them with a better understanding of what information, knowledge, competitive intelligence and business intelligence was since it was found that not all the managers shared a similar level of awareness and understanding with regards to these concepts. After this workshop, senior staff indicated that they had a better understanding of these concepts than before and that they realised the importance of recruiting skilled individuals to work in the knowledge management and business intelligence divisions.
- Management of DHA are revisiting the new organisational structure that was designed after they realised that they had incorrectly positioned the

information and knowledge division and the business intelligence (new) specialists. They now realise how important it is to position them so that they can benefit strategic planning and decision making in the organisation

- Realisation that IT alone is not the solution to the information needs at DHA and, therefore, management are looking at training and equipping staff to capture and store vital information that can be made available when needed. The Department is also looking at investing in a system where all its information can be captured and stored on one central system instead of several smaller stand-alone systems.
- Senior management have acknowledged the value that can be gained from its intranet to store, communicate and access information especially in the absence of a central information repository. The researcher has demonstrated how the intranet could be used optimally and also how the BI dashboards can be placed on the intranet, thereby making them more accessible to all staff. The researcher will be assisting DHA staff in the design of their intranet to ensure that it contributes to improved service delivery.
- DHA has been mandated by government to migrate as many of its IT operations as possible to Open Source Software. Having identified the lack of staff in the IT department at DHA to conduct a feasibility study in this regard, the researcher placed twenty of her final year Information Science students in this department at DHA for a period of two weeks to assist in the feasibility study. These students are skilled in information technology and various software operations. The result was a comprehensive report of the strengths and challenges of migrating a host of DHA's operations to Open Source Software. This report was presented to the Head of the IT department to assist DHA in its decision making regarding the migration to Open Source Software.

7.9 FUTURE RESEARCH

The study identified several areas that are important to investigate in the future. The findings and the development of the CI framework for gathering and analysing

information for service delivery has led to the following areas that need further investigation:

- The testing of the CI Framework that has been reflected in Figure 6.3 in DHA. It will be interesting to investigate what the situation will be with regard to service delivery, after these tools and techniques are implemented. This can be studied through a longitudinal evaluative research method where pre and post-testing can be done
- To investigate whether the CI value chain has assisted managers and decision-makers to focus their attention and activities onto the customers instead of the processes in the organisation, and to determine how this has contributed to the improvement of service delivery. Additionally, different links of the chain can be studied to determine how the larger organisational context is affected and affects each of the chain elements
- To investigate the opinions and customers' perceptions of the service after these tools are implemented in DHA, to determine if service delivery has improved and to determine if the CI tools are useful for DHA.
- To obtain and assess the opinions of the employees after these tools are implemented in DHA. Employees will be able to recognise the benefits of these tools in their specific work areas and operations.
- To ascertain whether the image of DHA has improved since the use of CI related tools and techniques.
- To assess the generalisability of the findings and recommendations to other Public Service agencies.

7.10 SUMMARY

This chapter has focussed on providing a summary of the study that was undertaken and to highlight the important findings of the study in terms of the aims and objectives that were set. The researcher was able to achieve these aims and objectives and the chapter discussed several recommendations for DHA to assist it in improving service delivery. Certain activities have already been instituted at DHA as a result of this study and this indicates the usefulness and contribution that this study has made. Also,

this study makes room for further investigations in this area that will provide valuable insight into the topic. It is evident that CI can contribute towards the enhancement of decision making and service delivery not only in DHA but also in all other service organisations in South Africa.