

CHAPTER SIX: SUMMARY, CONCLUSION AND RECOMMENDATIONS

The research analysed the following question: “To what extent can a leadership and governance framework improve service delivery in the South African public service?” Against this backdrop, the study examined the present state of service delivery by the South Africa public service by studying four departments, viz. Departments of Health, Housing, Justice and Constitutional Development and Safety and Security. Service delivery by the South African public service has been and is still being influenced by various factors, such as human resource and financial constraints. Service delivery by the South African public service requires local narratives and issues to be considered too. Although there has been progress in terms of meeting the immediate service delivery objectives, the study found that the leadership and governance framework is not very effective in rapidly redressing service delivery inequalities and imbalances in South Africa.

Some elements of transactional, transformational, and team leadership and governance models are evident within a still transforming South African public service. There are for example characteristics and principles intended to promote effective governance in the South African public service, such as public private partnerships (PPPs), accountability, transparency and participation. The study suggests that it is necessary to improve the current leadership and governance framework, to accelerate service delivery at the pace that is needed in South Africa, to address service delivery backlogs, especially in previously disadvantaged communities.

Traditional African leadership and governance approaches are respected in South Africa, but have not been integrated within the current leadership and governance framework. The study points to the need for a hybrid leadership and governance framework in the South Africa public service, with its own unique model comprising different strategies and diverse socio-economic and political perspectives. This model should have a unique semblance of a South African model that positively contributes to accelerate service delivery performance in the public service. The adoption of this distinct model should lead to a more sustainable public service. It is also needed to address weaknesses and challenges that impact on its ability to deliver services. For

example, the improvement of policy implementation is crucial for effective service delivery.

SUMMARY

Chapter One has introduced and given a background to the study. The chapter provided a historical overview of South Africa. A broad overview of the South African public service and service delivery during the apartheid era prior to 1994 was provided, and the current status of the South African public service from 1994 to 2003 in terms of service delivery was discussed. The definitions and operationalisation of the public service, service delivery, leadership, governance and transformative African leadership and governance were examined, analyzed and elaborated within the context of this study. The justification, objectives and research problem for the study were delineated, and lastly a breakdown of each chapter was outlined.

Chapter Two focuses presented the research methodology of the study. The qualitative case study method was used for the purpose of this study. The case study method was chosen, as it is a valuable tool in expanding knowledge on service delivery by the South African public service. Four cases were used, which led to a better understanding of the service delivery. The evidence from the cases illuminated issues and turned up possible explanations. The target population or the sample for the study consisted of four selected South African public service departments viz. Departments of Health, Housing, Justice and Constitutional Development and Safety and Security. The sample in this study evolved once the fieldwork began; thereafter the focus tightened with specific departments purposefully selected, which was deemed relevant to the conceptual framework and the research question. The triangulation approach was used in this study to increase the scope, depth and consistency in the study. The process of triangulation reduces the risk of systemic distortions inherent in the use of one method only. A multitude of different sources of data were used to validate and crosscheck the data. The searching of convergence of information, as a primary method of verification was used. The data analysis, validation and reporting of the study were discussed. The scope, limitations and significance of the study were also mentioned.

Chapter Three focused on the conceptual framework of the study. An overview was given of the evolution of public administration, leadership and governance and more specifically trends in the South African public service. The relationship between public administration, leadership, governance and service delivery was elaborated on. Since the new political dispensation in 1994, the South African public service has played a major role in translating South Africa's transition to democracy into decisive action in order to redress service delivery imbalances and inequities in previously disadvantaged communities. It also faces the challenge of creating a conducive environment to promote this goal. The public service has been transforming itself into a sustainable (efficient, effective and equitable) instrument of service delivery. In this regard, some South African public service departments have adopted a basic conceptual framework of the new public management (NPM) paradigm, for example public private partnership (PPPs) and citizen engagements. Elements of the classical model of public administration are also still evident in the South African public service, for example structural and functional aspects in public service departments are highlighted. The basic characteristics of a leadership and governance framework within a transforming public administration model are thus evident in the South African public service.

The most pertinent mechanisms for promoting a sustainable South African public service for effective service delivery were discussed in detail. In this respect, the study focused on the Constitution of South Africa (1996), the Reconstruction and Development Programme (RDP), the White Paper on Transforming Public Service (WPTPS) (1995) and the White Paper on Transforming Public Service Delivery (Batho Pele) (1996). The Constitution (1996) and these relevant policy papers have directed the efforts of the South African public service to the systematic dismantling of the classical model of public administration. A relational model was then developed by the researcher, which illustrates the relationship between public administration, (which includes both the classical and new public management (NPM) models) leadership, governance and service delivery. The model reflects changing trends in the South African public service. The basic conceptual relational model of public administration was redesigned and adapted for the purpose of this study.

The focal point of Chapter Four is the literature review, which discussed leadership and governance approaches. Both Western and African leadership and governance

approaches are extensively discussed and analyzed. The pertinent characteristics of both were integrated to create a uniquely South African framework. By focusing on the theoretical framework, the connection on the debate between a need for effective approaches for effective service delivery could be made in Chapter Five.

Chapter Five presents an analysis of the findings in respect of selected case studies in the South African public service. An overview was provided of service delivery performance in four selected South African public service departments, namely Health, Housing, Safety and Security, and Justice and Constitutional Development. A review was undertaken of the current (1994 to 2003) state of service delivery performance in the South African public service. In particular, the study reviewed the overall service delivery performance of the South African public service in meeting its objectives. A triangulation research method was used to validate and crosscheck data. The triangulation methodology provided a unique and valuable method of eliciting information.

Matrices were used to describe linkages and patterns that reflect the relationship between departmental objectives and service delivery initiatives and outcomes by selected South African public service departments. The matrices were used to present qualitative connections between interrelated variables, impacting on service delivery performance in selected cases. The objectives and initiatives towards service provision were outlined and analyzed to determine departmental outcomes. The short-term goals of almost all the departments examined in the study have been met. However, despite serious efforts to address service delivery backlogs, disparities are still evident in previously disadvantaged communities.

The study found that a number of interrelated variables, including a leadership and governance framework adopted by the South African public service, are having a negative impact on service delivery performance. The lack of optimal service delivery is also due to the prevalence of elements of the classical model of public administration, the detrimental legacy of apartheid, lack of sufficient resources (fiscal, human resource and technical), institutional culture, socio-economic malpractices (such as theft), and too short a time since 1994 to implement all aspects of the new policies of the South African government successfully. More significantly, ineffective policy implementation,

and a lack co-ordination, communication, accountability and transparency are impacting on service delivery outcomes. It is also evident that the needs and demands of South African society outweigh the capacity of the public service to deliver services at the requisite pace.

The study suggests that the South African public service delivery is not very effective in rapidly overcoming service delivery imbalances and inequities within the current leadership and governance framework. The findings of the study are captured against the leadership and governance framework adopted within a transforming South African public service. Throughout the Chapter Five conclusions and recommendations were made.

The study highlights need for a pragmatic transformational African leadership and governance framework. The South African public service should also address a number of interrelated variables impacting on efficient service delivery. In conclusion a hybrid leadership and governance framework is deemed critical for the South African public service. The study points to the need for a uniquely South African framework, with different strategies for diverse socio-economic and political perspectives. This study serves as a vehicle to advance a uniquely South African leadership and governance framework, which can be integrated meaningfully within the South African public service for the rapid improvement of service delivery in South Africa.

Chapter Six summarizes the findings and conclusions and makes various recommendations. It investigates different ways to improve and accelerate service delivery performance by the South African public service. The current leadership and governance framework adopted by the South African public service is not effective in rapidly improving and redressing service delivery imbalances and inequities in previously disadvantaged communities in South Africa. This chapter therefore concentrates on addressing weaknesses and challenges impacting on the sustainability of the South African public service. This is essential for improving and accelerating service delivery performance.

Given the serious nature of the accumulated service backlogs in South Africa, especially in previously disadvantaged communities, the study suggests that a hybrid leadership

and governance framework is essential with its own unique comprise of different situational, social, cultural and political perspectives for the South African context. In light of the foregoing, it is argued that the South African public service ought to fully embrace a distinctly pragmatic transformational African model.

CONCLUSION

The current leadership and governance framework of the South African public service is ineffective in rapidly improving and redressing service delivery in previously disadvantaged communities in South Africa. This study has identified the serious need for a hybrid leadership and governance framework that will speedily redress of service delivery imbalances and inequities, especially in previously disadvantaged communities in South Africa. The improvement of service delivery in the South African public service cannot however be achieved in isolation from other fundamental processes, procedures, systems and approaches. Furthermore a number of interrelated variables that impact on effective service delivery ought to be addressed.

The new public administration model should replace the current classical model in the South African public service. This means a shift from an administrative to an outcomes-based mode of public administration. The South African public service needs faster responses to the needs and demands of society, better utilization of resources, improved monitoring and performance and a more conducive work culture, to maximize efforts by departments. Due to the complexity of service delivery, the South African public service cannot simply rely on a particular approach to meet its objectives, but rather must adopt several parallel approaches, which should be adaptable to each situational context in South Africa.

The adoption of a uniquely South African leadership and governance framework within a new public administration model thus ought to be considered. The new public administration model should be manifested through a set of techniques and methods related to performance evaluation and measurement and by a set of values such as equity, productivity, and quality. The study indicates that a hybrid leadership and governance framework will focus on common goals and have a stronger group identity, more group accountability, more communication, and a more egalitarian reward system.

The study suggests that the leadership and governance framework in the South African public service should promote co-leadership to accelerate service delivery performance in the South African public service.

The study points out that the leadership style should be focused on the accomplishment of service delivery outcomes. A hybrid leadership and governance framework does not seek to undermine the current leadership and governance framework in the South African public service, rather it aims to shape the current framework positively towards improving service delivery. The need for an integrated framework is not only required to improve service delivery technically, but also to develop techniques based on, for example, communication, co-operation, developing partnerships, team work, improving transparency, promoting a code of ethics, and using a communitarian approach to provide services to South African communities. Within this framework, the study suggests that leadership should be based on nurturing and supporting co-workers. The objective is to turn the public service into an effective vehicle for service delivery, imbued with a concern for performance and greater consideration for the interests of society, particularly poorer communities in South Africa.

The improvement of service delivery cannot be achieved in isolation from other fundamental changes within the South African public service. It forms part of an essential shift in culture. In this regard, there is a need for an acceptance of local narratives within the South African context. The shift is to ensure that improved service delivery is a dynamic social activity out of which social, cultural and political imperatives are integrated within a leadership and governance framework in the South African public service. It is important for the South African public service to take cognizance of socio-economic, cultural and political perspectives of employees of the public service, as well as recipients of these services. This is important to create a conducive environment for the improvement of public service delivery. The impact of the African renaissance, and more especially the new democracy, in South Africa demands a respect for and integration of traditional African leadership and governance within the public service.

Within the context of regional and global integration, the New Partnership for Africa's Development (NEPAD) has raised critical issues on every facet of South African

society. The South African public service is no longer isolated, but acknowledges that it is part of and contributes to the larger sphere of global governance. It is an aspect of transformation that necessitates the South African public service to taken cognizance of this, if the public service is to be relevant within the African context and be in accordance with the common vision of socio-economic development in the African continent. What is required is a leadership and governance framework that can genuinely accelerate service delivery performance by the South African public service, as well as partnerships locally, nationally, regionally and globally, based on shared responsibility and mutual trust.

A comparative analysis between Western and African approaches is essential to clearly denote the advantages and disadvantages of both scenarios for the South African public service. It is concluded that valuable lessons can be learnt from these different approaches. The attributes of a multidimensional and multifaceted leadership and governance framework that are appropriate for the unique diversities in the South African public service are promoted in this study. Undoubtedly, transformational leadership, team leadership, and African leadership and governance, which are adaptable to each unique situational context, should lead to a sustainable public service for effective service delivery. This should accelerate the redress of service delivery imbalances and inequities in previously disadvantaged communities in South Africa.

RECOMMENDATIONS

The study suggests a hybrid model of its own unique strategies to accommodate diverse socio-economic, cultural and political perspectives to improve service delivery by the South African public service. In order to successfully implement a leadership and governance framework, it is also important for the South African public service to address the challenges and weaknesses that impact on its ability to effectively deliver goods and services. A number of recommendations follow to address these problems.

Integrating leadership and governance approaches

The study suggests that the improvement of public service delivery requires multifaceted and multidimensional interventions, strategies, and approaches within an

effective leadership and governance framework. This framework should be flexible and adaptable to cater for the diverse perspectives in the South African public service. The question is often left unanswered is: to what extent can a leadership and governance framework accelerate service delivery to rapidly redress inequalities and inequities, especially in previously disadvantaged communities in South Africa? To this end the South African public service currently emphasizes the fundamental aspects of Western approaches over African approaches. An appreciation and integration of uniquely South African leadership and governance is essential within the current framework in the South African public service. In this regard, appropriate attributes of Western and traditional African leadership and governance approaches ought to be integrated within a viable public administration model to promote an ethos of service delivery in the South African public service. The study suggests that a uniquely South African leadership and governance was not explored in the South African public service for possible adoption. In this regard, traditional African leadership and governance are valued but not integrated within the current leadership and governance framework of the South African public service. Undoubtedly, issues of a distinctly South African leadership and governance require extensive exploration for the South African public service within the public administration discipline. It is important for the South African public service to create a work culture that is productive. It can be argued that this in turn will lead to effectiveness, efficiency economy and equity, in terms of service delivery.

The South African public service calls for a hybrid leadership and governance framework, which is uniquely South African, to meet the needs and demands of the current South African public service. The current leadership and governance framework ought to be improved which should take cognizance of the unique diversities, strategies and socio-economic, political perspectives. This is considered a necessary pre-condition for improving service delivery, especially in previously disadvantaged communities.

A hybrid leadership and governance framework would mean that the vision of leadership is collectivized through agreed-upon rules and customs. The framework entails leadership, co-ownership, responsibility, accountability, transparency and public participation. A hybrid leadership and governance framework should place greater

emphasis on working for the common good of all South Africans. In this regard, it promotes effective communication, teamwork, joint efforts and nurturing leadership. The study suggests that a hybrid framework will undoubtedly promote an effective institutional culture and work-ethos in the South African public service. The argument advanced in this study is to promote a uniquely South African leadership and governance framework within the South African public service. This framework should provide valuable lessons adaptable to diverse situations in the South African public service.

It is important to strengthen the current leadership and governance framework and to revive and extend traditional African leadership and governance approaches. The argument is not about changing the current leadership and governance framework in the South African public service, but the importance of improving the current leadership and governance framework to improve and accelerate service delivery performance. It is important for public administration in South Africa to recognize the importance of traditional African leadership and governance approaches in the midst of Western leadership and governance approaches. The priority of this research is the understanding of and the continuous focus on the problem statement.

Based on the research findings, the study suggests strengthening, improving and refining the current leadership and governance framework, to improve and redress service delivery imbalances in the South African public service. The leadership and governance framework is to be strengthened, and should focus on both applicable Western and traditional African leadership and governance approaches that have been successfully adopted either in different institutions or traditional African communities.

The framework ought to focus on traditional African leadership and governance, which is values-based and ethical leadership and governance within the dynamics of the current Western leadership and governance framework. Traditional Africa leadership, transformational leadership, team leadership and governance are clearly the basis for a sustainable South African public service. An analysis of the situational context of each department in the South African public service is also required for effective implementation of this leadership and governance framework. Within the context of this framework, leadership can contribute to a distinctly situational leadership style adopting

different approaches that will accelerate the performance of the South African public service, with respect to service delivery.

Within the dynamics of this hybrid leadership and governance framework, leaders in the South African public service ought to have equal concern for people and service delivery outcomes. The valuing of diversity and inclusion is necessary in the South African public service. Leaders should adopt a leadership approach that builds on local (South African) culture together with, traditional African, transformational and team leadership. To promote its legitimacy, the study suggests that the South African public service should develop leadership skills such as collective decision-making, which is more empowering for communities and departments; it should also promote listening skills and the ability to enter into dialogue, and strengthen accountability and transparency. The South African public service should try to maximize participation and understanding throughout its departments. The study suggests that the degree to which leaders in the South African public service empower others, will affect service delivery outcomes.

A leadership and governance framework should promote an inclusive culture, which ought to foster in everyone the feeling of being part of a community. This will create solidarity and a sense of belonging within the South African public service. It should develop a culture of respect and dignity by encouraging an inclusive and representative culture in the South African public service. Leadership ought to be able to identify, utilize, and manage the potential of people to create an effective public service. Leadership should motivate others to do more than they had originally expected and even more than they thought possible. These principles are evident in transformational leadership, team leadership and traditional African traditional leadership.

The South African public service ought to create a climate, where innovation and initiative are encouraged, where risk is accepted and well managed. The public service ought to create a climate where people feel empowered to make a difference, and motivated to use their potential for the good of the public service and the community that it serves. This is espoused in the path-goal theory of leadership. Although people have become more individualistic, the study suggests that effective teams deliver more

than effective individuals. The South African public service ought to improve its team leadership approach to ensure that when teams are used, they succeed.

The study suggests that the teams that succeed are those where the leader has a clear sense of direction. Leaders in the South African public service ought to focus the team firmly on the public or customer. Leaders ought to do this with the knowledge that it is not just the route to successful service delivery but also the way to energize the team. Furthermore, leaders ought to maintain and increase successful partnerships inside the public service and increasingly beyond it. The leader should link his or her activities to the effective delivery of services.

The South African public service departments ought to blend both Western and traditional African leadership and governance approaches, which are flexible and adaptable for the unique political, social and cultural diversities in South Africa.

Improving the public administration model

While the South African public service may have in theory embraced a shift from the classical public administration model to a new public administration framework, the study suggests that South African public service in practice is presented with numerous challenges. The new public administration model has displayed the advantages of increased political participation and higher percentages of the overall population reached by public services, but several persistent weaknesses hamper the efficiency and effectiveness of service provision. Consequently, the new public administration model has not yet itself proven to be effective for promoting optimal service delivery. A number of interrelated variables outlined in the study, such as human resources management prevent the model from being effective.

The study has found that there are both elements of the classical model of public administration and elements of the new public management (NPM) paradigm operating side by side within a changing South African public service. The classical model of public administration characterized the public service up to 1994 and was inherited from the apartheid regime. The study suggests that the classical public administration model creates ambiguities within public service departments. The example that can be given in

this regard is the debate over the centralization-decentralization of the public service. In this regard, centralization falls under the classical public administration model, while decentralization falls under the new public management (NPM) paradigm. In a decentralized environment, decisions are made closer to the point of delivery, thus increasing the efficacy of service and resource allocation. This is the exact opposite of the classical public administration model, which emphasizes the necessity of centralized control of resources and authority.

The typical classical public administration model in the provincial department of Housing in Kimberly suggests that control and resources are highly concentrated among the chief directors, which contributed to corruption, inefficiency and a lack of transparency and oversight. Consequently, significant time was wasted due to wasteful bureaucratic procedures, which resulted in ineffective performance by the department. The department has been more focused on maintaining and adhering to red-tape and bureaucracy than on service delivery outcomes.

The classical public administration model in the South African public service was articulated during the apartheid era to promote discriminatory practices, red-tape and bureaucracy. The new public administration model in South Africa is justified or rationalized on the basis of equity, responsiveness, legitimacy, efficiency, effectiveness, economy, transparency, participation and accountability. However, if the South African public service is to ensure that public administration remains focused on the needs and demands of society, then its departments should adopt new attitudes towards the new public administration model proposed by government.

In view of this, it is contended that: *The public administration model ought to be improved and strengthened for optimal service delivery.* The need for an effective, efficient and economical public administration model for improved service delivery is critical in the South African public service. To ensure that the new public administration model prevails and that bureaucratic tendencies are stopped in the South African public service, more emphasis will have to be placed on the fundamental requirements applicable to public administration.

The new public administration model should be applied diligently, and attention should be paid to strengthening the different facets of the model to promote effectiveness, efficiency and economy. The desirable state of affairs needed to ensure successful public administration, will only come to fruition when all role-players within and outside the public service play a constructive role in promoting the general welfare of the South African society. In the long term, both formal and informal approaches to service delivery should prove to be more feasible in the South African context. The formal approaches will include service delivery by public service departments, while the informal approaches will include various stakeholders, such as communities, businesses and NGOs in delivering services.

The exploration and experimentation with various techniques is a basic part of the new public administration model in South Africa. The increasing demand for service performance and outcomes by the South African public service implies a relatively high tolerance for variation. This includes variations in administrative performance and variation in procedures and applications based on different contextual factors, such as differences in clients or communities being served.

Developing leadership and strengthening human resource management

A culture of service ethos in the South African public service requires competent public servants. This is one of the enabling objectives for an efficient public administration model, set out in the Constitution (1996). The human resources (HR) processes, such as recruitment and selection, ought to be geared towards selecting candidates with the appropriate competencies and expertise required to deliver the mandate of each department. The HR management framework ought to be strengthened. The training and development initiatives by the South African public service ought to be accelerated. These programmes should train public servants in a variety of skills for coordinating work and improving performance.

The study indicates that at the highest levels of the public service (Director General, Deputy Director General, and Chief Director) the professional skills required are qualitatively different from those required at lower levels. At the lower levels, skills and experience relate to the specific responsibilities of each line department. At the higher

levels, technical skills and competencies, related in particular to the formulation of policy, the development and management of strategic vision and plans, the management of human and other resources, the coordination of policies across government, handling public relations and the media, are required. A strong skills base for top management should be evident across the South African public service. The incumbents of these posts have the responsibility to transfer these skills to the management cadre and public servants below them.

There is a need to strengthen, develop and train leadership and fellowship in the South African public service. It is necessary to strengthen the departmental human resources frameworks, and interventions must ensure the acquisition of the necessary skills and competencies for public servants, particularly for senior leadership in the South African public service. An increased investment in human resources is necessary to improve service delivery. At the political, institutional and ‘grassroots’ levels, effective leadership is important. The study suggests that the poor service delivery performance of the public service is directly related to the lack of leadership skills and competence. The successes of cases analyzed, is due to individuals’ competence as managers and their ability as leaders. The study suggests that effective managers will lead their departments to greater heights in achieving service delivery objectives. Leaders will ultimately lead their departments towards achieving outcomes beyond the basic goals and objectives. The study points to the importance of leadership to increase the service delivery performance of the South African public service.

The slow pace of the implementation of policy by some departments, amongst other interrelated variables, in the South African public service can be attributed to the deficiency in effective leadership. The South African public service needs demonstrated leadership competence, in all spheres and at all levels. The challenge for the South African public service therefore is to develop appropriate profiles of leadership competencies and design the necessary interventions, to ensure appropriate leadership development. It is obviously desirable that all managers also ought to be effective leaders. *The South African public service ought to seek, train and develop public servants to become effective leaders.* Managers ought to be trained in leadership skills, so that they can become more effective managers. Broadly speaking managers should

reflect leadership qualities in the South African public service. Leadership is vital for accelerating and improving service delivery by the South African public service.

In examining the specific traits required of a leader, it is important for the South African public service to deepen its understanding of the cultural, spiritual, social and personal dimensions of leadership, and to explore the qualitative differences between Western and traditional African leadership and governance approaches. In addition, it is important to compare the similarities in the conceptual understanding of leadership and governance frameworks, with other countries globally and within South Africa. Such study and training should be centered on both Western and traditional African leadership and governance, as they are most appropriate to the unique South African scenario.

The South African public service should strengthen its efforts towards professionalising the capabilities of the public servants. The competence of public servants in the South African public service will be of public benefit only if public servants are used by leaders who embody the professional values of responsibility and accountability, and who work within an ethical code of conduct that avoids conflicts of interest. Part of this professionalism should be a strong focus on the unbiased monitoring and evaluation of individual performance, and on the creation of conditions, values and incentives that support effective performance. The study advocates that South African public service should focus on leadership for efficiency; leadership with responsibility; and leadership that are transparent and accountable.

Leadership training should focus on building competencies in leaders so that they have the ability to inspire, communicate and operationalize their visions. The South African public service ought to have a sufficient grasp of information technology and to understand the importance of training and development opportunities for their staff for modernizing communications and increasing the involvement of staff and clients in the work of their institutions. The current demands on the South African public service indicate that managers should build their capacity and enhance their leadership skills to enable them to execute their tasks and responsibilities with care and authority. They ought to understand their tasks and prepare themselves well, to manage their departments effectively.

The study implies that it is essential for leaders to develop their skills for policy implementation to promote effective service delivery. They should be able to set directions, by guiding and facilitating different strategies and approaches. In accordance with the new public administration model, leaders ought to move towards entrepreneurial government by emphasizing performance and moving towards collaboration and commitment towards service delivery. The study reflects that these challenges in the South African public service demand that managers demonstrate the highest standards of personal integrity, truthfulness, honesty and fortitude. They also ought to also serve the public with respect, concern, courtesy and responsiveness, recognizing that service to the public goes beyond service to oneself. In addition, they ought to strive for personal professional excellence and encourage the professional development of those associated with and those seeking to enter into the public service, and to affirm the dignity and worth of the services rendered by government. The ideals of an effective leadership and governance framework that should be inculcated among the South African public service were discussed extensively in Chapter Four and Five of the study.

The leadership in the South African public service ought to be multi-skilled in order to maintain their departments and to improve their performance, adapting themselves to the complexities in the environment and the inherently more difficult task of governing and managing their respective departments. It is also important for leaders to understand their roles, tasks, functions and responsibilities to enable them to position themselves strategically for the challenges that they face. Management and leadership training is necessary to assist leaders to cope with these challenges.

The study proposes that leaders in the South African public service ought to cultivate their capacity for strategic thinking. They ought to develop strategic perspectives for their departments about its direction and to share that foundational perspective with all employees within their department. In addition, leaders ought to focus on a few vital issues at a time and devise strategic initiatives to resolve them. Moreover, leaders ought to create an internal capacity to carry out initiatives, structure opportunities for broad participation in developing them, and seek external support for their implementation. They also ought to set up ways to exert strategic control over how the department

performs on new initiatives to measure what goes on inside the department, to evaluate the impact on customers and stakeholders as strategic initiatives are implemented, and to let those signals guide them in learning how to deliver on effective services. The South African public service should strengthen and improve its training programmes to cater for the diversity of skills required. The South African public service is the likely source for many future innovations and of the development of leadership and management processes. Professional development should therefore remain an institutional priority.

The hiring process should be strengthened to improve the recruitment and selection of candidates. It is also necessary to strengthen the employment framework with terms and conditions of service designed to attract and retain high-caliber individuals, with equal recognition being given to senior managers and high-level professionals. The payment of a competitive salary, offering acknowledgements for long-time service and rewards for initiative and service should be improved. This should create an environment in which their employees experience a sense of pride and strong commitment to the work they do in the South African public service. The South African public service should hire and promote public servants based upon their professional qualifications and level of expertise. The South African public service can be improved and sustained through effective leadership and improved human resource management and training and development.

Performance management ought to be strengthened, linked to the overall transformation of the South African public service, and the specific transformation and service delivery goals of individual departments. The responsibility for this process ought to lie either with heads of departments (HODs). Systematic use of benchmarking ought to be introduced in departments in line with the competency-based approach to human resource development, envisaged in the National Qualifications Framework (NQF).

Performance management ought to be reinforced by an increased focus on outcomes and impact. The need for increased focus on outcomes, and movement away from traditional concerns with inputs, is essential. *It is necessary to strengthen systems for measuring individual performance. Performance management ought to be improved so that that the results or outcomes of the South African public service can be continually*

assessed. The study advocates that performance-related contracts HODs ought to be strengthened in the South African public service. This is essential so that line managers are encouraged to increase responsibility and ensure accountability for outcomes.

Improving co-ordination

To facilitate and improve service delivery, there should be a coordinated effort from all spheres of government in South Africa. The broad objectives of effective governance are to ensure that services are delivered in a way that is consistent with the principles of service delivery. The process of rapidly improving and redressing service delivery by the South African public service ought to include defining the roles of all three spheres of government. The role of other role-players, including private institutions and entrepreneurs and communities ought to be clearly defined.

Effective co-ordination of all systems in the South African public service is essential. At a departmental level, there should be a clear link from strategic planning, through to budgeting, through to financial and human resource management, policy implementation and ultimately through to evaluation and performance measurement. The study implies that effective forms of integration in policy-making, goal setting, and the implementation and monitoring of programmes and projects should be improved. It is essential that co-ordination initiatives be emphasized in the South African public service. It is critical that training of public servants is accelerated to facilitate effective policy co-ordination. Departmental re-engineering is necessary in the South African public service to foster and develop innovative horizontal coordinating mechanisms. It is also essential to simplify current government bureaucratic procedures.

Improving communication

Communication is a central aspect of all public management functions. In order to develop policy, organize, control and lead, leaders will have to communicate with their subordinates. Management would be impossible without some form of communication. To be an effective leader, communication is essential. In the South African public service there is a diversity of people with different values, attitudes, beliefs, perceptions, languages and customs. Miscommunication and misinterpretation can lead to

misunderstandings in the workplace, which may impact on efficiency. It is important to build an open culture of integrity, ownership and accountability.

Communication should be improved by the South African public service. The public service's vision and strategies should be continually communicated to employees to reinforce the need to improve service delivery. Communication should be improved between the different spheres of government and to external stakeholders. Appropriate internal and external communication is integral to promoting effective public service delivery. Leaders in the South African public service will have to meet public servants at all levels in their departments, and external role-players involved in service delivery, to reinforce the message, solicit buy-in and gain feedback on their views and concerns. Effective communication needs to be established with communities at grass-roots level to ensure that the public service clearly finds its agreed direction for the community it serves. The communication strategy ought to be therefore strengthened, to ensure that every structure in the South African public service has built-in mechanisms for effective communication, vertically and horizontally as well as internally and externally.

Embracing the Batho Pele 'people first' principle

Public servants are meant to serve society in a positive way. The basic principle of government is to provide optimum service delivery in order to create a good quality of life for every citizen. Attempts should thus be made to improve the public service's performance and to minimize the negative consequences of actions. This implies that the public service's activities should be directed to satisfy the public's needs and to resolve the public's legitimate concerns.

The focus on 'people' issues ought to be improved and strengthened to ensure that people are indeed the focal point of development. The study points to the need for improved customer orientation and service delivery levels, which are required to satisfy communities in South Africa. At the national sphere, this is manifested in concerns about poverty eradication, and other social issues. At the provincial and municipal spheres, it is evident in concerns for citizen engagement and citizen satisfaction. Within all public service departments it can be manifested in increased concerns with quality of work and leadership development. In rural communities, this is manifested in getting as

many people as possible involved in selflessly volunteering to improve the lives of people in their communities. Through outreach programmes, the public service can improve and strengthen its interactions with communities. This should empower people to take responsibility for the manner in which their quality of life is improved. It is important for the public service to improve its client focus, so that services are delivered for the convenience of the citizens it serves.

Customer orientation and service delivery levels should receive greater attention, which is required to satisfy communities in South Africa. There is a definite need to strengthen structures to promote transparency in an attempt to solicit public opinion. Increasingly, the South African public is demanding the rapid improvement of service delivery. Two-way communication is the cornerstone of ensuring that customers within the public service are kept happy. Innovative and creative mechanisms should be improved to ensure that the customer expectations are met. The basic principle is that the South African public service is to deliver services to the public as efficiently and as effectively as possible.

Promoting responsibility and improving accountability

Accountability is an invaluable tool in exercising control over the action of public servants, as it compels them to be responsible for service delivery objectives. An important element of the reform agenda for all sectors in the South African public service is thus responsibility and accountability. To strengthen governance in the South African public service, the study suggests the need for increased responsibility and accountability of individual managers for delivering specific results. This should be matched by increased authority for taking management decisions, the delegation of managerial responsibility and authority to the lowest possible level, and transparency about the results achieved and resources consumed.

The South African public service ought to focus on the improvement of accountability, as well as on the enforceability of codes that enshrine the principle of responsibility. The study points to the need in the public service for improved fiscal accountability, process efficiency and programme efficiency. To promote more effective managerial responsibility and accountability, the current move towards performance-related

contracts for heads of department ought to be expedited to promote greater managerial responsibility and accountability for results in the South African public service. This should involve the improvement of performance measures and monitoring. The managers in the South African public service should be afforded the necessary flexibility over recruitment and procurement procedures, and provided guidance and support to enable managers to exercise their decentralized powers efficiently and effectively. These recommendations were elaborated on in Chapter Four and Five of the study.

Encouraging innovation and continuous improvement

The increasing complexities surrounding public service delivery in South Africa demand a commitment to innovation and continuous improvement, in the public service. The promotion of innovation and continuous improvement in the South African public service should mean that public service departments are a source of constant adaptation. The South African public service ought to view the environment within which public servants function, as a dynamic and complex system that continually evolves, rather than being static and unchanging. The departments, leadership and public servants should all be focused on sensing change, and adapting to it. Managers should have a responsibility to initiate and direct change in addition to achieving service delivery objectives. Every public servant has a shared responsibility of changing the public service to make it better equipped to meet the needs of its customers, and to find innovative ways of delivering its services.

The South African public service should create strategies to encourage the creativity of public servants, as this is a key source to improving service delivery performance. However, the improvement of efficiency is not enough. Public servants ought to be encouraged to develop innovative and creative thinking skills. The public service should try to foster a culture in which people are listened to, as every idea can lead to new ways of improving and redressing service delivery. To promote innovation and continuous improvement in the public service, there should be constant contact between public servants and the public.

An integrated leadership and governance framework that focuses on continuous efforts to improve the standards of service delivery performance is essential. It can be highly beneficial for improving service delivery by the South African public service. The South African public service ought to devise creative solutions that take into account best practices and experiences elsewhere, but adapts these to the reality of the needs and demands of South Africa. The South African public service ought to build an active culture of learning. The public service ought to avoid reinventing the wheel and rather use previous experiences as a basis for more rapid progress and high-level achievement.

Enhancing ethics and values

Corruption can be endemic and has serious consequences for the public service. There are opportunities for unscrupulous practices. In the current circumstances, governments will probably hope that greater transparency and freer availability of information will be sufficient incentive devices for the maintenance of high ethical behaviour by public managers.

In moving towards a professional ethos in the South African public service, it is necessary to eliminate elements of corruption and fraud, which unfortunately are prevalent in the public service, such as, for example, in the Department of Health. Unethical behavior makes it difficult to sustain the public service because free-flowing information, trust and voluntary business transactions are impaired by it. Sound public service ethics is, however, essential in South Africa. At the same time, the African renaissance requires South Africa to re-evaluate its ethics regime. This should strengthen governance through enforcing the law, applying relevant codes of ethics, strengthening public accountability and enhancing greater commitments to raising the level of ethical behavior in the South African public service. It also presents leaders with the opportunity to identify the directions that they ought to take to the advantage of overcome emerging challenges.

The importance of ethics and values in the South African public service ought to be highlighted. Public servants in the South African public service should act in accordance with high moral values and an ethic of service. A greater effort ought to be made to develop leaders, who are properly equipped to act responsibly in the public

service. Whether this objective can be effectively reached and whether ethics and morals can be effectively taught or strengthened however remains unresolved. The new public administration model in the South African public service offers greater transparency and accountability so that unethical or corrupt behaviour can be detected more easily. There is, however, a crucial need to strengthen control and disciplinary systems to improve incentives for exemplary behavior and to improve training courses in public service ethics for the South African public service.

Strengthening innovative service delivery strategies

The South African public service has various options of improving service delivery. The traditional way of providing public services to society was for government to create a line-function department. There are many examples of effective service delivery by public service departments, but the public service is moving towards innovative ways of providing services. In deciding whether to provide services directly or to use other role-players, the study suggests that the South African public service needs to choose from several types of delivery systems.

Policy outcomes should not only be the product of actions by the national government. The study indicates that such centralization will limit governance to being a central actor. National government may pass laws but it should subsequently interact with provincial and local government, the voluntary sector, the private sector and the citizens of the country, and in turn they interact with one another. The involvement and inclusion at all spheres of the South African public service should be improved and strengthened, to facilitate ownership of processes, which will heighten the chance of success. The study points to the essentiality of stakeholder participation and involvement in improving public service delivery in South Africa. Within the departmental context, the junior public servants, in the South African public service, are often far removed from the policy-making process, which is characteristic of by a top down approach. The leadership and governance framework is designed in this study to facilitate active involvement and participation at all levels. This suggests the importance of a mindset, which values diversity, and the need for departmental frameworks, that facilitate the full involvement and participation of a diversity of stakeholders.

The study reflects that no single actor has all the knowledge and information required to solve the complexities of service delivery imbalances and inequities in South Africa. The South African public service should encourage as many interactions and varied arrangements for the rapid redress of service delivery imbalances and inequities. In this way, governance in the South African public service can become a more encompassing phenomenon because it embraces not only the public service but also informal and non-governmental mechanisms. This should improve governance in the South African public service as a result of co-operation between multiplicities of actors towards service delivery goals. *There should be improvements in intra-governmental and extra-governmental relations.* Co-operation should be improved between the different spheres of government in South Africa.

The improvement of public service delivery in South Africa will require innovative strategies and approaches. It is also important that innovation is contextually relevant, by addressing real service delivery issues and challenges. These issues and challenges ought to include finding more cost-effective ways of delivering services to all citizens, at acceptable levels of quality. The public service should ensure that accessing services is both easy and convenient, especially in previously disadvantaged communities. Innovation ought to foster relationships with all relevant role-players in the service delivery value chain, such as non-government organisations (NGOs), civic organisations and donors. The users of these services should not be passive recipients of goods and services but rather ought to become key active engineers, authors and implementers of service delivery improvement efforts. This in turn ought to foster a spirit and sense of responsibility and accountability among service recipients and users.

The South African public service ought to improve and strengthen innovative service delivery strategies. The South African public service already uses networks to deliver services to the South African society, including previously disadvantaged communities. A key challenge for the South African public service is to strengthen these networks and partnerships to improve service delivery. The South African public service must recognize the constraints on action mainly by national government by shifting to self-organizing networks and provincial and local government, and search for new innovative tools to manage such relationships. These new arrangements present a new

public administration model, which transcends the traditional classical (hierarchical) public administration model to provide a flexible model for service delivery.

The study suggests that partnerships and network arrangements in the South African public service should be intensified. This should be one of the most powerful and important developments in addressing service delivery imbalances and inequities in South Africa, especially in previously disadvantaged communities. Effective partnering can impact positively on policy debate, policy formulation and accelerated public service delivery. The South African public service is therefore challenged to fully embrace and strengthen partnering and to develop the competencies that would accelerate service delivery.

The South African public service ought to embrace 'public-private partnerships more actively. There are several advantages of these, for example it is a strategy to alleviate the fiscal and human resource restraints confronting the South African public service. It is an effective means to accelerate service delivery at the pace that is required in South Africa. The new realities dictate that South African public servants ought to be judged by whether they can become more productive, and innovative in delivering public services. It is also necessary to ensure a focus on the customer's needs and to continue exploring of the most appropriate strategies and approaches to deliver quality service.

It is commonly acknowledged that technology is the key to future success in the delivery of certain public services. It improves the quality and availability of information. It enables the public service to group services more effectively. Such innovations also empower clients by enabling them to process their own transactions. However, this depends largely upon an effective e-governance approach. An e-governance approach should assist the South African government in improving certain services. This includes the provision of public services through ICT platforms, which is a vivid example, of using technology to provide services in an innovative manner.

The study suggests that e-governance has emerged as the key to development purposes in South Africa. Where countries have experienced technological revolutions, either through innovation or adaptation, rapid socio-economic development has followed. The adaptation of e-governance should be accelerated to improve public services. The

success of e-governance in the South African public service will, however, depend on a number of factors, especially in remote rural communities. The study indicates that in remote rural communities, there is an absence of basic infrastructure such as electricity and telephones. Furthermore, many people in these communities are illiterate. The South African public service should therefore take cognizance of these constraints, when embarking on an e-governance strategy. This was discussed extensively in Chapter Four of the study.

Improving policy implementation

The public service and public servants have to take the initiative in the implementation of policies approved by the legislature. The legislature should decide what is to be done, how and where it is to be done, and who should do it. There are many decisions, which are taken to start policy implementation. The policy implementation stage consists of financing, staffing, organizing, determination of work procedures and control. Furthermore a number of practical steps ought to be undertaken to give effect to policies.

It is important to note that policy implementation is generally not very efficient in the South African public service, which has slowed down service delivery. The findings of the study suggest that there is a growing concern about the ability of leadership to implement policy in the South African public service. The ability to understand policy and to translate it into a strategy for implementation requires a certain level of intelligence, competence and commitment on the part of public servants within the South African public service. The implementation of policy also requires enabling, coherent and integrated systems, processes and procedures within the public service, between different spheres of government and between various stakeholders involved in the delivery of public services. It also requires the necessary resources (human resources, fiscal and technical). The operational efficiency and effectiveness of public service departments is the key consideration in effective policy implementation.

The study suggests that there is a shortage of human resources in certain occupational classes in the South African public service. The South African public service has embarked on intensive training and development to improve its skills base. With respect

to the different systems, processes and procedures, the study suggests that there are weaknesses in public service departments. Furthermore, ineffective co-ordination, co-operation and communication between different role-players are challenges impacting on effective service delivery.

A number of steps should be taken to improve policy implementation. This includes identifying the customer, and establishing the customers' needs and priorities. It also requires establishing if services are currently provided, especially to previously disadvantaged communities in South Africa. If services are provided, then the level of service currently provided should be determined. It is necessary to identify the improvement gap between what the customer expects and the actual level of service that is being provided.

Service standards should be improved. The South African public service should prepare and plan for service delivery. This is essential to ensure that departments are able to deliver on their promise and to inform customer's about their standards. Departments should improve the monitoring of service delivery against the results. The results should be published thereafter. The study indicates that the evaluation of programmes in South African public service departments ought to be improved because that will enable the public service to determine whether service delivery objectives are achieved or not. Each department in the South African public service ought to be required to produce a detailed annual report that includes, *inter alia*, an account and assessment of service delivery over the year, plotted against planned outcomes.

Successful policy implementation by the South African public service requires such policies accurately identify the principal factors and linkages leading to and influencing policy outcomes. This should also include specification of target groups and incentives. Policy implementation should be structured to maximize compliance, from implementing departments. Policy implementation should be an on-going process that should be effectively managed by the public service. The public service should develop action strategies, in collaboration with those who either have a direct stake in the policy outcomes or who play pivotal roles in the policy implementation process.

Effective policy has to be deliverable, and it needs to be implemented by those public servants, whose task it is to deliver it. All stakeholders in the South African public service should have a say in the way in which departments develop policies, being delivered. To increase the confidence in the policy itself, it is also important for the South African public service to create a sense of ownership for that policy among those who are to lead the delivery process.

Integrating governance systems

Effective governance typically includes leadership, transparency and accountability, public participation, impartiality in service delivery, efficient and effective use of state resources, sound human resource management, performance management and customer orientated service delivery. Policy makers and decision-makers in the South African public service ought to explore innovative ideas that would give more impetus to service delivery. It is important for policy makers to formulate policies that would be relevant to the South African public service. Policies should appeal to the diverse needs of the South African society. Policy formulation and planning ought to encompass coordinated viewpoints, about service delivery from all spheres of government, particularly local government, which are closer to the needs and aspirations of communities. The bulk of service delivery activities occur at local government.

There is an urgent need to strengthen and integrate the system of governance in the South African public service. In this regard, efforts ought to be made to introduce proper infrastructure and effective management systems and processes to bolster its ability to deliver services. The lack of effective processes and management systems is a recipe for disaster. More importantly, the local sphere of government could provide valuable input, about the real needs and demands of the citizens. This is important in deciding about the nature of service to be provided. Such input is also valuable in terms of planning. This should be based on the principle of a unified and not uniform South African public service. The integrating of public service functions at a departmental level should be a viable solution to most of the service delivery bottlenecks.

The different plans, systems, processes and procedures of the South African public service ought to be firmly aligned to each department's overall service delivery strategy.

At a departmental level, the vision, service delivery objectives, indicators and targets should be linked to units or teams and individual performance through to organizational arrangement to achieve service delivery outcomes. In order to operationalise service delivery and achieve its objectives, departments should link the strategic and operational aspects of policy as a basis for its performance management.

There is a need for functional audits in the South African public service to align mandates of departments. There is a need to correct design flaws and to correct unintended consequences through simpler processes and regulations in the public service. There is a need to develop increasingly models for integrated service delivery, particularly with the support of innovative technology. In the process of providing services, communities in South Africa should be simultaneously empowered to develop their own solutions to their specific local challenges. Communities should participate in defining the content and quality of public services.

There is also a need to avoid duplication issues among the three spheres of government. The question of the division of powers across the three spheres of the South African government ought to be clarified to avoid conflict. Each structure should be vested with the appropriate powers, in order to effectively meet the challenges of service delivery. The notion of effective intergovernmental relations and an extra-governmental framework will foster intergovernmental co-operation between the three spheres of government and with outside stakeholders, such as private institutions. Decentralisation is essential, so that communities are brought closer to government. This implies that services would be determined by the unique situational variables of each community, which in turn will ensure effective and efficient service delivery. This will also allow for local communities to get involved in decisions related to service delivery. It encourages the improvement and the redress of service delivery imbalances and inequities, especially in previously disadvantaged communities.

Designing monitoring and evaluation mechanisms

Policy implementation can only be successful if effective monitoring and evaluation mechanisms are provided for in institutions. Mechanisms are essential to review and evaluate policy to ensure achievement of service delivery outcomes. To promote

effective monitoring and evaluation, standards should be set for objectives to be achieved, targets and timeframes should be established and managers ought to be enabled to take corrective action when shortcomings in the performance are detected. The study suggests that there are weaknesses in the current monitoring and evaluation system in the South African public service.

Monitoring and evaluation of policy implementation by the South African public service ought to be strengthened. Service delivery by the South African public service ought to be monitored and evaluated for each programme so that service delivery outcomes can be measured. The evaluation of each programme ought to be a reflective exercise that allows South African public service departments the opportunity to consider whether they are achieving their intended results. It is also essential for departments to determine whether the overall strategy is appropriate in relation to the challenges they wish to address.

One of the most important conceptual tools that can be used in the South African public service for monitoring and evaluation is performance indicators. For example, if a department is addressing a particular social problem such as crime, there are various ways of considering how to assess its performance. To illustrate, input indicators indicate how many resources are being allotted to addressing the challenge. Throughput indicators will inform departments how many items should pass through the management systems. Performance indicators will indicate how many of the intended result units are delivered. These performance indicators can be used by the South African public service to reflect whether service delivery objectives are being achieved. In conclusion, these recommendations serve as a vehicle to improve service delivery by the South African public service. Numerous weaknesses and challenges exist that need to be addressed in the public service to ensure optimum service delivery. A hybrid leadership and governance framework is critical to rapidly improve and redress service delivery in South Africa. This framework should take cognizance of the unique political, social, economic and cultural diversities in the South African context. The ultimate objective is to transform the South African public service into an innovative, flexible and responsive organization that is solutions oriented and continually seeks to enhance service delivery.