

**AN INVESTIGATION INTO ORGANISATIONAL  
DEVELOPMENT AND PROJECT AND PROGRAMME  
MANAGEMENT AS APPROACHES FOR INTEGRATED  
AND IMPROVED SERVICE DELIVERY IN THE SAPS**

BY

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Supervisor

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# DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work is and that I have not previously in its entirety or in part submitted it at any university for a degree.

SIGNATURE: .....

DATE: .....



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## SUMMARY

With the democratic reform in South Africa, The Constitution of 1996 and the White Paper on Transforming Public Service Delivery of 1997 made an important contribution to a new attitude amongst public servants and citizens regarding service delivery. It is said that these two documents ushered in a period of instilling an attitude of Batho Pele, namely 'people first', with public servants. The South African Police Service (SAPS) as a government entity, also had to comply, and having one of the most important functions of, 'ensuring a safer and secure environment for all', caused the SAPS to rethink the way they would manage this new attitude.



Organisational Development and Change, Project and Programme Management and Service Delivery are a few of the approaches captured within the public administration and public management discipline, which refers to a theory of the most recent paradigm change in the way the public sector must be governed. A comparative perspective is given on how these approaches could have a positive impact on the SAPS and other organisations.

The foundation of this study is based on the creation of a theoretical base relating to Organisational Development and Change Management, Project and Programme-based Management as well as Service Delivery in the Public Sector. This is the point of departure for the proposed Service Delivery Improvement Model that indicates the integration of these approaches within the organisation.

The background and current situation regarding service delivery within the SAPS is also discussed.

Data is collected through structured interviews with SAPS managers and opinion surveys, which were completed by service members. The interviews as well as the surveys were used to motivate the aim of the proposed model.

The study concludes with recommendations that were made by the researcher with the completion of the research done. The necessity, importance of implementation and the marketing of project and programme-based management within the SAPS is emphasised.



## OPSOMMING

Met die demokratiese hervorming in Suid Afrika, het die Konstitusie van 1996 en die Wit Skrif van die Transformasie van Openbare Dienslewering van 1997 'n belangrike bydrae gemaak tot 'n nuwe gesindheid onder openbare amptenare ten opsigte van dienslewering. Daar word genoem dat hierdie twee dokumente 'n periode vir die inboesem van 'n gesindheid van Batho Pele, naamlik 'mense eerste', by openbare amptenare aangekondig het. Die Suid Afrikaanse Polisie Diens (SAPD) as 'n regerings entiteit, moes ook voldoen hieraan, met die inagneming van een van die belangrikste funksies, 'om 'n veiliger en sekureerde omgewing vir almal te verseker', is die SAPD genoodsaak om die wyse hoe hulle hierdie nuwe gesindheid gaan bestuur, te heroorweeg.

Organisasie Ontwikkeling en Verandering, Projek en Program-gebaseerde Bestuur asook Dienslewering, is 'n paar van die benaderings vervat binne die Publieke Administrasie en Openbare Bestuur dissipline, wat verwys na 'n teorie van die mees onlangse paradigma verandering oor hoe die openbare sektor regeer moet word. 'n Vergelykende perspektief word weergegee oor hoe hierdie benaderings 'n positiewe impak op die SAPD en ander organisasies kan bewerkstellig.

Die fondament van hierdie studie is gebaseer op die skepping van 'n teoretiese basis met verband tot Organisasie Ontwikkeling en Verandering, Projek en Program-gebaseerde Bestuur asook Dienslewering. Hierdie word die vertrekpunt vir die voorgestelde Dienslewering Verbeterings Model wat die intergrasie van

hierdie benaderings binne die organisasie voorstel. Verder word die agtergrond en huidige situasie in die SAPD rakende dienslewering ook bespreek.

Data word versamel deur middel van gestruktureerde onderhoude met SAPD bestuurders en opinie opnames wat deur lede van die diens voltooi is. Die onderhoude sowel as die opnames is gebruik om die doel van die voorgestelde model te motiveer.

Die studie word afgesluit met aanbevelings wat na afleiding van die navorsing deur die navorser gemaak is. Die toepaslikheid, noodsaaklikheid van die implimentering en die bemarking van projek en program-gebaseerde bestuur binne die SAPD word veral beklemtoon.



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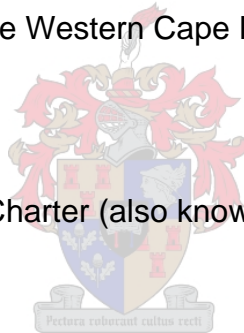
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Western Cape Service Charter (also known as the Police Service Charter)



# Chapter 1: Introduction

## 1.1 Introduction

The development and improvement initiatives of government organisations and their integration into the budgetary process, have become a reality in the Public Service with the introduction of the Public Finance Management Act, 1999, (Act No 1 of 1999) (hereafter referred to as the PFMA). Government is holding public officials accountable for the manner in which they utilise funds, and for the issues they prioritise as they direct their department's energies and resources, to render an absolute effective service to all their clients.

Whilst all government departments have been in an ongoing process of change since 1994, the Government has also issued the new White Paper on Transforming Public Service Delivery (the Batho Pele White Paper, 1997). Batho Pele is the name given to the Government's initiative to Improve the delivery of public services. Batho Pele means, in Sesotho, "People First".



The name was chosen to emphasise that it is the first and foremost duty of the Public Service to serve all the citizens of South Africa. "Implementing the basic values and principles governing public administration", as set out in the Constitution, 1996, requires, among other things, that the Public Service be transformed.

The White Paper on Transforming Public Service Delivery sets out a number of transformation priorities. Of these, the following are the key concepts:

- Transforming Service Delivery;

➤ Promoting a Professional Service Ethos.

The transformation of the public service will be judged, above all, on whether it can meet the basic needs of all South African citizens. The White Paper also laid down norms to ensure that the public service puts the principles into practice.

All national departments were also required to develop and implement a Service Delivery Improvement Programme. The South African Police Service adopted a Programme from Belgium also called the Service Delivery Improvement Programme (SDIP). It is currently being used throughout the whole SAPS. It is the researcher's opinion that it is unfortunately not used to its fullest potential, because of the lack of knowledge with regard to Strategic Management, to which this Programme requires.

The results from recent exit poles, as known to the researcher and done by external companies, indicate that the service delivery in the SAPS is not what it should be, while management is continuously trying to rectify this current state. This is therefore what the researcher wishes to investigate - the option of using the newly initiated idea of a Project Center at the Provincial Office Western Cape as an alternative approach to improve Service Delivery in the SAPS.

## **1.2 Background**

Police Managers, like Station Commissioners, are currently facing increasingly complex challenges and must be able to develop a fully integrated information and

control system to plan, monitor and control large amounts of data, quickly and accurately to facilitate the problem-solving and decision-making processes.

The implementation of project and programme-based management is proposed as an initiative to be used by police managers throughout the SAPS, which will assist managers in this complex situation.

The initiative of Project and Programme Management in the SAPS was derived from:

- National Policy: Project and Programme Management in the SAPS
- The Transformation Plan: “The development of an effective Project Management Approach and System”
- The 2002/2003 SAPS Operational Plan: “Establish a Project Management Environment within the Service”

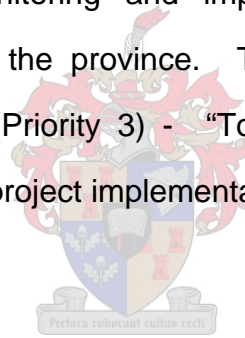
The researcher is of the opinion that currently Projects and Programmes in the SAPS in the Western Cape are running in a fragmented manner and without proper co-ordination. The Department of Community Safety, Business Against Crime and other external organisations are funding a number of projects at station level. In terms of the PFMA it is of utmost importance that the SAPS monitor these projects to ensure accountability for expenditure.

No proper database currently exists to do effective monitoring regarding time, cost and quality of projects. This is due to the fact that there is no integrated system to register projects in the SAPS, therefore management, at Provincial level, cannot be provided with information regarding projects in the Western Cape. The information, feedback and progress reports requested by management or role-

players, regarding the implementation, planning, monitoring or financial implications of projects, is in most instances, insufficient and unclear.

From the researcher's experience, project initiatives at stations are also not always focussed on the priorities of the province. Much time, energy and money is spent on these projects while they do not support the Operational Plan or the matter of Improving Service Delivery. There is currently also no proper co-ordination mechanism in place at provincial level.

The establishment of a Project Center at the Provincial Head Office and its use as an approach to improve service delivery could solve some of these problems by registering, coordinating, monitoring and implementing the current projects, according to the priorities of the province. This would also link up with the Operational Plan 2002/2005 (Priority 3) - "To Improve Service Delivery". An effective integrated system of project implementation will also be enhanced.



### **1.3 Problem Statement**

#### **An investigation into Organisational Development and Project and Programme Management as approaches for integrated and improved Service Delivery in the South African Police Service.**

The researcher is of the opinion that current projects implemented by the SAPS, are not effective enough, for the reason that managers lack the ability of managing strategically. The problem could be derived from the fact that projects currently initiated are not integrated with the SAPS Strategic Plans and priorities. The focus



of current projects is not linked to specific priorities within the strategic plans, therefore the problem that the projects are not focused on improving service delivery, which is the main focus of all the priorities of the SAPS.

From the researcher's area of focus it could be seen that the research issue is integrated Service Delivery. The researcher wishes to investigate Organisational Development and Change (OD) and Project Management as approaches for achieving improved and integrated service delivery in the SAPS. The initiated Project Center of the Provincial Head Office is investigated as a means of embodying these approaches/applications.

### **Research Questions:**

Can the application of OD and Change and Project and Programme Management principles lead to improved and integrated service delivery in the SAPS? If so, can the initiated Project Center be used as a means of implementing the two approaches to serve the purpose of integrating service delivery?

The researcher's focus is on evaluating change and development within management, the initiated Project Center in the Western Cape, including the implementation of project and Programme management, and compare it to the successes of other international Project Centers. The researcher wishes to validate through research and motivation that this Project Center could be used as a new approach to improve service delivery in SAPS: Western Cape and to simultaneously achieve the Strategic Priorities.

## 1.4 Research Design and Methodology

To obtain an overall comparative perspective on how a change in managerial style and focus, through the application of Project and Programme management in the Provincial Management, will have a positive impact on improved Service Delivery within the SAPS: Western Cape, an Analytical / Evaluative Case Study design is considered. It is therefore important to understand the importance of change to develop the objectives of the Project Center, the project and Programme management process, and the current status of service delivery in the SAPS: Western Cape. The object of research will be the SAPS, with specific focus on the Project Center at the Provincial Head Office, Western Cape.

This comparative perspective will basically have three objectives, namely:

- Focussing on organisational development as a discipline dedicated to improve the organisation as well as effective change management;
- To motivate and verify how the Project center and Project and Programme management will impact on the organisation as an new initiative; and
- How the current situation with regard to service delivery could be improved with the implementation of a project center and Project and Programme management.

The data collection methods that will be used in this study will comprise of a combination of both qualitative and quantitative research methodologies. Qualitative research studies are used successfully in the description of groups, communities and organisations, and in this case the SAPS: Western Cape. Quantitative research, on the other hand, will be a more experimental type of

research methodology, in this case a non-experimental research design is considered, focussing on the members at SAPS police stations.

The Qualitative Research Methodology consists of purposive sampling by using unstructured interviews. These unstructured interviews are used to identify important variables in a specific area, to generate hypotheses for further investigation. The specific area is the project center, project and Programme management and the opinions of randomly selected Station Commissioners in this study.

The Quantitative Research Methodology will be conducted through a self-administered questionnaire, with the support and insight of Strategic Management Services, Western Cape. The structured questionnaire mainly focuses on the opinion of the SAPS personnel, who will complete it at station level.

The study is primarily based on the following different topics on the SAPS and government;

- Literature and published articles in this regard;
- Legislation which has an impact on government departments such as the SAPS ,  
with regard to service delivery;
- Official documents, work documents and correspondence; and
- Interviews with various managers and colleagues from SAPS: Western Cape.

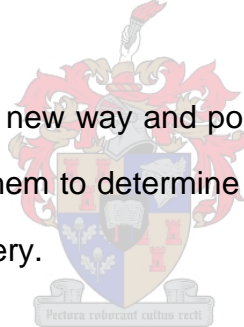
## 1.5 Definition of Terms

**Business Against Crime (BAC):** A non-governmental organisation, as well as external stakeholder of the SAPS. BAC gives enormous support through donor funding to assist with policing functions and initiatives.

**Performance Chart:** A systematic and comprehensive performance measurement system (model) developed for the SAPS with a conceptual framework for performance measurement.

**Presidential Review Commission:** The Commission of Inquiry Regarding the Transformation and Reform of the Public Service.

**SAPS Strategic Direction:** A new way and point of departure adopted by SAPS and their managers enabling them to determine key organisational objectives with specific focus on Service Delivery.

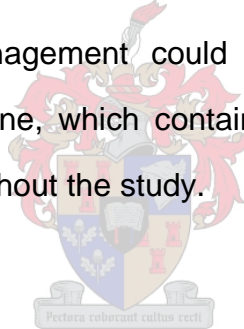


**Service Delivery Improvement Programme (SDIP):** A Belgian-initiated Programme adopted by the SAPS. The programme was implemented to assist with the improvement of Service Delivery throughout all levels in the SAPS, but more specifically focussed on Police Stations.

## 1.6 Outline of Chapters

The study consists of nine chapters. The first chapter provides a general introduction to the study and the type of research that was considered. Chapter

two gives a theoretical explanation regarding organisational development, effective change management and the impact of organisational culture. Chapter three indicates the purpose of project and Programme management as well as the context thereof as an alternative approach to improve service delivery. The fourth chapter describes the nature of service delivery within the public sector and the government's view on service delivery. In the fifth chapter the researcher brings all these disciplines together and creates a model explaining how project and Programme management could have an impact on service delivery. Chapter six gives an overview of the SAPS currently and discusses the newly initiated Project Center at the SAPS Provincial Office: Western Cape. Chapter seven provides the results of the research and analysis done on the interviews and surveys. In chapter eight, the researcher makes recommendations motivating the theory that project and Programme management could improve service delivery. The research ends with chapter nine, which contains the summary and conclusions made by the researcher throughout the study.



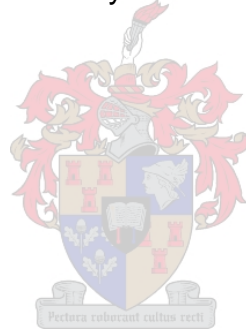
## **1.7 Conclusion**

From this chapter it is clear that the focus of this study and research is to motivate and explain the impact that the newly-initiated project center at the SAPS Provincial Office: Western Cape, and project and Programme management could have on the SAPS and more specifically, service delivery. An analytical / evaluative case study design is considered, whereby the data collection will consist of literature review, interviews and surveys conducted by the researcher.

Throughout the following chapters the researcher will discuss and give an overview of literature that was reviewed on specific topics relevant to this study and for the purposes of motivating the research problem.

The topics relevant to this study are the disciplines regarding Organisational Development and Change, Project and Programme Management and Service Delivery. The current thinking of SAPS on these disciplines will also be discussed.

In the following chapter the researcher will concentrate and emphasise the importance of Organisational Development and Change, the challenges organisations face in modern society and how to manage these challenges effectively.



## Chapter 2: Changing to a new service culture

**“Organisational development is the applied behavioural science discipline dedicated to improving organisations and the people in them, through the use of theory, strategies and **practice of planned change.**”**

**-French & Bell, 1999:xiii-**

### 2.1 Introduction

The aim of this chapter is to discuss organisational development and change, effective change management and its importance in the improvement of the organisation and its individuals. The researcher's focus here is to motivate that managers have to adapt to a continuously changing environment. They have to consider new initiatives to achieve organisational goals and objectives. Therefore, they have to be open-minded and accept that change, with consideration of organisational cultures and effective change management, could have a positive impact on an organisation.

The researcher is of the opinion that organisations face multiple challenges and threats today; threats to effectiveness, efficiency and profitability, challenges from turbulent environments, increased competition and changing customer demands. The constant challenge to maintain congruence among organisational dimensions such as technology, strategy, culture and processes, also contribute to these challenges. Harvey and Brown (2000:2) further mention that organisations will need to adapt to these challenging conditions and at the same time cope, with the need for renewal and change.

According to research from French and Bell (1999) and Harvey and Brown (2000) individuals in organisations face multiple challenges in terms of finding satisfaction in and through work, fighting obsolescence of one's knowledge and skills, maintaining dignity and purpose in pursuit of organisational goals, and achieving human connectedness and community in the workplace. Simple survival and continuing to have an adequate job, is a major challenge today in light of constant layoffs and cutbacks. Although new jobs are being created at record rates, old jobs are being destroyed at an accelerating pace.

“Knowledge” work is replacing “muscle” work. Organisations and the individuals in them face an enormously demanding present and future. (French and Bell, 1999:xiii)

French and Bell(1999:xiii) ask if any strategies are available to help people and organisations cope, adapt, survive, and even prosper in these vexing times? Fortunately, the answer is “yes”. The writers believe a variety of solutions exist, and Organisational Development (OD) is one of them.

The researcher will motivate these solutions through a model, which will be discussed later.

## **2.2 Organisational Development and Change**

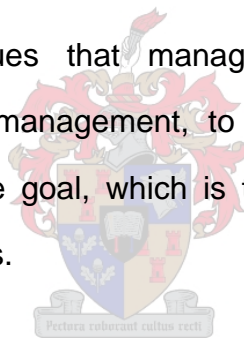
“Organisation development is a process of teaching people how to solve problems, take advantage of opportunities, and learn how to do that better and better over



time. OD focuses on issues related to the “human side” of organisations by finding ways to increase the effectiveness of individuals, teams, and the organisation’s human and social processes.” (French and Bell, 1999:23)

Harvey and Brown (2000:xviii) motivate that the goals of organisational development are to make an organisation more effective and to enhance the opportunity for the individual to develop his or her potential. This is exactly what the researcher’s aim is, to consider other alternatives to improve the organisation and its individuals. The researcher argues that to develop an organisation we have to change, go through change phases.

The researcher further argues that managers could also consider other alternatives such as project management, to improve individual innovation to reach the organisation’s prime goal, which is to improve service delivery to its internal and external customers.



### **2.3 Definitions**

The literature contains numerous definitions of organisational development. French and Bell (1999:24) examine several and mention that a good way to gain an appreciation for what OD is all about is to see how various authors have described the discipline over the years. No single, all-encompassing acceptable definition of OD exists, but there is general agreement on the nature of the discipline and its major characteristics.

There are a number of definitions according to other authors as cited by French and Bell (1999:24):

OD is an effort (1) planned, (2) organisation-wide, and (3) managed from the top, to (4) increase organisational effectiveness and health through (5) planned interventions in the organisation's "processes", using behavioural-science knowledge (Beckhard, 1969).

OD is a process of planned change – change of an organisation's culture from one, which avoids an examination of social processes (especially decision-making, planning and communication), to one which institutionalizes and legitimises this examination (Burke and Hornstein, 1972).

More recent definitions of organisation development include:

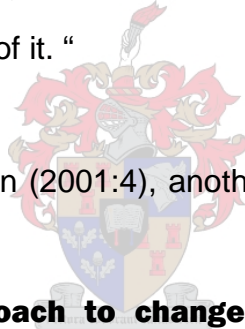
"OD is a set of behavioural science-based theories, values, strategies, and techniques aimed at the planned change of the organisational work setting for the purpose of enhancing individual development and improving organisational performance, through the alteration of organisational members' on-the-job behaviors"

(Porras and Robertson, 1992).

"[OD is] ... a systematic application of behavioural science knowledge to the planned development and reinforcement of organisational strategies, structures, and processes for improving an organisation's effectiveness" (Cummings and Worley, 1993).

Harvey and Brown (2001:4) state that organisations are using OD techniques to increase their effectiveness and adaptiveness to changing conditions. Their definition of what OD is and what it is not follow hereafter:

“Organisational development (OD) is long-range efforts and programmes aimed at improving an organisation’s ability to survive by changing its problem solving and renewal processes. OD involves moving towards an adaptive organisation and achieving corporate excellence by integrating the desires of individuals for growth and development with organisational goals. OD efforts, then, are planned, systematic approaches to change. They involve changes to the total organisation or to relatively large segments of it. “



According to Harvey and Brown (2001:4), another way of understanding OD is to explain what it is not:

- **OD is not a micro approach to change:** Management development, for example, is aimed at changing individual behaviour, whereas OD is focused on the macro goal of developing an organisation-wide improvement in managerial style.
- **OD is more than any single technique:** Whereas OD change agents use many differing techniques, such as total quality management or job enrichment, no single technique represents the OD discipline.
- **OD is aimed at more than raising morale or attitudes:** OD is aimed at overall organisation health and effectiveness. This may include participant satisfaction as one aspect of the change effort, but it includes other effectiveness parameters as well.

For the purposes of this study the researcher decided to use French and Bell's (1999:xiii)

definition regarding organisational development and change:

“ Organisational development is the applied behavioural science discipline dedicated to improving organisations and the people in them, through the use of theory, strategies and practice of planned change.”

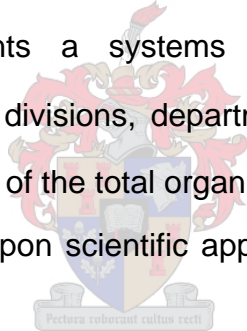
## **2.4 The Challenge of Organisation Development and Change**

The researcher believes that change means the new state of things is different from the old state of things. Change is everywhere and change is a way of life in today's organisation, whether it is a public or private entity.

Organisations are also faced with maintaining a stable identity and operations in order to accomplish their primary goals. Organisations are never completely static. Managers should therefore be aware that stability or equilibrium could contribute to a “healthy” state of affairs. Change inevitably involves the disruption of this steady state of affairs.

Harvey and Brown (2001:4-5) argue that change just for the sake of change is not necessarily effective, in fact it may be dysfunctional. To enlarge upon this they mention some basic characteristics of organisational development:

- **Leading change:** OD is a planned strategy to bring about organisational change. The change effort aims at specific objectives and is based on a diagnosis of problem areas.
- **Collaborative:** OD typically involves a collaborative approach to change that includes the involvement and participation of those organisation members most affected by the changes.
- **Performance:** OD includes an emphasis on ways to improve and enhance performance and quality.
- **Humanistic:** OD relies on a set of humanistic values about people and organisations that aims at gaining more effective organisations by opening up new opportunities for increased use of human potential.
- **Systems:** OD represents a systems approach concerned with the interrelationship of various divisions, departments, groups and individuals as interdependent subsystems of the total organisation.
- **Scientific:** OD is based upon scientific approaches to increase organisation effectiveness.



OD therefore could be seen as a change from the old state to the new state, considering new ways to improve and enhance the organisation, and simultaneously achieve organisational goals and objectives.

#### 2.4.1 A framework for change

Dutta and Manzoni (1999:4-5) also mention that change efforts tend to be massive undertakings and involve scores of different decisions and actions. To get a good handle on such complexity and to compare and contrast the efforts of different

companies, organisations need some form of conceptual, or at least an organising framework. Dutta and Manzoni further examine the 7-S Model, which emphasises that, in order to understand the dynamics of organisational change and develop goals for performance improvement, one needs to achieve consistency and balance between seven specific dimensions (7-S's).

The 7-S's are:

- **Strategy:** a coherent set of actions aimed at gaining a sustainable competitive advantage (and, as such, the approach to allocating resources).
- **Skills:** distinctive capabilities possessed by the organisation as a whole, as distinct from those of an individual.
- **Shared values:** ideas of what is right and desirable (in corporate and/or individual behaviour) as well as fundamental principles and concepts that are typical of the organisation and common to most of its members.
- **Structure:** the organisation chart and related concepts that indicate who reports to whom and how tasks are both divided up and integrated (reporting relations and management responsibilities).
- **Systems:** the processes and procedures through which things get done.
- **Staff:** the people in the organisation, considered in terms of corporate demographics (not individual personalities), i.e. their skills and abilities.
- **Style:** the way managers collectively behave with respect to use of time, attention and symbolic actions.

The key to the 7-S Model is its emphasis that performance improvement succeeds only when the focus is on the multiple dimensions of the organisation.

## 2.4.2 A Model for Organisational Development

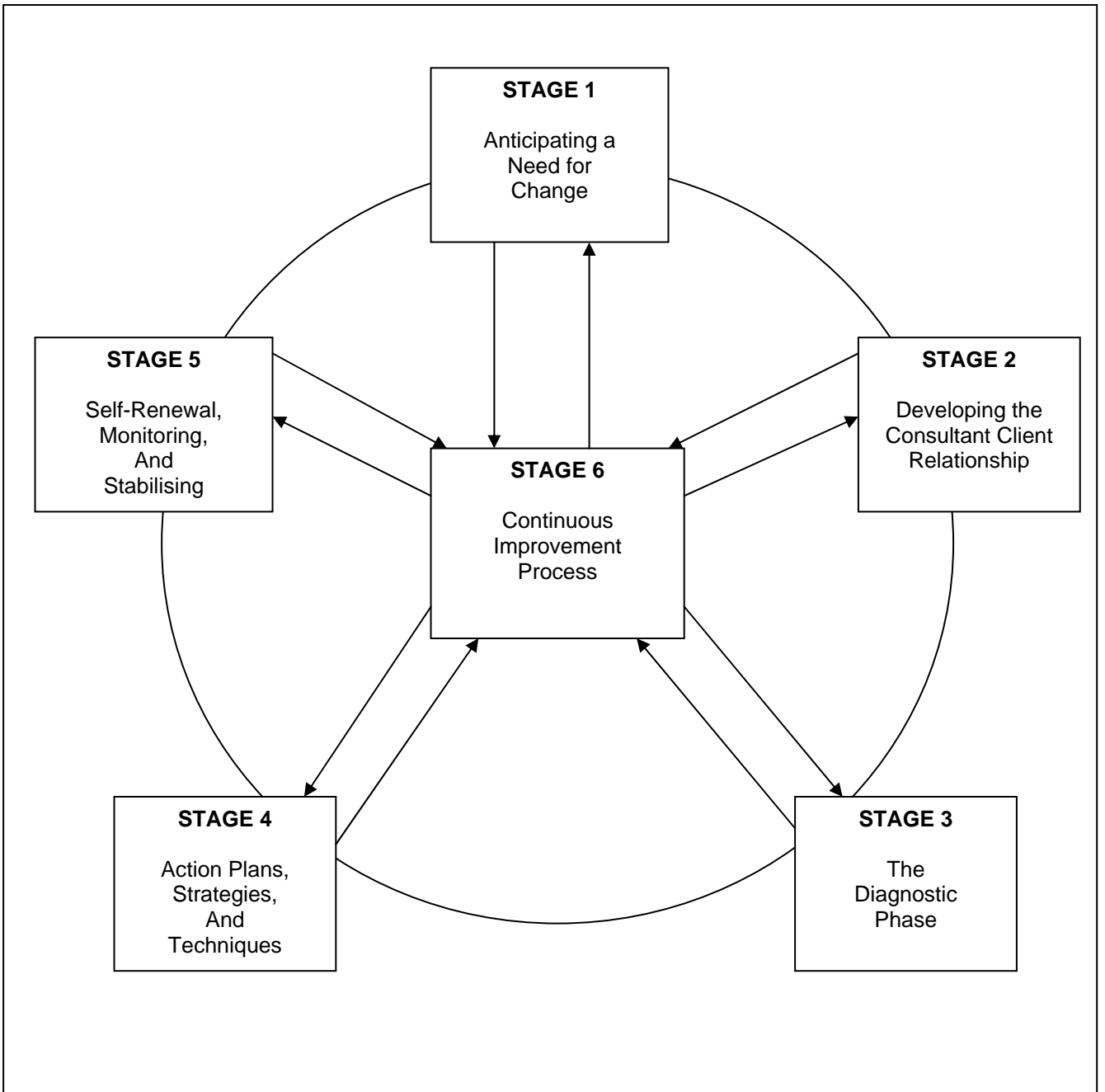
Harvey and Brown (2001:15) also refer to OD as a continuing process of long-term organisational improvement consisting of a series of stages. In an OD programme, the emphasis is placed on a combination of individual, group and organisation relationships.

The model is the six stages of the total organisation development process. Each stage is dependent on the prior one and successful change is more probable when each of these stages is considered in a logical sequence.



**Figure 1**

**Harvey and Brown's (2001:15) Model for Organisation Development's six stages**



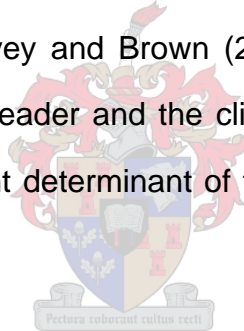


### **Stage One: Anticipating a Need for Change**

Harvey and Brown (2001:16) are of opinion that before change can or could be implemented, the organisation must anticipate the need for change. The realisation that the organisation's state has to change or that there is a need to improve, has to exist. Changes in the external or social environment or the ongoing competitiveness of organisations could result in this state of disequilibrium. A felt-need must exist, because this will convince the employees to adopt new ways or changes.

### **Stage Two: Developing the Consultant-Client Relationship**

After an organisation recognises a need for change and a change leader contacts the system, according to Harvey and Brown (2001:16), a relationship begins to develop between the change leader and the client system. The development of this relationship is an important determinant of the probable success or failure of OD.



### **Stage Three: The Diagnostic Phase**

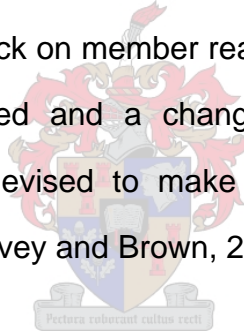
The gathering of data begins in this phase, amongst the advisor and the client. The collection of data is an important activity aimed at providing the organisation and the consultant with a better understanding of client system problems: "the diagnosis". After a large amount of data is acquired, through interviews or questionnaires, the advisor and the client analyse this data to identify problem areas within the organisation. Harvey and Brown (2001:17) emphasise that the diagnostic phase is used to determine the exact problem that needs a solution, to identify forces causing the situation, and to provide a basis for selecting effective change strategies and techniques.

#### **Stage Four: Action Plans, Strategies, and Techniques**

The diagnostic phase leads to a series of interventions, activities, or programmes aimed at resolving the identified problems and increasing the organisations effectiveness. OD techniques such as goal setting, team building, intergroup development could be applied. Of the six stages of OD programmes, more time will likely be spent at this fourth stage.

#### **Stage Five: Self-Renewal, Monitoring, and Stabilising**

Once an action plan is implemented, the next step is to monitor the results and stabilise the desired changes. This stage assesses the effectiveness of change strategies in attaining stated objectives. Each stage of an OD programme needs to be monitored to gain feedback on member reaction to the change efforts. Once a problem has been corrected and a change programme implemented and monitored, means must be devised to make sure that the new behaviour is stabilised and internalised (Harvey and Brown, 2001:18).



#### **Stage Six: Continuous Improvement Process**

“Continual change is a way of life” (The researcher). A critical challenge for managers leading change efforts is inspiring individuals to work as team. This model shows how varying OD methods and approaches are used to continuously improve performance so that the vision can be achieved. According to Harvey and Brown (2001;18) it is important to remember that no model or paradigm is perfect, but still provides useful approaches to change.

The researcher is of the opinion that these stages are very similar to the stages set out in the Strategic Management framework, which is used to do strategic planning within many of the government organisations.

## **2.5 Effective Change Management**

People change what they do less because they are given analysis that shifts their thinking, than because they are shown a truth that influences their feelings (Kotter and Cohen, 2002:1)

There is a widespread assumption in organisations that crises somehow instantly trigger change in people. According to Taffinder (1998:247), the more likely reaction from people faced by crisis is to freeze, sticking sometimes absurdly to the old, 'normal' patterns of behaviour, since it is through these behaviour patterns that they experience and feelings of self-efficacy have been strongly established. This is often accompanied by cognition and behaviour characteristics of learned helplessness-'there's nothing we can do; we can't make a difference'. At best, crisis provides the context and argument for change. This is sometimes referred to as 'unfreezing', followed by change and then 'refreezing'. (Taffinder, 1998:248)

The researcher also concludes that one of the greatest disempowering barriers of all is the mind. Kotter and Cohen (2002:112) claim that after years of stability, incremental change, or failed attempts at change, people can internalise a deep belief that they are not capable of achieving a leap. They may not say out loud "I can't do it," but at some level they feel it, even when it is not true. A good rule of thumb, according to Kotter and Cohen (2002:112), is never to underestimate the power of the mind to disempower. Another rule, never underestimate the power of

clever people to help others see the possibilities, to help them generate a feeling of faith, and to change behaviour. Considering these rules, one comes to the conclusion that participation is of the utmost importance. In successful change efforts, the vision and strategies are not locked in a room with the guiding team/change agents, it is communicated to all. Kotter and Cohen (2002:83) argue that the direction of change is widely communicated, and communicated for both understanding and gut-level buy-in. The goal, to get as many people as possible acting to make the vision a reality.

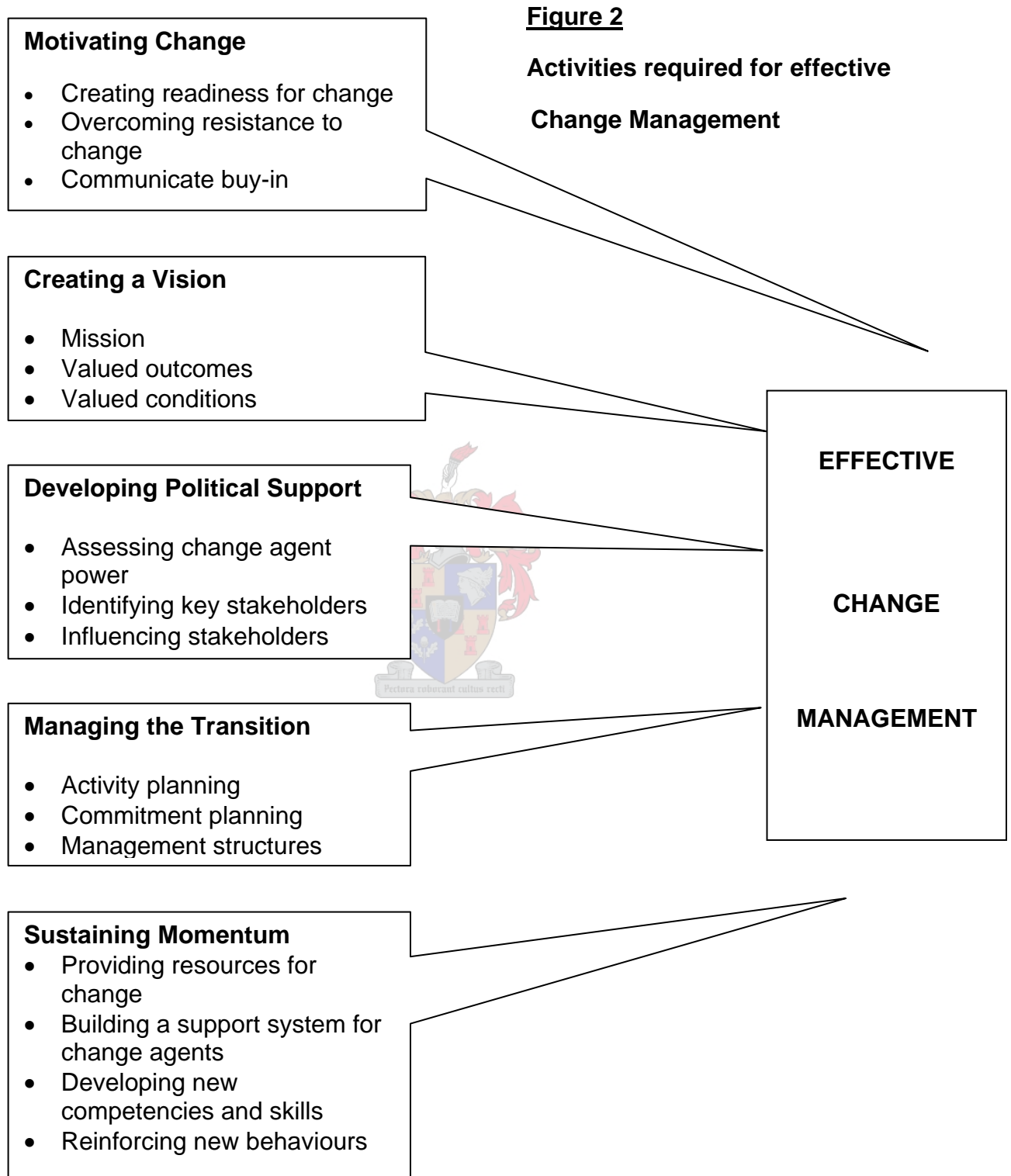
Vision communication fails for many reasons, but the most obvious is lack of clarity. Therefore the change agents have to have one basic insight - good communication is not just data transfer. One needs to show people something that addresses their anxieties, which accepts their anger, that is credible in a very gut-level sense, and that evokes faith in the vision (Kotter and Cohen, 2002:84).

Another way to think about managing OD is to ask the question: What are the key ingredients in successful change efforts? Cummings and Worley as cited by French and Bell (1999:122-123) identify five sets of activities required for effective change management:

- motivating change;
- creating a vision;
- developing political support;
- managing the transition, and
- sustaining momentum.

When managers have to implement any new initiative that will lead to a change from the old state to the new, they could consider these activities, for support and

the effective management thereof. Figure 2 below indicates the activities systematically.



## **2.6 Why Organisational Culture is so important when working with Organisational Development**

Kotter and Cohen (2002:161) argue that tradition is a powerful force, leaps into the future and can slide back into the past. One keeps change in place by helping to create a new, supportive, and sufficiently strong organisational culture. A supportive culture provides roots for the new ways of operating. Kotter and Cohen (2002:161) further mention that it keeps the revolutionary technology, the globalized organisation, the innovative strategy, or the more efficient processes working to make one a winner.

Culture is a complex concept. For the purpose of this study, it means the norms of behaviour and the shared values in a group of people. It is a set of common feelings about what is of value and how we should act. Kotter and Cohen (2002:165) claim that a good test of whether something is embedded in a culture is if our peers, without really thinking, find ways to nudge us back to group norms when we go astray.

In large-scale change efforts, the power of culture is used to help make transformation work. In one way, this is easy, for culture plays an important role in people's attitude, according to Tushman and O'Reilly (1997:100). In another, it is extremely difficult. It is difficult because, most of the time, creating a new norm means that one needs to change old norms that are deeply embedded. Therefore, it is essential to understand a fundamental and widely misunderstood aspect of organisational change. In a change effort, culture comes last, not first.

Kotter and Cohen (2002:175) argue that enterprises often try to shift culture first. The logic is straightforward. If the culture is inward-looking, risk averse, and slow, managers will change that first. Then nearly any new vision can be implemented more easily.

This seems reasonable to most managers, but it could be misleading. Tushman and O'Reilly (1997:101) claim that a culture truly changes only when a new way of operating has been shown to succeed over some minimum period of time. Trying to shift the norms and values before one has created the new way of operating does not work. The vision can talk of a new culture. One can create new behaviours that reflect a desired culture. But the new behaviours will not become norms and will not take hold until the very end of the process.

## **2.7 Conclusion**



It can be derived from this chapter that OD is a discipline focused on organisational and individual improvement, through planned change. Organisations have turbulent environments and have to face changes from the old state to the new. OD is furthermore a continuing process of long-term organisational improvement and consists of stages which are dependant on each other and, when considered in a logical sequence, more probable for successful change. Within public organisations, organisational culture plays a vital role, but could be overcome through effective change management.

According to the researcher, organisational development and change have become the foremost topics on the minds of organisational managers. And for

good reason: OD and change is happening everywhere, its speed and complexity is increasing, and the future success of organisations depends on how successful managers are at leading that change.

OD and change are requirements for continued success, and competent change leadership is a most coveted executive skill. The vast majority of change efforts are failing to produce their intended organisational results. Furthermore the very methods used in these failed efforts are causing tremendous resistance and burnout in people, loss of employee morale, and turmoil in the culture of organisations.

It is clear that leading OD and change calls for a deeper understanding of change and a new set of managerial skills and strategies. Managers must broaden their understanding and insight about what OD and change requires.

In the following chapter the researcher discusses a possible solution, method or approach that could assist managers in leading OD and organisational change. The researcher is of the opinion that Project and Programme Management could be applied within organisations to make OD and change work to the organisation's advantage.



## **Chapter 3: Project Management for success**

**“Management is ‘the judicious use of means to accomplish an end’.  
Applying management concepts to an organisation is a complex and  
multifaceted task, because the manager must deal with elusive goals,  
changing environments, and uncertain means.”**

**-Brinkerhoff, 1991:xii-**

### **3.1 Principles of Project-based management**

The aim of this chapter is to discuss the history and development of the principle, Project and Programme Management within private and public organisations. The context of project management with specific focus on what is a project and programme, the project management process and how it is applied. Furthermore the purpose and principles of project management and the effect it has on organisations will be discussed. The researcher will elaborate on the possibility of project management as an alternative approach, which could be applied by managers, to implement change efforts and to improve service delivery within public organisations.

The history of project management is often associated with the construction of the Egyptian Pyramids and the Great Wall of China. They are large complex structures, built to high standards, which have stood the test of time and must have required an enormous workforce, but with no documented evidence, the management techniques used can only be based on conjecture (Burke, 2001:11).

According to Burke (2001:11), modern day project management is associated with Henry Gantt's development of the bar chart (early 1900's) and the techniques developed during the military and aerospace projects of the 1950's and 1960's in America and Britain.

Burke (2001:12) mentions that although Henry Gantt was acknowledged as the father of planning and control techniques, it is widely accepted that the 1950's were the genesis of modern day project management. Furthermore the 1950's and 1960's saw the development of many of the special distinctive project management tools and techniques.

Rapidly changing technology and environments, fierce competitive markets and the demand for improved service delivery to the community of this country, have encouraged organisations to change their management approach. Project management and management by projects could be a possible solution for ineffective management.

According to Kerzner (1998:2) the project management approach is relatively modern. It is characterised by new methods of restructuring management and adapting special management techniques, with the purpose of obtaining better control and use of existing resources.

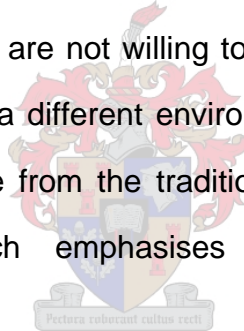
Confirming this, Knutson & Bitz as cited by Knipe, et al. (2002:17), define project management the best for the purpose of the researcher's study. It is referred to as follows:

‘Project management is a set of principles, methods, tools and techniques for the effective management of objective-oriented work in the context of a specific and unique organisational environment’.

## **3.2 Project Management for Success**

### **3.2.1 The development of the discipline**

Project management has long been discussed by executives and academics as one of the several workable possibilities for organisational forms of the future, that could integrate complex efforts and reduce bureaucracy. Kerzner (1998:2) mentions that many managers are not willing to accept change and are inflexible when it comes to adapting to a different environment. The project management approach requires a departure from the traditional organisational form, which is basically vertical and which emphasises a strong superior-subordinate relationship.



However, in order for one to understand what project management is and what it is all about, one needs to look at the context in which it is applied.

According to Knipe, et al (2002:2), project management typically takes place in a business, technical and community-based environment. These three application environments are by no means the only, but they are the principal ones amongst the various types.

Lock (2001:2) further classifies projects under four main headings, but for the purpose of this study, the researcher will only mention the applicable one:

- Management projects: Which prove the point that, every organisation, whatever its size, can expect to require project management expertise at least once in its lifetime.

These are the projects that arise when organisations relocate, develop, and introduce a new system or strategy, research and produce a feasibility report, set up a training programme, or restructure the organisation. This is also one of the main issues in discussion in the study.

The modern management of projects is a discipline that started in the 1930s with the United States Air Corps and Exxon's project engineering co-ordination function. In the same period, 'joint project offices' were being established by the United States Air Force as an organisational mechanism for achieving integration in its aircraft production projects (Healy, 1997 as cited by Knipe, et al. 2002:3)

According to Burke (2001:19) project management tools and techniques proliferated in the 1960's, were refined in the 1970's, and were integrated in the 1980's into accepted practices. He further mentions that in the 1990's, fierce competition from the Far East encouraged leaner and meaner, flatter and more flexible organisational structures, together with a more efficient systems approach.

Large organisations found that by using a management-by-projects approach, managing organisational activities through projects, they could assign their work to

many small project teams, which were able to quickly respond to innovation and service delivery to their clients. Burke (2001:220) mentions that Total Quality Management (TQM) emerged as a comprehensive project management technique, emphasising the importance of the client, continuous improvement, teamwork, and management through the project life-cycle.

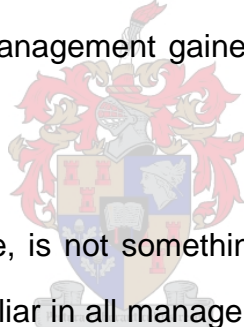
Knipe, et al. (2002:4) mention that during the 1970s and 1980s the project management community was still failing to address the strategic and institutional level of managing projects. The mid-1980s, however, saw substantial improvement. Partnering and teamwork became more accepted as important practices. The project management community began to recognise the issue of how to measure project success.

Brinkerhoff (1991:2) emphasises project management as a time-bounded implementation perspective of the resource provider, that is, the internal or external stakeholders. It is also seen as the need to generate sustainable flows of ongoing benefits for organisational development and improvement.

Burger, Ducharme, van der Molen and Theron (2002:17) identify the relevance of project management today as follows: They claim that although the project management body of knowledge emerged as the preserve of specialists in the engineering industry, its relevance for organisations in the pharmaceutical, medical, telecommunications, software and systems development, manufacturing and even service organisations, became evident over time.

Furthermore they argue (2002:17) that amidst the pressures for better performance in a highly competitive world, project management encouraged goal-orientated processes, holistic approaches to problem solving, decentralised accountability and organisational flexibility. More and more aspects of functional work in organisations are being cast in project-based structures. This is called project-based management or management by projects.

Knipe et al. (2002:4-5) mention that in South Africa, project management also started to appear in the construction, information technology, defence and development sectors. Even in education, publishing and the government sector, principles of project management were being applied. However, it was only during the early 1990s that project management gained dramatically in popularity in the government sector.



Project management, therefore, is not something new in South Africa. It is only the terminology that is not familiar in all managerial spheres as yet. The tools and techniques, however, have been in use in recent years and, for this reason, project management is familiar to the private sectors, but still unfamiliar in the public sector.

### 3.2.2 The Project Management context

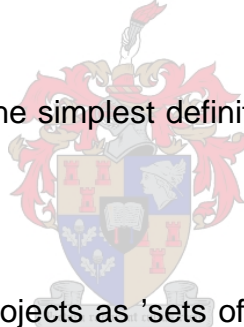
Knutson & Bitz as cited by Knipe, et al. (2002:9) see project management as both a science and an art. They perceived the term as a 'science' because charts, graphs, mathematical calculations and other technical tools support it. These are the hard skills required to manage the project. Therefore project management is

also driven by political, interpersonal and organisational factors – the ‘art’ of project management. Communication, negotiation and conflict resolution are only some of the soft skills used in this art.

### 3.2.2.1 What is a project?

When considering the above-mentioned literature on how, when and where project management started and what it consists of, it becomes clear to the researcher that a project could have any shape, size or form and it could have little or large financial implications. From the largest to the smallest, what is the essential feature that differentiates projects from other activities?

According to Turner (1993:4) the simplest definition of a project is ‘something that has a beginning and an end’.



Brinkerhoff (1991:2) defined projects as ‘sets of activities that, although designed to accomplish specific goals with a given amount of resources in a predetermined time frame, serve as building blocks for ongoing programs and performance capacity’.

Kerzner (1998:2) considers a project to be any series of activities and tasks that:

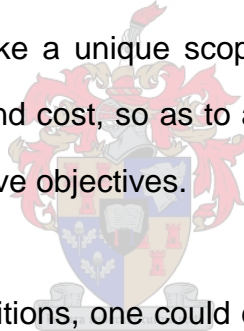
- Have a specific objective to be completed within certain specifications;
- Have defined start and end dates;
- Have funding limits (if applicable); and
- Consume resources (i.e., money, people and equipment).

Knipe, et al.(2002:10) mention a few more definitions of what a project is:

- A human endeavour that creates change, is limited in time and scope, has mixed goals and objectives, involves a variety of resources, and is unique;
- A complex effort to achieve a specific objective within a schedule and budget target, which typically cuts across organisational lines, is unique, and is usually not repetitive within the organisation; and
- A one-time, unique endeavour by people to do something that has not been done that way before.

Turner (1993:8) further states, that an appropriate definition of a project would be:

- An endeavour in which human, material and financial resources are organised in a novel way, to undertake a unique scope of work, of given specification, within constraints of time and cost, so as to achieve beneficial change defined by quantitative and qualitative objectives.



When one looks at these definitions, one could emphasize that all have a number of common threads, such as:

- Complex human endeavours;
- Creating change;
- Mixed goals and objectives, especially constraints of quality, cost and time;
- The involvement of people; and
- Uniqueness (it could be anything).



### 3.2.2.2 What is a programme?

Brinkerhoff (1991:2-3) explains that programmes have five defining characteristics,-

- Programmes are linked to existing public and/or private organisations. Programmes are carried out within ongoing organisations as integral components of their operational or delegated responsibilities.
- Programmes continue over time, as opposed to projects, which by definition have finite and often relatively short life spans, programmes extend over long periods of time.
- Programmes integrate a wide variety of production and service delivery activities. Development programmes rarely carry out a single set of tasks or activities, instead they combine clusters of related activities that form service production and delivery systems.
- Programmes operate in multiple settings. As networks of service production and delivery, programmes extend beyond a single site or location to many sites, reaching to all levels.
- Programmes are the products of policy/strategy choices by various groups in the organisation at all levels.

According to the Project Management Body of Knowledge (PMBOK) as cited by Burke (2001:4), a programme is a group of projects managed in a co-ordinated way to obtain benefits not available from managing programmes individually.

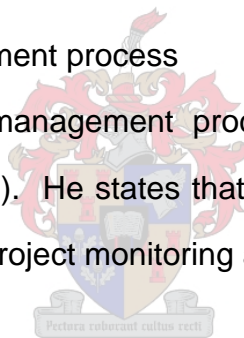
Knipe et al.(2002:12) mention further that programmes may also involve a series of repetitive or cyclical undertakings, for example:

- Utilities often speak of an annual ‘construction programme’, which is regular, ongoing operation that involves many projects.
- Many non-profit organisations have a ‘fundraising programme’, which is an ongoing effort to obtain financial support that often involves a series of discrete projects such as a membership drive or an auction.
- Publishing a newspaper or magazine is also a programme – the periodical itself is an ongoing effort, but each individual issue is a project.

Now that it is clear what a project is and what a programme is, it is important to determine what the project management process consists of.

### 3.2.2.3 The project management process

The concept of the project management process becomes clearer given the definition of Kerzner (1998:2). He states that the project management process involves project planning and project monitoring and includes such items as:



- Project planning -
  - Definition of work requirements; activities needed, also called deliverables in projects, to implement whatever needs to be done;
  - Definition of quantity and quality of work; this normally refers to the activities standards, how, what , when and number, and
  - Definition of resources needed, specific list of what is needed for implementation.
  
- Project monitoring -
  - Tracking progress; where progress on each activity is closely monitored;

- Comparing actual outcome to predicted outcome;
- Analysing impact; the effectiveness of the project, was the outcome achieved and
- Making adjustments when the predicted outcome was not achieved, consider other alternatives.

Kerzner (1998:3) further mentions that successful project management can then be defined as having achieved the project objectives:

- Within time;
- Within cost;
- At the desired performance/technology level;
- While utilising the assigned resources effectively and efficiently; and
- Accepted by the customer.

This also confirms why Lewis as cited by Knipe, et al. (2002:18) mentions that project management has four critical elements: time, cost, scope and quality / performance. These elements interact constantly and a balance must be established and maintained between them. All four elements can however not be tied down at the same time. If three are specified, the fourth must be allowed to vary.

#### 3.2.2.4 Purpose of project management

According to Knipe, et al. (2002:18) project management has certain advantages, some of which are:

- Control over the whole project, which leads to productivity;

- Shorter completion time;
- Cost control;
- Quality of the product; and
- Transparency because the whole institution or community (depending on the client) is involved.

Kerzner (1998:3) further mentions that the potential benefits from project management are:

- Identification of functional responsibilities to ensure that all activities are accounted for, regardless of personnel turnover;
- Minimizing the need for continuous reporting;
- Identification of time limits for scheduling;
- Identification of a methodology for trade-off analysis ;
- Measurement of accomplishment against plans;
- Early identification of problems so that corrective action may follow ;
- Improved estimating capability for future planning; and
- Knowing when objectives cannot be met or will be exceeded.

Project management is a multi-disciplinary profession that has considerable overlap with other disciplines and professions. Project management fits in between general management disciplines and applied management knowledge and practice. The overlap requires managers to be experienced in general management techniques and also to possess some practical experience in a specific field (Knipe, et al. 2002:23).

The researcher found that project management is unique in enabling the modern manager to manage the status quo, change and technology. A project manager is a generalist and is able to manage all facets of an organisation. They must also be able to communicate appropriate direction and means of conflict resolution to these disciplines in order to reach a successful project conclusion. Therefore the researcher also sees the main focus of project management being that it was designed to make better use of existing resources by getting work to flow horizontally (amongst employees) as well as vertically (between managers and employees) within the organisation.

Lock, as cited by Knipe et al. (2002:5), explains that the purpose of project management is to anticipate or predict as many of the dangers and challenges in a project as possible, and to plan, organise and control activities so that the project is completed successfully, in spite of all the difficulties and potential risks. This process normally starts before any resources are committed, and must continue until all work is finished. The aim is for the final result to satisfy the performance and quality requirements of the project sponsor, client or organisational goals, within an agreed time-scale and without using more money and other resources than those that were originally set aside or for which has been budgeted.

The researcher understands from the literature that projects can be carried out in just about any sphere of human life. It can involve massive space exploration, a huge software programme, making improvements to an ongoing work activity, restructuring a department, constructing a new community centre, or simply planning a holiday or wedding. Although cleaning your car or house is not a

project, organising yourself to do the work, or improving the way in which it is done, is a project (Kerzner, 1998:4).

Projects and project management according to Knipe, et al. (2002:5) are required because one cannot produce, or achieve benefits, by doing routine things, and because the expected benefits from doing the project outweigh the risks. Project management is the means by which projects are managed and change is achieved.

### **3.3 An Alternative Approach in Improving Service Delivery**

The project management approach, according to Kerzner (1998:4), does not really destroy the vertical, bureaucratic flow of work but simply requires that line organisations talk to one another horizontally so that work and objectives will be accomplished more smoothly throughout the organisation. The vertical flow of work is still the responsibility of the line managers. The horizontal flow of work is the responsibility of the project managers, and their primary effort is to communicate and coordinate activities horizontally between them and employees. This is why cutting edge organisations now acknowledge that project management contains core competencies required by all managers, employees and leaders. Questions are asked as to whether project management is applicable in the public and development sector in particular? Are the skills, tools and techniques contained in the PMBOK appropriate for circumstances where poverty alleviation is the main objective? The answer to these questions is an unreserved yes!

According to Burger, et al. (2002:18) it is right and admirable to have a vision such as “Services to All”, or “A Better Life for All”. It is extremely relevant to come to an understanding of the context within which services must be provided by means of grassroots consultation. Therefore the vision and context must be converted into short- and medium- term objectives and activities that will ensue reaching these objectives within optimum utilisation of resources and in the shortest possible time. Even with routine, functional type services, managers must realise that they should align their entire work force and resources to productivity serve objectives.

The PMBOK has now evolved to include knowledge areas such as human resource management, project communication and integration. This not only prevents an ‘engineering’ approach to problem solving, but also supports a comprehensive approach (Burger, et al. 2002:18).

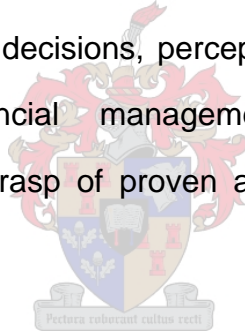
Public managers serving both line and staff functions should therefore acquaint themselves with the PMBOK. This will empower them to fulfil the requirements for a responsive public service as promised in all new policy directives of the government. (Burger, et al. 2002:18)

### **3.4 Conclusion**

It is clear from this chapter that the purpose of project management is to plan, organise and control all activity so that the project is completed as successfully as possible in spite of all the difficulties and risks. This process starts before any resources are committed and must continue until all work is finished. The aim is for the final result to satisfy the objectives of both the project performer and the client.

Projects, and the means of managing them, are hardly new, as the wonders of the ancient world testify. However, in recent years project management has become recognised as a branch of management in its own right, with its own professional associations and with a comprehensive and expanding range of procedures and techniques.

Today's project manager has ready access to a wider than ever range of cost-effective tools for planning and controlling a project. The most successful manager will be capable of choosing and using these techniques that best suit the particular project. Furthermore realised it involves a whole framework of logical and progressive planning and decisions, perceptiveness, common sense, proper organisation, effective financial management, painstaking attention to documentation, and a clear grasp of proven and long-established principles of management and leadership.



Successful future organisations will be differentiated by the quality of management planning and decision-making. By virtue of broad experience, a flexible approach, and a “people-oriented” leadership style with focus on excellence in service delivery, today's project managers should be able to cope, with ineffective management and the changing environment.

Throughout the chapter it became evident that with proper preparation and support, the road toward excellence in project management should not be as difficult as one might expect. Organisations would be able to easily see visible signs that they are heading towards service improvement and excellence.



In the following chapter the researcher will explain and discuss what actual service delivery means and consists of, within organisations. When considering Project management it is important to understand what service delivery means and consist of to ensure that the predicted outcome of a project, which is normally to improve service delivery, is reached.

The whole emphasis will be placed on developing a culture of Good Governance. The researcher will also look at the government's role in Public Sector Transformation and its approach in improving service delivery to all communities and inhabitants of South Africa.



## Chapter 4: Rethinking Public Service Delivery

**“ The Vice President Pat Asp of an American organisation, puts their mission this way: ‘We’re a service organisation. When you think about that, our only asset is our people. Everything we do, all the value we create, comes through people. The way I think of it, only people can serve customers. Only people can create and innovate’.”**

**-as cited by Carter, Giber and Goldsmith, 2001:66-**

### 4.1 Introduction

The aim of this chapter is to elaborate on the nature of service delivery and the different perceptions in this regard. The researcher will focus on the views of the Presidential Review Commission (PRC) regarding their views on the development of a culture of Good Governance as well as the important role Public Sector Transformation plays in building capacity within the public service. The service delivery improvement initiatives from government will also be discussed.

In South Africa, as well as elsewhere, government is being transformed. In response to fiscal pressures, the size and cost of the public sector have been or are being reduced. At the same time, governments are making difficult choices about the strategies and programmes they consider most essential and will continue to administer themselves, and other activities that may be devolved to others or discontinued (Mufamadi, 1998:3). In addition, new conceptions of how government should function have emerged, notably, there is greater emphasis on

how government departments are managed and the way they serve the public (Mufamadi, 1998:4).

Mufamadi (1998:4) further mentions that, at the heart of these new conceptions and policy directives on how government should function, lies the challenge of enhancing the transformation of government entities so that they are able to function effectively within the new democracy.

This requires, on the one hand, a focus on issues relating to the role of government entities in the constitutional order, their legitimacy and the delivery of an effective service to the public. On the other hand, this also requires a dedicated focus on encouraging the citizens to become more co-operative and emphasises the importance of their participation in these new visions of government.



#### **4.2 Rethinking Public Service Delivery**

Considering the transformation brought about by the Constitution of the Republic of South Africa, 1996 and The White Paper on the Transformation of Public Service Delivery (WTPSD), published in 1995, government had no choice but to investigate the current situation with regard to service delivery to citizens. Government organisations have to focus on the range of services they provide, but also have to rethink the way public service is rendered to communities.

#### 4.2.1 The Nature of Service Delivery

Proof also exists that service delivery to citizens originated thousands of years before the birth of Christ. People were prepared to live in close proximity to others and to be subjected to a form of governing body, and this is what gave rise to service delivery. According to Du Toit, et al (2002:88) the responsibility for service delivery denotes the delivery of some kind of collective or common services. Originally, services delivered were collective or common and basic, e.g. defending the community and members of the community against aggression and turmoil.

Therefore, from the researcher's point of view, public service delivery is a crucial responsibility of government and government organisations. Public service delivery by government organisations is the result of public administration and management.



Although, public services almost everywhere are becoming, or have already become, smaller, and will no longer carry out all of their functions (considering outsourcing), the public sector will continue to provide a range of services directly to citizens. In the context of the responsibilities and functioning of public sector organisations, the concept of “service” has a number of aspects (Zussman, 1994:6).

According to Seidle (1995:8) three ‘related, and somewhat overlapping’ service functions can be identified:

- 1) the development of policy proposals and legislation in support of ministers;
- 2) the regulatory responsibilities of government; and

- 3) the provision of benefits, usually through the transfer of resources or information to the public or through the operation of various types of facilities.

This indicates the hierarchical responsibilities and/or functions of providing services to the public from parliament and the ministers to the local government entities, that for example offer the population access to water and electricity.

A distinction can also be drawn between direct and indirect recipients of public services.

Where government departments or divisions serve other parts within that government, it is referred to as indirect service to recipients. Mostly the emphasis falls on direct recipients of services. Farquhar as cited by Seidle (1995:8) identifies three categories of direct recipients:

- 1) Voluntary users: For example, people who visit parks, obtain licenses or receive information about government programmes.
- 2) Entitled users: Those who receive particular monetary benefits such as income security or services directed at the general population – for example, policing, roads and waterworks.
- 3) Compelled users: Citizens who must comply with laws and regulations that are in the public interest, entailing, for example, fines, taxes and speed limits.

Viewed in this way, directly provided services extend beyond face-to-face or telephone contacts with public servants or written responses to applications,

questions or complaints, activities often referred to as “transactions.” Further more, the nature of such service can be seen as multi-faceted. According to Zussman (1994:9), the definition of service can be divided into three elements:

- 1) The core – is the benefit of the service such as compliance with the law.
- 2) The tangible service – is the license, providing transportation, or advice to a client.
- 3) The augmented service – includes communication, information, responsiveness, problem-solving, etc.

A further characteristic of direct service delivery is that it is by no means an objective or ‘mechanical’ interaction, as David Zussman (1994:9) has underlined:

“Facing the public servant is a member of the public who has certain expectations about the type of service. These expectations were formed on the basis of a value structure, which also relates to the client’s perception of the role of government in society and, specifically, about the type of service expected from a normal governmental organisation. These expectations and perceptions derive from previous experiences with public servants and also the experiences of others.”

Borins (1994:38) argues that questions of values and perceptions mean that the process of service delivery requires subtle understanding, and that simplistic nostrums may fail long after they are embraced. One of these nostrums is that public- and private-sector service provision are analogous – as reflected in the growing tendency to refer to the recipients of public services as “clients,” “customers” or even “consumers”. The term “customer” is particularly unsatisfactory, in the sense that the user of a public service, unlike the exigent shopper, often cannot choose another provider (Borins, 1994:38).

Borins (1994:38) claims that an advantage of the expression “citizens” is that it ought to remind us that those who receive services from the public sector also have responsibilities: for example,

- To obey the law being administered;
- To provide sufficient information when a particular transaction is executed;
- To collaborate with public servants as they seek to resolve problems; and
- To help identify improvements respecting the substance of public policy and measures for its delivery.

Seidle (1995:10) mentions that the relationship between service deliverer and recipient as one of “co-production,” in which “the delivery of the service depends on the intelligent judgment and responsible commitment of both parties.”

Service delivery therefore starts with the needs of the community and it is the responsibility of governing bodies to deliver or provide a service for this need. But it must also be taken into account that the community and the government bodies have a responsibility and commitment, the community abide by the laws and regulations made by government, and the government is obliged to deliver service functions.

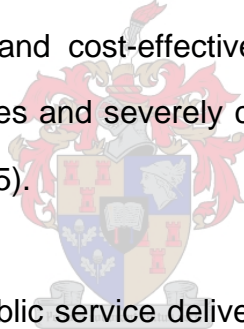
#### 4.2.2 Developing a Culture of Good Governance

According to Theron, et al. (2000:29) good governance is a means to maintain social stability and well-being through deepening democracy, structuring social relationships and conflicts and ensuring responsive delivery. Good governance is

not about the impartial mediation of various interests in society; rather it is about promoting a set of values in the context of diverse interests and concerns.

According to the researcher the nineties witnessed a radical shift from the politics of conflict and confrontation to the politics of negotiation and consensus-building in South Africa. This sea change, which resulted in the Interim Constitution of The Republic of South Africa, 1993 and the new Constitution of The Republic of South Africa, 1996, is important as it fundamentally altered the conception of societal transformation and nation building in South Africa.

The deficiencies of the public service were less visible as long as it preformed the routine tasks. The new political dispensation and the consequent need to deliver services efficiently, equitably and cost-effectively to the whole population, has provided the greatest challenges and severely constrained its capacities (Theron, Van Rooyen and Uys, 1998:135).



This resulted in a review of public service delivery by government entities. South Africans and the government needed to review the government's functions in relation to the operation, transformation and development of the South African public service. They had to decide as to when and how to steer government functions ensuring good governance as an effective and efficient government entity, that would concentrate on rowing instead of running business (Theron, van Rooyen and Van Baalen, 2000:30).

The need for the Presidential Review Commission (PRC) was first highlighted in The White Paper on the Transformation of Public Service Delivery, (WTPSD), published in 1995. The PRC was officially titled 'The Commission of Inquiry



Regarding the Transformation and Reform of the Public Service'. Its terms of reference were published on 8 March 1996 (Government Gazette No. 17020), with the specific mandate to inquire into the structures and functions of the public service and its statutory bodies. The focal question for the PRC was how to make the public service a legitimate and effective development-oriented instrument of long-term transformation, capable of bringing services to the citizens on an equitable basis, and of facilitating the development of service excellence (PRC, 1998:5).

As acclaimed by the PRC the major achievement of this process has been the democratisation for the first time, of South African society. While problems abound, even the most determined sceptics were likely to note the shared conviction among South Africans that democracy was here to stay (PRC, 1998:13).



The very appointment of this Commission was another indication of the widespread commitment to transparency and open governance. The injection of “new blood” into the public service after 1994 has generally resulted in an improvement in the extent of service provision.

In the WTPSD, released in 1995, the Government outlined a broad policy framework for transforming the South African public service in line with the following vision:

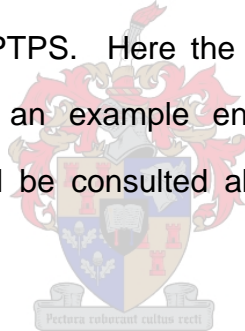
“The Government of National Unity is committed to continually improving the lives of the people of South Africa by a transformed public service which is

representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all” (WPTPSD, 1995).

In pursuit of this vision, the Government developed the following mission statement:

“The creation of a people-centered and people-driven public service which is characterised by equity, quality, timeousness and a strong code of ethics. (WPTPSD, 1995)

Theron, et al (2000:31) mention that it was equally important that the various government departments had to implement the ‘Batho Pele Principles’ (“People First”) as contained in the WPTPS. Here the first principle of ‘Batho Pele’, viz consultation, is emphasised, an example ensuring people participation with government. “Citizens should be consulted about the level and quality of the public services they receive”.



These statements were premised on a fundamental re-definition of the role of the state and its relationship to civil society. Furthermore, Chapter 3 and 10 of the New Constitution of South Africa (1996) make provision for an integrated, inter-sectoral, and co-operative approach to governance. These provisions commit all three spheres of government (national, provincial and local) to be transparent in policy-making and inclusive in its approach.

The new Constitution of the Republic of South Africa, 1996, (Section 195 (1)(d)) further stipulates that the public administration should adhere to a number of principles including:

- A high standard of professional ethics should be promoted and maintained;
- Services should be provided impartially, fairly, equitably and without bias;
- Resources should be utilised efficiently, economically and effectively;
- People's needs should be responded to;
- The public should be encouraged to participate in policy-making; and
- Public administration should be accountable, transparent and development-oriented.

According to the PRC (1998:14) most government organisations and departments have gone through some form of participatory strategic planning process and have formulated their own visions, missions, policy objectives and strategic plans. Some of these have been made public through the publication of Green or White Papers, development strategies or policy documents.

The Commission (PRC, 1998:46) also noted the encouraging improvement in service delivery that has taken place in a number of national departments, although they felt that there was still scope for further progress. Other departments have done less well, however. Those in a near-crisis situation included Education, Safety and Security, Correctional Services and Justice.

The researcher states that reasons given for lack of delivery ranged from structural limitations to the lack of will and ability on the part of senior public service managers. Nevertheless, it became clear the Commission believed that, despite such problems, more could be done to improve the levels and quality of service provision. To reverse this situation there is a urgent need for bold policies for

strategic transformation and a management cadre with the political and administrative will to implement meaningful change in service delivery.

#### **4.3 Public Sector Transformation: Building Capacity in the Public Service**

In the WTPSD (1997: 1) transformation was defined as a dramatic, focused and relatively short-term process, designed to fundamentally reshape the public service for its appointed role in the new dispensation in South Africa. Pursuing the already-mentioned vision and mission, the Government opted for a “strategic change management” or “strategic developmental” approach to administrative transformation.

According to the Minister for Public Service and Administration, Geraldine Fraser-Moleketi (SAAPAM, 2000) “transformation in the public service is about maximising the impact of the state on society. The state system must ensure that public goods reach the right clients prompt and effectively. Acceleration in the provision of public goods and services is about accessibility and quality of services, how efficiently they are provided and whether these services are achieving the desired impact on society. This is what the state and especially the public service is ultimately accountable for”. (Fraser-Moleketi, SAAPAM, 2000)

Hence the key questions that the transformation process, within the context of the public service, must answer are the following (Fraser-Moleketi, SAAPAM, 2000):

- Are the services achieving the desired policy objectives or desired impact on society?
- Are the services accessible to all those who need them?

- Are the services of sufficient quality or, in other words, are citizens getting value for their contribution to the sustenance of the state system?
- Are the services being provided in the most efficient and cost effective manner?
- Are the services being provided in conformity with the value system as defined by the law?

The researcher argues that to be truly honest, the answers to most of these questions are no. From the researcher's background and personal experience within a public organisation, services are currently not achieving the desired impact and the citizens are most definitely not totally satisfied with the services provided by government departments. Therefore it is necessary for government departments to take a new approach and focus on elements that could improve our public service environment.



In many ways the approach taken by our public service is affirmed by academics like Gordon Draper, Commonwealth Association for Public Administration and Management (CAPAM) Director for International Development (2000:29) in his reflection on governance at the turn of the century. He notes contemporary elements of the new public management environment as:

- People centredness: focusing on people issues and ensuring that they are the centre of development is taking on a whole new meaning in terms of developing programmes for poverty eradication and pending developmental issues.
- Holistic approaches: the acceptance of the issues being interconnected and the need for a broader development framework.

- Inclusiveness: institutional frameworks will need to develop an inclusive strategy involving participation of stakeholders from all areas.
- Shared vision: learning organisations should share vision about current and unfolding developments in the public service.
- Accountability: focuses on the importance of accountability and the need for an enforceable code that enshrine the principle.
- Openness: public access to information.
- Performance focused: focused on outputs and outcomes and away from traditional concerns with inputs.
- Continuous learning: increasing complexities of our time and the changing of demands ask for a commitment towards continuous learning.
- Ethics and values: this is a central feature of dialogue; there is a need for clear ethical principles and stringent measures with regard to the fight against corruption.
- Partnering: not only for financial assistance but also for skills transfer.
- Leadership: the need for effective leadership for the development of effective service delivery.

For the researcher it is encouraging that the work of our public service is very much in line with the vision of public management practitioners and academics internationally. Like many other countries, South Africa also has challenges in terms of making it's vision a reality. This is why government has to start implementing improvement initiatives from their side, to indicate to communities all over South Africa that they are committed to ensuring improved service delivery for all.

#### **4.4 Service Delivery Improvement Initiatives**

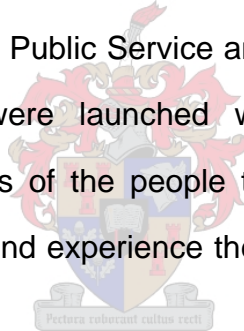
Minister Fraser-Moleketi (SAAPAM, 2000) emphasised the importance of productivity in the public sector through the capacity-building programmes targeted at the leaders and managers of the public service. According to the minister managers must become more strategically oriented and will have to start focusing on initiatives or methods like “Service Delivery Innovation”.

The Minister further mentioned, at the SAAPAM Conference (2000) that Service Delivery Innovation (SDI) is an optimum mix of flexible service delivery mechanisms and tools, that can be strategically used, to achieve service delivery objectives either directly by government departments or in collaboration with other sectors, such as the private sector or through non governmental organisations. Partnerships can complement the capability of the public service to deliver services, as well create ownership by communities. Therefore they do not substitute the need for an effective and responsive public service.

From the researcher’s point of view the SDI option is not an end in itself, but a means available to deliver services affordably and efficiently in the context where the demand for basic quality services continues to outpace the available resources. SDI is not meant to be a replacement of the traditional methods of direct service delivery but a strategy to provide departments with greater flexibility in addressing service delivery objectives. According to the researcher Price Waterhouse Coopers is an organisation that currently assists other organisations in implementing SDI’s.

The researcher feels that the Government's most important task are to build a public service capable of meeting the challenge of improving the delivery of services to the citizens of South Africa. Access to decent public services is no longer a privilege to be enjoyed by a few; it is now the rightful expectation of all citizens, especially the previously disadvantaged. This is why the guiding principle of public service transformation and improvement is "service to the people". The transformation of our public service is to be judged, rightly, by the practical difference people see in their everyday lives. That is why the WTPSD, or better known as the "Batho Pele" principles, were launched.

In regard to this, people have similar points of view and according to Zola Skweyiya, the then Minister for Public Service and Administration, the reason why the Batho Pele principles were launched was to turn words into action. Government wanted the needs of the people to come first and to be satisfied. They wanted people to view and experience the public service in an entirely new way. (WTPSD, 1997:1)



The researcher agrees with this and it is now clear that government had to take action in achieving their vision, to make the needs of the people come first and be satisfied. It was required from government departments to put the eight Batho Pele principles into practice, through identifying the small but important improvements in their service delivery processes, which could be immediately attended to and implemented. These included the speeding up of response times to all complaints or problems of citizens. Furthermore the WTPSD (1997:3) also required departments to follow their implementation strategy to develop service delivery improvement programmes that would set



standards for the services they provided and require them to monitor results thereof.

According to the researcher this further required that in future, users of public services have to be consulted about their needs and priorities. More accessible and responsive arrangements are to be developed in enabling individual members of the public to get something done if standards are not met. With regard to the researcher's personal experience and knowledge, government departments have started to implement, after the implementation of this White Paper (WTPSD, 1997) more Service Delivery Improvement initiatives.

#### **4.5 Conclusion**

Improving the delivery of public services means redressing the imbalances of the past and, while maintaining continuity of service to all levels of society, focusing on meeting the needs of all South Africans and especially those, who have previously been disadvantaged in terms of service delivery.

Considering the facts within this chapter, government had to adopt a new approach in improving services. Improving service delivery calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes, and a search for new ways of working which put the needs of the public first, is better, faster and more responsive to the citizens' needs. For government it also means a complete change in the way that services are delivered. The objective of service delivery therefore includes development, welfare, equity and efficiency.

The introduction of a Service Delivery Improvement initiative such as “project management” cannot be achieved in isolation from other fundamental management changes within the public service. It must be part of a fundamental shift of culture whereby public servants see themselves first and foremost as servants of the citizens of South Africa.

Improved service delivery cannot only be implemented by issuing circulars. It is not only about rule books and ‘prescripts’, because it is not simply an ‘administrative’ activity. It is a dynamic organisational development process out of which a completely new relationship is developed between the public service and its individual clients. To implement a service delivery innovation successfully, public service managers require new management tools, SDI’s as mentioned in the chapter, such as “Project Management”.

Why consider a link between service delivery and project management? For the good reason that project management is more focussed on a specific aim or goal, and to reach a common objective within a specific time frame. Also for the fact that all relevant role players are involved throughout projects and progress to ensure time, cost and quality is closely and frequently monitored. And this is the main vision of most organisations to ensure that their services to their clients are done in an acceptable time, with acceptable cost and a service that is of good standard and quality.

The aim of the next chapter is to indicate the two approaches namely, Organisational Development and Change and Project and Programme Management can be applied to achieve improved Service Delivery. This will be

indicated through a model created by the researcher to show the impact these disciplines could have on an organisation, whether it is a private or public organisation.



# **Chapter 5: The Approaches coming together: A Model for improved service delivery**

**“Success is peace of mind which is a direct result of self-satisfaction in knowing you did your best to become the best you are capable of becoming...”**

**- John R. Wooden –**

## **5.1 Introduction**

In this chapter the focus is on a model for the improvement of service delivery, designed by the researcher. The reason for the model will be explained and the main purpose of the model will also be discussed. A more detailed discussion and explanation of the model will be given thereafter.

## **5.2 The Approaches in One Model**

Studying the approaches in more detail and understanding the importance thereof, it is clear that Organisational Development and change is important for organisational growth. Project and Programme Management could be seen as an alternative management approach that managers could apply in their daily working environment. Furthermore, improved service delivery is an aim and objective for most organisations, and therefore the researcher wanted to combine this in one easy model. The model immediately shows that each of these approaches has a positive effect on each other and that service delivery is improved in the long-term.

### **5.3 The Purpose of the Service Delivery improvement Model**

Models are known for the fact that they integrate concepts. The researcher wanted a model that will visibly indicate what this research focussed on, and the impact the discipline studied could have on an organisation when applied by managers.

Managers have to be able to see, that the approaches do not have the same effect when they are applied in a fragmented manner, but have a more positive outcome when integrated and linked practically. The researcher's point of view is that these approaches are interdependent and when applied and integrated in practice, they achieve more than when they are applied separately within the organisation.

### **5.4 The Service Delivery improvement Model**

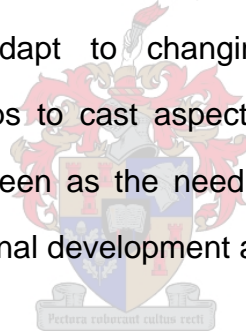
After exploring and evaluating relevant literature given by other authors on the approaches with regard to Organisational Development and Change, Project Management and Service Delivery, the model and its aim can be explained as follows.

Organisations today face enormous challenges, with regard to their environment and the demands the community place on them, especially public organisations. Managers daily have to manage these turbulent environments and at the same time have to establish organisational growth and enhance the performance of all members within the organisation. Therefore the importance of Organisational Development is to improve the organisation and the people within, but managers

have to bear in mind that sometimes they have to adapt to change to achieve organisational growth.

The researcher also believes that organisational change can be seen as long-range efforts and programmes aimed at improving an organisation's ability to survive – these are planned, systematic approaches or initiatives to adapt to changes in the environment. Once managers realise that change does have positive outcomes, organisational growth will automatically follow.

Amidst the pressures that these managers have to face for better performance, the researcher's view is that Project and Programme Management can be applied as an alternative approach to problem solving. Whether the objective is to achieve organisational growth, or adapt to changing circumstances, Project and Programme Management helps to cast aspects of functional work into project-based structures. It is also seen as the need to generate sustainable flows of ongoing benefits for organisational development and improvement.



According to the researcher, if organisations want to effectively deal with unforeseen challenges, the internal culture must be responsive, adaptive, and capable of learning and implementing innovative ideas or approaches, such as project management.

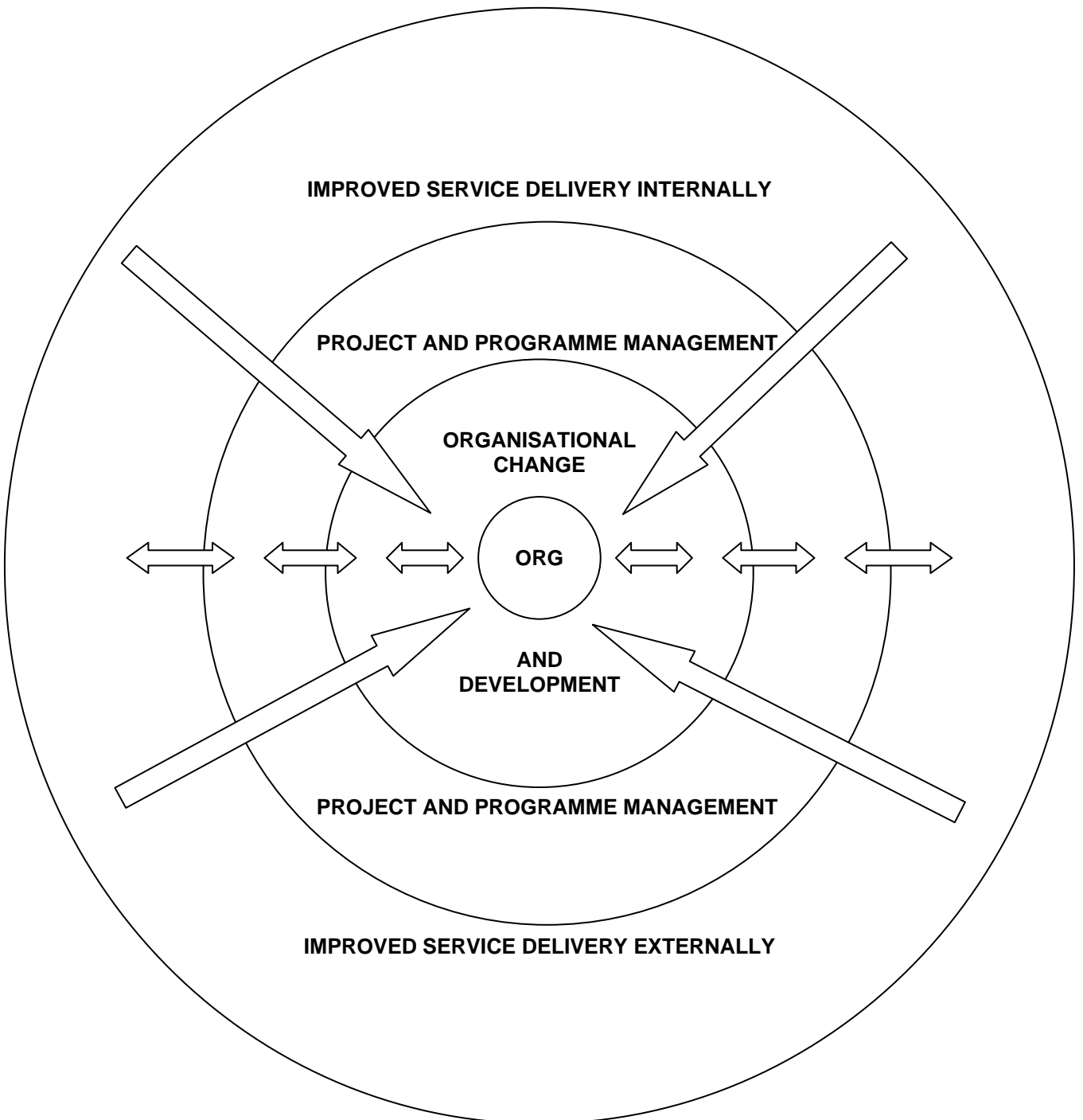
Therefore the researcher can now easily explain the theory that:

‘Organisations have turbulent and changing environments and have to adapt to this by going through processes of organisational development and change. But for them to succeed, develop and improve their services to all, they could make

use of other techniques, programmes and approaches. One of these alternative approaches recommended by the researcher is Project and Programme Management.

**Figure 3**

**The Service Delivery Improvement Model**



The small arrows coming from and returning to the organisation indicate that managers have to apply these approaches in this sequence to manage their environment and organisation effectively throughout, internally and externally.

The long arrows returning back to the organisation spanning over the other focus areas, indicate that in the long-term, when the organisation considers Project and Programme Management as an alternative approach to adapt to Organisational Change and ensure Organisational Development, the organisation will achieve Improved Service Delivery internally as well as externally.

In short, it is clear that the model will integrate the approaches, link them practically and positively manage the effects of change, and optimally achieve the objective of improved service delivery to all.



## **5.5 Conclusion**

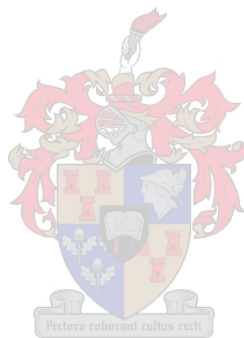
The purpose of this chapter was to indicate the positive effect these approaches within the Public Administration and Public Management context, could have on public organisations as well as other organisation.

The researcher's model, indicates the integration of the approaches in an easier more visible manner and the application thereof within the organisation in the short- and long-term. It also indicates that the long-term objective, of achieving Improved Service Delivery, is possible if managers consider Project Management as an alternative



Management approach when they have to adapt to change to enhance performance and service delivery overall within the organisation.

In the next chapter the researcher will give an overview of the current situation in the South African Police Service with regard to Organisational Development and change, Project and Programme Management as well as service delivery within the SAPS and current initiatives used to improve services.



# **Chapter 6: The South African Police Service: Committed to Service Improvement**

**“The challenge for the SA Police Service lies in the need for continued, radical improvement in the quality of service delivery to all communities in South Africa. The tide has turned. Let us build a people’s contract for a safe and secure South Africa.”**

**- SAPS National Commissioner J S Selebi –  
(Planning Information for the SAPS 2003/2004, 2003:4)**

## **6.1 INTRODUCTION**

This chapter will focus on the South African Police Service (SAPS), prior to 1994, its organisational background, the strategic direction they are currently following as well as Service Delivery Improvement initiatives implemented over the past few years. The researcher will also give an overview of the external role players and the support given to the SAPS. The initiative and necessity of a Provincial Project Center will be discussed and thereafter explained. The successes of International Project Centres will also be briefly discussed.

The advent of democracy in April 1994 ushered in what is the most optimistic era in the history of our country. Whereas apartheid obliged policemen and policewoman to disregard the human rights of fellow South Africans, they have now been offered a place of pride in the process of building a new and better life for all. The advent of democracy brought about the potential for unprecedented progress for our country and held the promise that our people would be able to live

their lives in prosperity and peace (Draft White Paper on Safety and Security, May 1998:1).

In the immediate post-1994 period, the government's policy agenda on safety and security was shaped by two objectives: firstly, to rehabilitate the police to ensure they become protectors of all communities; and secondly, to mobilise our people to participate in the provision of safety and security (Draft White Paper on Safety and Security, May 1998:2).

Critical to this process was the establishment of effective mechanisms of civilian oversight to, firstly, support the Minister in providing clear policy direction to the police and, secondly, to ensure, through monitoring, that the police served the people of the country (Draft White Paper on Safety and Security, May 1998:3).

The initial policy direction was laid out in the 1994 Green Paper on Safety and Security, which emphasised three policy areas – democratic control, police accountability and community participation in issues of safety and security. The South African Police Service Act of 1995 concretised these new policy objectives.

In 1996, the Government adopted the South African Police Service National Crime Prevention Strategy (NCPS) for 2002/2005. The NCPS provided a framework for a multi-dimensional approach to crime prevention. Amongst other things, the NCPS provided a means by which government departments could integrate their approaches to problems of crime control and crime prevention.

The principles of the Green Paper on Safety and Security of 1994 and the NCPS continued to frame the development of policy within the department. The emphasis has shifted towards improved service delivery. Therefore the Draft White Paper on Safety and Security presented policy proposals intended to establish a stable and effective department, capable of fulfilling its mandate to the people of South Africa. (Draft White Paper on Safety and Security, May 1998:4)

The White Paper on Safety and Security of 1998 also advocated institutional reform, which will create a clear separation between the political responsibility for policy formulation on the one hand, and the managerial responsibility for the implementation of policy on the other. This implied that government would take firm control of the policy environment within which the police are required to operate and, at the same time, provide greater managerial autonomy for the police to execute their operational mandate. This would, in effect, ensure greater accountability and improved service delivery to our communities (Draft White Paper on Safety and Security, May 1998:4).

Therefore, while the public rightfully demands improvement in the quality of service delivered by the police, members of the public also have a responsibility to assist the police to deliver a better service. Here, co-operation with the police is as essential as restoring the morality that prevents participating in or encouraging unlawful activities.

In order for the researcher to be able to explain and discuss the reason why the SAPS have to rethink their service improvement initiatives and the way services

are provided to communities, it is important to have an overview on what happened, prior to 1994.

## **6.2 SERVICE DELIVERY IN THE SOUTH AFRICAN POLICE SERVICE (SAPS)**

The researcher has to emphasise that prior to 1994, the South African Police Force was not seen as all that “bad”; unfortunately policy and initiatives such as the Constitution, the Batho Pele principles and the Presidential Review Commission, were not available to assist police managers in easing the management of policing functions. The main focus and objective of SAPS was to fight and combat crime, ensuring a safe secure environment, with what ever resources and budget were available.

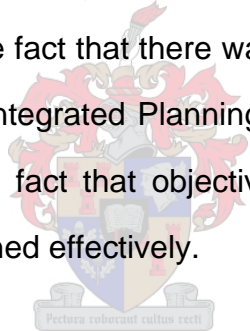
### **6.2.1 Organisational Background: Post -1994**

The transformation agenda set by the first democratic government of 1994, as already mentioned, continued to present important challenges to the environment of safety and security, but especially for the South African Police. The most important aspects of this transformation were emphasised in the White Paper on the Transformation of the Public Service (1995). Also known as ‘The Batho Pele White Paper’, it outlined the improvement of service delivery as the key to transformation.

However, when one looks carefully into the history of the SAPS, the need for change becomes clear. The need for change was not only from external

pressures such as political pressures on the SAPS, but also from internal factors such as the need for proper strategic alignment, due to:

- In 1995 all police agencies of the previous homelands (Transkei, Bophutswana, Venda and Ciskei) and Self-governing Territories (Gazankulu, Kwadabele, Lebowa, Kwazulu and Qwa-Qwa) were amalgamated within the SAP to form the present South African Police Service.
- Within this new amalgamated SAPS programmes and projects such as Project Lifeline, Community Policing Pilot Project and Management by Objectives were running simultaneously in a fragmented manner, without any co-ordination thereof at station level. The fact that there was no integration of these projects and programmes into the Integrated Planning Process at the area offices and stations, contributed to the fact that objectives that had been set out to be achieved could not be attained effectively.



To ensure the improvement of service delivery, SAPS National Office embarked in 1997 on a Service Delivery Improvement Programme (SDIP) funded, developed from Belgium, which was announced as a national priority. One of the new strategic focuses of the SAPS for 2000 to 2005 is the “improvement of basic service delivery to all communities”(SAPS Strategic Plan 2002-2005).

The ultimate aim of SDIP in relation to the Growth Employment and Redistribution (GEAR) policy from government and NCPS was to achieve the strategic focus and policy goals of the Government, also followed by and explained within the Reconstruction and Development Programme (RDP). In order to realise the

achievement of GEAR, NCPS process was initiated which demanded inter-departmental crosscutting processes between the various government departments.

The department Strategic Management SAPS Western Cape argued that, in order to achieve the strategic perspective of the Government, there needed to be an integrated approach into the priorities and objectives of various state departments. Therefore, the programmes and projects that were designed for implementation, had to have a service impact, and ultimately meet the requirements of society. (Strategic Management Western Cape, April 2000:4)

The co-ordination of the establishment of the SDIP in the Western Cape (Strategic Management Western Cape, April 2000:4) was based on the aim of the NCPS, which was to reduce the level of crime through:

- Addressing all areas which impact on crime as part of a greater initiative to improve economic growth and development;
- Generating and developing a shared understanding of what crime prevention involves;
- Integrating the policy objectives of a range of central government departments and providing guidelines for programmes taken up by SAPS Western Cape;
- Providing a basis for the development of a common vision around crime prevention;
- Mobilising the SAPS resources in a way which was integrated, co-ordinated and open to evaluation;
- Creating a sense of confidence that crime will be successfully reduced; and
- Maximising participation in crime prevention arena.

The strategic pillars for the SDIP were based on the key principle of the NCPS, that crime cannot be tackled in a fragmented manner. It required an integrated multi-agency approach, where all relevant role-players viewed crime prevention and policing in general as a shared responsibility and collective priority (Strategic Management WC, April 2000:5).

From the researcher's point of view, it is evident that the SAPS had to embark on a more effective manner, to integrate the daily policing processes and also to ensure the effective implementation and functioning of the NCPS. The Provincial, Area and Station levels had to adopt this new initiative by National Office and had to make sure that the SDIP process became a policing priority.

#### 6.2.2 Strategic Direction of the SAPS

The SDIP became the "how" (the strategic vehicle) by which the SAPS would travel the road to achieve its Vision. The SDIP provided the SAPS with the necessary practical management tools in order to overcome the identified obstacles in reducing crime. Two important questions were to be considered to achieve the vision, Improved Service Delivery to all,

- 1) What is the Vision of SDIP?
- 2) What is the Mission of SDIP?

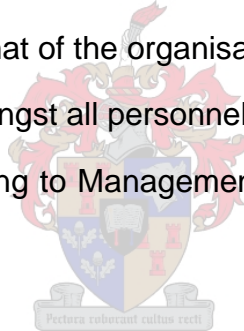
The answer to these questions was clearly, to provide the community with a task as well as human related officials by means of efficient, effective, professional and responsible service.



According to the Head of Management Services in the SAPS (November 2000:6), the SDIP programme has certain objectives;

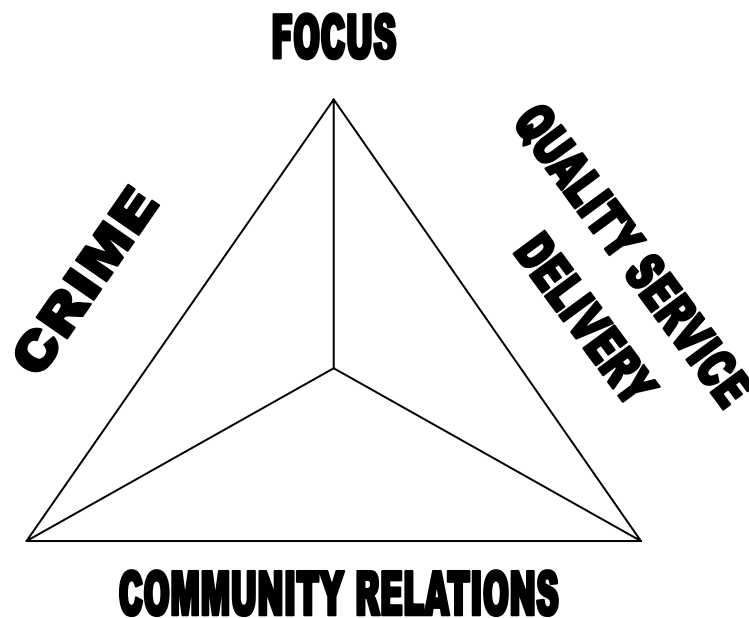
- 1) To enable police officials to deliver an effective and efficient service internally and externally;
- 2) To improve productivity by providing police officials with necessary experience, skills and knowledge;
- 3) To improve community satisfaction by presenting a well-motivated police official who will be responsible for the security, safety and service of the total community;
- 4) To optimize utilisation of available Human Resources and Capital Resources;
- 5) To enable members to use their own innovation and creativity in contributing to their personal growth and that of the organisation; and
- 6) To improve the morale amongst all personnel.

The focus of the SDIP according to Management Services, (November 2000:6) is illustrated as follows:

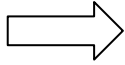
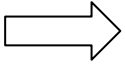
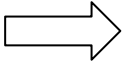
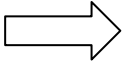


**Figure 4**

**The Focus of SDIP in the SAPS**

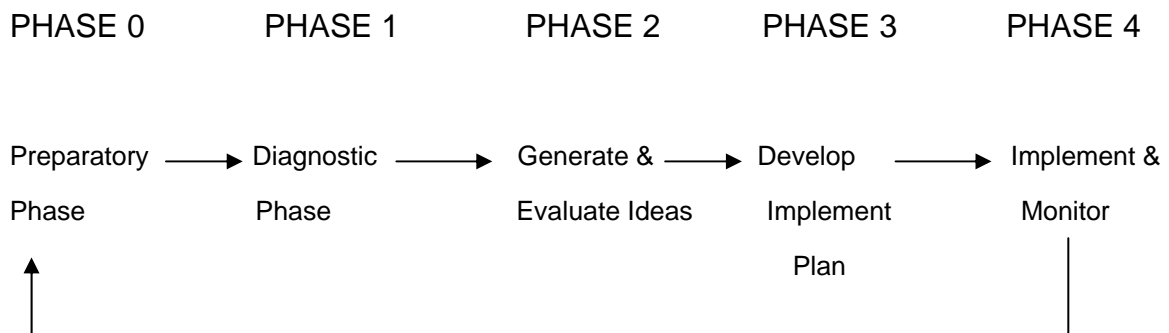


Therefore one could conclude that the Service Delivery Improvement programme is about :

- 1) OUTCOME            Customer satisfaction
  
- 2) WHERE            At the physical interface level with the
- 3) CUSTOMERS            customers
  
- 4) HOW            Improve basic service delivery to all  
SAPS customers

The SDIP is a methodology, a process consisting of five strategic phases, with ongoing and repetitive activities, to diagnose, evaluate, develop, implement and monitor. It also requires the facilitation of the strategic process throughout each phase. It furthermore includes tools and techniques that help managers to perform the activities in the methodology. The phases could be illustrated as follows, according to the Management Services of the Western Cape (November, 2000):

**Figure 5 : The SDIP Phases (Sequence)**



From the researcher's understanding, the outcome of this process has resulted in what is currently being used as a tool to address identified key areas for improvement, an Integrated Strategic Plan at each police station. The Integrated Strategic Plan is developed through the identification of key areas for improvement which are addressed by set improvement targets, and monitored by developed key performance indicators to track progress. On National, Provincial and Area level management mostly use Strategic Plans, whereas at Station level an Operational Plan, is developed, as they have more operational responsibilities, where the other levels have a supportive function. This Integrated Strategic Plan outlines the direction to be taken by the SAPS over the next five years. The main focus of the Strategic Plan is, "to Improve Service Delivery to all communities".

From the above, the researcher agrees that this process will assist Provincial, Area, and Station Commissioners in the effective facilitation and implementation of the Strategic Process. This will further result in a proper objective-driven and integrated Strategic Plan, with the main focus to ensure the prevention of Crime and the implementation of initiatives to improve Service Delivery.

### 6.2.3 Current Service Delivery Improvement Initiatives

The opinion of the researcher is that the Service Delivery Improvement Programme (SDIP) became policy within the SAPS, which all managers have to implement, and which became "National Instruction 1 of 2000". As already mentioned, this process concentrates on setting objectives through which the performance of the organisation is monitored and measured. Top management

started to realise, that the analysis facet of the SDIP process concentrates mostly on the internal aspects of achieving effective service delivery and that the external focus, e.g. community satisfaction, is only partially looked at.

The rendering of a quality police service which is sensitive to the needs and values of diverse communities is becoming a major priority for the SAPS (Area Management Services: Southern Cape, 2002:2). This priority also embodies the SAPS's effectiveness in achieving results and rendering an efficient service by meeting the needs of customers. This external focus of "service to the public" is a departure from a dominant police service. Against this background, a need for a comprehensive and effective performance measurement system for policing was identified (Area Management Services: Southern Cape, 2002:3).

A performance measurement system, known as the "Performance Chart Programme" was developed and integrated with the SDIP programme; this reflects the fulfillment of the SAPS's mission and vision. In the process, the SAPS developed a performance index which measures progress in seven areas:

- Crime Prevention;
- Crime Reaction;
- Crime Investigation;
- Crime Information;
- Skills Development;
- Professional Conduct,
- Vehicle Management; and
- Efficiency and Productivity.

The programme is numerically assessed, using only statistics. To analyse the quality of policing services, the model consists of the following performance measurement determinants, namely:

- Strategic Direction;
- Performance Framework;
- Performance Measures;
- Strategy-Institutionalisation; and
- Performance Assessment.

The purpose of the Performance Chart Programme is to provide a conceptual framework for performance measurement by developing a systematic and comprehensive performance measurement system (model) for the SAPS which will have long-term advantages for both the SAPS (internal) and the customers and/or communities they serve. Furthermore the Performance Chart gives managers at station level the opportunity to manage certain processes (decentralisation) themselves and also to measure performance at station level and to be measured by top management.

According to Area Management Services: Southern Cape (2002:5) the Performance Chart Programme has the following key strengths for future management:

- It sets the foundation for a sustainable and integrated (SDIP) strategic management process for the SAPS;
- It creates the groundwork for establishing a performance-based budgeting process for the SAPS;

- It assesses, for the first time in history, policing performance in South Africa; and
- The SAPS are in a process of outsourcing non-essential functions that will lead to considerable cost savings for the organisation.

According to the researcher, the Performance Chart Programme is an effective tool to measure the performance of police stations as well as the management skills of Station Commissioners within the SAPS. Furthermore the model identifies the problem areas which could then be addressed within the Strategic Plans. Unfortunately, it seemed that the process is not marketed properly to all staff within the SAPS. The researcher also found that the Performance Chart only measures operational priorities (crime etc.) and no focus is placed on organisational priorities (human and physical resources). Therefore it could be assumed that other approaches that will focus on both Operational and Organisational priorities have to be considered, ensuring improved Service Delivery. That is why the necessity for a Provincial Project Centre arose, that will be discussed later in the chapter.

#### 6.2.4 External Role-player Support to the SAPS

- The Department of Community Safety:

The Government placed major responsibilities, with regard to service delivery, on government departments with the “Batho Pele” White Paper on Transforming Public Service Delivery, 1997 and the White Paper on Safety and Security, 1998. Through a “Police Service Charter”, (see annexure) that the police adopted in

2002, the Western Cape SAPS committed itself to rendering a quality service to the people. The SAPS began to consider practical initiatives for the improvement of its service delivery. It also required departments such as Community Safety to engage in this process of Service Delivery Improvement (Provincial Management Service : Western Cape, 2003:1).

In this engagement, according to the Western Cape MEC for Community Safety, Leonard Ramatlakane, (2003), the Department of Community Safety encouraged all police officials in the province to give meaning to the principles contained in the Service Charter by making use of opportunities to improve service delivery (e.g. exit polls). The exit polls was initiated by this department, to help improve police service delivery in order to build stronger relations with the primary partners in crime fighting, the communities (Provincial Management Service : Western Cape, 2003:1).



Price Waterhouse Coopers, through the initiative of the Department Community Safety conducted an exit poll, focussing on client satisfaction, in 2001. The exit poll graded the performance of police stations in the Western Cape. Results identified lack of trust, lack of communication between police and communities, and lack of case sensitiveness on the side of the police, as the main barriers preventing communities from fully interacting with the police.

According to the MEC of the Department of Community and Safety, Mr. Ramatlakane (February 2003:1) with the continuing efforts to bolster police service delivery, the department realised that it was also necessary to identify, (within the

Western Cape SAPS) the mood or climate that could be inhibiting it from providing the good, quality service that the people deserve.

The Department of Community Safety decided on another practical initiative and commissioned KPMG and Roots, two external companies, to conduct an internal climate survey of the serving members of the Western Cape SAPS. In order to encourage the members to participate proactively in this process, the department decided on KPMG and Roots, as an independent consortium, to conduct the survey. The aim was that they would work towards ensuring that the policemen and policewomen have the necessary confidence in filling out the survey questionnaire (Provincial Management Service: Western Cape, 2003:2).

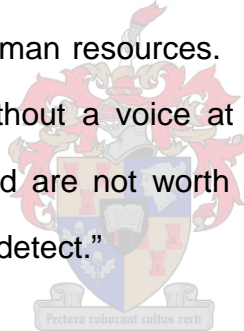
The whole purpose of the climate survey was to gauge the overall morale of the SAPS members and to receive constructive recommendations from SAPS members about how the management of the South African Police Service can be improved (Provincial Management Service: Western Cape, 2003:3). The main objectives of this climate survey were to:

- Determine what prevents the South African Police Service from delivering a better service to the community;
- Determine what prevents the staff of the South African Police Service from finding happiness and pride in their work; and lastly
- To identify the weaknesses in the management of the South African Police Service, and to make recommendations regarding its improvement.



The whole process was supported by the (then) Provincial Police Commissioner Lennit Max. According to Commissioner Max (February 2003) the 2001 exit poll provided the SAPS with valuable insights into the external perceptions of the South African Police Service in the Western Cape, therefore it was vital that management has an accurate picture of the internal climate within the organisation. He emphasised that there could be no talk of effective service delivery unless internally, the organisation was healthy, and the members were equipped to handle the numerous challenges of modern-day policing with confidence and commitment.

He also mentioned that it was no secret that the greatest asset of the South African Police Service is its human resources. “For what good is a patrol vehicle without a driver? A radio without a voice at the other end? All close circuit television cameras in the world are not worth one trained and motivated police officer to respond to what they detect.”



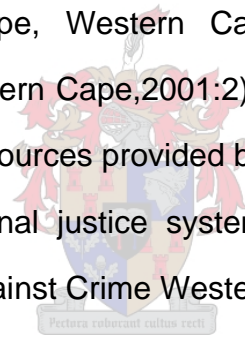
The Department of Community Safety and the SAPS also believed that the (KPMG and Roots) Internal Climate Exit Poll would integrate well with the SDIP to give a clear indication of the internal focus areas which had to be addressed as a matter of priority (Provincial Management Service: Western Cape, 2003:4).

The researcher realised that, policing is a people-driven organisation and that officers are positive and motivated provided their morale is high, they are secure in their position, and assured that their interests are being looked after. Therefore the main reason of this study is to consider project management and a project

centre, involving all members of SAPS, in order to improve service delivery internally and externally.

➤ The SAPS and Business Against Crime Partnership

The idea of a targeted and coherent business response to crime arose initially out of an appeal in August 1995, by the former President of South Africa, Mr Nelson Mandela, to the business community to help combat crime. Business Against Crime (BAC) is fully operational in the form of independent and collaborating Section 21 companies, focussing on issues in both a national and provincial context. These companies now include Business Against Crime National, KwaZulu Natal, Eastern Cape, Western Cape, Mpumalanga and Gauteng (Business Against Crime-Western Cape,2001:2). BAC is based on the belief that the collective application of resources provided by individual companies to address problems in the overall criminal justice system would be more effective than individual efforts (Business Against Crime Western Cape,2001:2).



The BAC companies have established themselves as key partners with the NCPS and have developed a *modus operandi* based on successful interventions at national and provincial levels over the past seven years. BAC Western Cape was established in June 1997 and has in the past seven years since inception established a valued partnership between the public and private sector, successfully implementing projects to combat crime and develop crime-fighting initiatives by facilitating the collective contribution of commercial concerns.

(Business Against Crime-Western Cape, 2001:1)

Business Against Crime-Western Cape's Statement of purpose is:

"The employment of business skills in creating and mobilising resources, which through focused projects and facilitated partnerships, support and add value to the national and provincial crime prevention strategies and result in a reduction of crime and causes of crime" (Business Against Crime-Western Cape, 2001:1).

According to Jeff Closenberg (2001) the (then) National Chairman of BAC-Western Cape, BAC's input at national level was recognised in a document entitled "SAPS Successes" which noted that their support was starting to bear fruit particularly in respect of the implementation of programmes and that positive returns were anticipated.

Closenberg (2001) also mentioned that the value of partnerships between BAC Western Cape, as a body representing the private sector, and law enforcement, community safety and justice departments has been proven time and again. This value can be seen in the successes they have had with projects they have initiated. Over the past few years BAC specifically focussed on projects within the BAC framework, where the SDIP, a partnership with the SAPS was one of them. There is furthermore no doubt that, with the increased support of the business community, they can achieve a great deal more in entrenching the Western Cape as a desirable location in which to live and invest.

### **6.3 The Development of a Provincial Project Center: SAPS Western Cape**

According to the researcher, the SAPS has all these models, processes and programmes, but still it seems that policing is managed in a fragmented manner and that proper monitoring and evaluation of processes is non-existent.

### 6.3.1 The necessity for a Project Center in SAPS WC

#### 6.3.1.1 Background

The researcher mentioned in Chapter 1 that management in the SAPS currently faces increasingly complex challenges to develop a fully integrated information and control system to plan, instruct, monitor and control large amounts of data. Data (e.g. crime statistics, crime patterns, absenteeism rates, etc.) which they need to assist them to accurately facilitate the problem-solving and decision-making processes that confront them every day. This is also where organisational culture plays a significant role in the SAPS, because SAPS is one of the organisations with the strongest culture and as previously mentioned, it is difficult to create a new norm of doing things and to change old ones that are deeply embedded. The researcher is of the opinion that because project and programme management is a systematic approach, changing old methods would be easier.

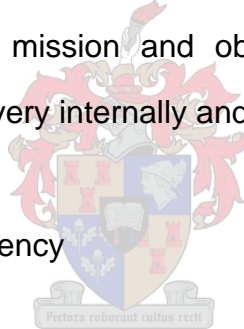
National SAPS policies, the SAPS Transformation Plan and the SAPS Operational Plans, are all documents that require SAPS managers to create and develop an effective project and programme approach and environment for better policing. According to the researcher, the aim of project and programme management in the SAPS is to provide a professional, effective service to the management as well as all members in the SAPS as regards the implementation, co-ordination and monitoring of projects in the Western Cape.

From the above statement made by the researcher it is clear that this is exactly what the Service Delivery Improvement Model in chapter 5 indicates. SAPS

managers face difficult challenges, for example crime, everyday which needs to be managed to ensure effective service delivery to the public.

From the model one could derive that the SAPS as the organisation needs to implement change to manage the environment and that is to establish a decrease in crime overall. Within the SAPS Operational plans it also indicates that measures and initiative have to be applied internally and externally to achieve a decrease in crime. To implement and establish this change in the SAPS environment these measure and initiative could be in the form of projects. Therefore the researchers idea to move away from old norms and methods of management and apply Project based management within the SAPS. It is a systematic 'hands-on' approach, with intense monitoring mechanisms, which will optimally achieve the vision, mission and objectives to decrease crime and achieve Improved Service Delivery internally and externally.

#### 6.3.1.2 The current deficiency



According to Provincial Management Services (2002:2), current projects and programmes in the SAPS are running in a fragmented manner without any proper co-ordination. A number of these projects are funded by external role-players, and in terms of the Public Finance Management Act 1 of 1999, it is important that these projects and the funds involved are properly monitored to ensure accountability for the expenditure.

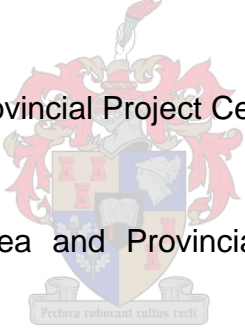
No proper database or integrated system exists on which these projects could be registered to ensure proper monitoring and co-ordination. Therefore no proper information can be utilised when necessary, especially when feedback reports are

requested by management or role players (Provincial Management Services: Western Cape, 2002:3).

It often happens that large amounts of money and time are spent on projects that are not in-line with, or focused on the pre-set Station Operational Priorities and Objectives. Brilliant initiatives are created and implemented at station level that could be used as best practices, but because of the lack of a database they cannot be rolled out to other stations that could benefit from such initiatives (Provincial Management Services: Western Cape, 2002:3).

#### 6.3.1.3 Purpose of the Project Centre

Developing a well-equipped Provincial Project Centre will ensure the following:

- 
- All projects at Station, Area and Provincial level will be focused on the Operational Plan;
  - Planning will be improved;
  - Availability of a single data base where all projects are registered;
  - The availability of management information;
  - All projects will be properly co-ordinated; and
  - Monitoring of expenditures will be ensured.

(Provincial Management Services: Western Cape, 2002:3)

The project center will ensure that all projects initiated at any level will be aligned with the Strategic Direction of the SAPS and that its focus will be on Operational

and Organisational priorities, ensuring the effective management of crime within all SAPS provinces.

#### 6.3.1.4 Benefits of the Provincial Project Centre

The SAPS in the Western Cape should be committed to the development of this Project Centre to enhance a “culture” in order to :-

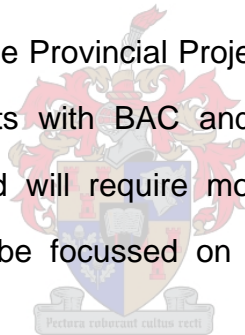
- Utilise resources optimally (human, monetary and physical);
- Ensure greater visibility of planning;
- Eliminate duplication;
- Ensure better financial, quality and progress control;
- Simplify the process of reporting;
- Ensure correct, timely information from a single database;
- Administer a library of repeatable processes or projects for ease of planning;
- Establish an integrated work method for all managers;
- Create a platform for activity-based costing;
- Provide an input to zero-based budgeting;
- Mechanisms for the implementation of the SAPS Strategic Plan of the National Commissioner (Provincial Management Services: Western Cape, 2002:3).

The researcher is of the opinion that the main benefit of this project centre would be the fact that funds allocated to the SAPS, especially by external role-players such as the BAC, will be properly managed and be accounted for.

#### 6.3.1.5 Scope of the Provincial Project Centre

- The Project Centre will be managed by Provincial Strategic Management Services;
- Representatives from Business Against Crime (BAC) and the Department of Community Safety will be involved;
- All projects in the SAPS Western Cape will be registered on the database;
- Donors will be approached to assist in the funding for the establishment of the Centre, if money for the centre is not available from the SAPS budget (Provincial Management Services: Western Cape, 2002:3).

According to the researcher, the Provincial Project Centre will further enhance the relationship that already exists with BAC and the Department of Community Safety. The projects initiated will require more involvement from these role-players while the SAPS will be focussed on priorities or needs set by these departments.



#### 6.3.1.6 Impact and Responsibility of the Provincial Project Centre

- Ultimately the responsibility of the Project Centre lies with the Provincial Commissioner who has to ensure that all project managers are instructed to register their projects and take accountability thereof.
- Maintenance of the technological equipment would be the responsibility of external organisations such as Systems Information Technology Agency (SITA) and other SAPS department, Information Systems Management (ISM) and Logistical Services.



- SITA would be responsible for the installation and maintenance of the Project and Programme Management system (PPM) on the computers in the Centre.
- The evaluation of the successful implementation/registration of projects at the Project Centre would be the responsibility of the Project and Programme Managers at Provincial level (Provincial Management Services: Western Cape, 2002:4).

It is clear to the researcher that the Provincial Management Service component at the Provincial Office will play a very important role with regard to this Project Centre. For the fact that the Provincial Commissioner also has a responsibility towards the Project Centre, he can ensure that projects initiated are aligned with his priorities and responsibilities within the Western Cape Province.

#### 6.3.1.7 Funding

In the event that funds are not available from the SAPS budget for projects, possible donors such as Business Against Crime (BAC) and the Department of Community Safety etc. will be identified whereafter proposals will be presented to these donors. Contracting with the donors will take place in order to secure the funds they have promised. (Provincial Management Services: Western Cape, 2002:6)

According to the researcher the PMFA clearly states that all funds allocated to, or donated to government departments have to be properly managed and people have to be held responsible for the expenditure of these funds. Therefore it is the responsibility of all project managers to ensure that when donor funds are secured, they are properly managed throughout. Contracts have to be reviewed

regularly along with Project Plans to ensure that funds are used according to the plans.

### 6.3.2 Functions, Responsibility and Services provided by the Project Centre

#### 6.3.2.1 Functions and Responsibility

A prerequisite and the most critical success factor for the successful implementation of Project and Programme Management in the SAPS is the commitment of the top management of the SAPS. Therefore it is important to know and understand the function and responsibility of the Centre and Project Managers (National Policy on Projects and Programme Management, 2002:2).

#### Key Competencies of Project Center Managers

According to the researcher it is important for the personnel in the Project Centre to have certain key competencies, because these are the people who would analyse situations in order to identify potential problems within the policing environment. This will also ensure that projects are focussed on the Strategic Direction of the SAPS at National and Provincial level.

- **Organisational Awareness** : Having and using knowledge of systems, situations, pressures and culture inside the organisation to identify potential problems and opportunities; perceiving the impact and the implications of decisions on other components of the organisation;

- **Follow-Up** : Establishing procedures to monitor the results of delegations, or projects; taking into consideration the skills, knowledge and experience of the assigned individual and characteristics of project.
- **Planning and Organising/Work Management** : Establishing a course of action for self and/or others to accomplish a specific goal, planning proper assignments of personnel and appropriate allocation of resources, defining intermediate goals and contingencies.
- **Information Monitoring** : Setting up ongoing procedures for collection and review of information necessary for the management of projects or the organisation, taking into consideration the skills, knowledge and experience of the responsible individuals and the characteristics of the assignment or projects.
- **Strategic Leadership** : Creating and achieving a desired future state (vision) through influence on organisational values, individual and group goals, reinforcements and systems.
- **Judgement/Problem-solving** : Committing to an action after developing alternative courses of action that are based on logical assumptions and factual information, and taking into consideration resources, constraints, and organisational values.
- **Technical Professional Knowledge** : Having achieved a satisfactory level of technical and professional skills/knowledge in job-related areas, keeping abreast of current developments and trends in areas of expertise.

#### Provincial Project Centre's Responsibilities

- Ensure a single source of data and reporting on all Projects and Programmes in the Western Cape;
- Mentorship for newly appointed and trained Project and Programme Managers;

- Advice and assistance to Managers on all levels on Project and Programme Management;
- Standardisation of planning documentation;
- Registration and baseline of all plans on a central database;
- Ensuring that the necessary support structures exist for Project and Programme Managers;
- Monitoring the correct capturing of all Projects on Programme information in the PPM system;
- Develop and produce control reports for all provincial programmes;
- Generate and analyse reports from the PPM system;
- Co-ordinate the roll-out of the PPM System to all levels.

#### 6.3.2.2 Main Services Provided by the Provincial Project Centre

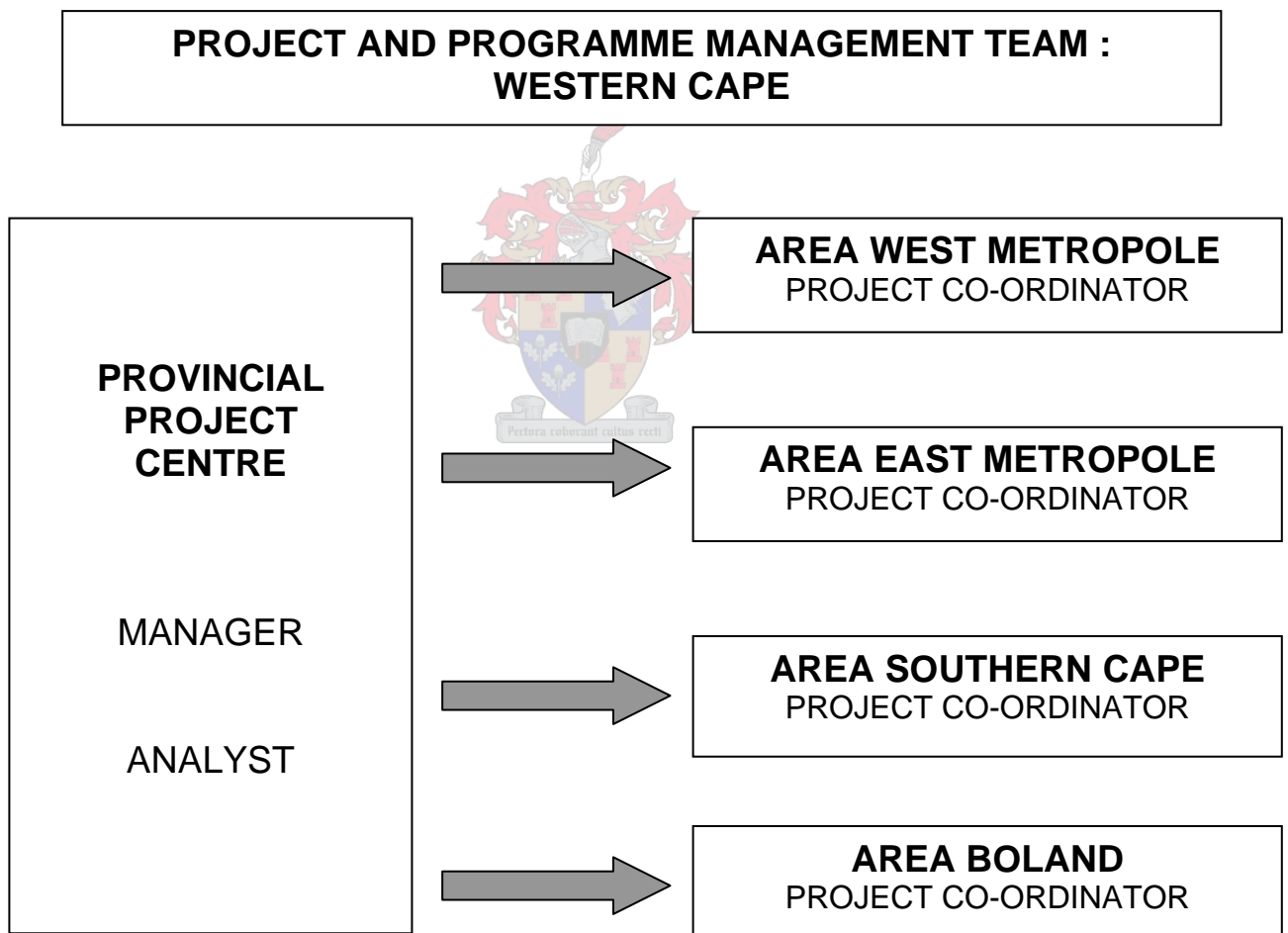
According to SAPS National office the following are the main services to be provided by the project centre (National Policy on Projects and Programme Management, 2002:4):

- Advise Management on the implementation of projects emanating from their strategic and operational plans, including Station Commissioners.
- Give guidance and assistance to Project Managers (e.g. Station Commissioners) and Project Co-ordinators on Area level in the :
  - planning,
  - implementation and
  - controlling of projects.

- Assist Project Managers/co-ordinators with the registration of Projects on the PPM System.
- Market Project and Programme Management in the Western Cape SAPS for buy-in.
- Advise Project Managers on how to market their own projects and involve external role-players.

**Fig. 6**

**The Project and Programme Management's layout:**

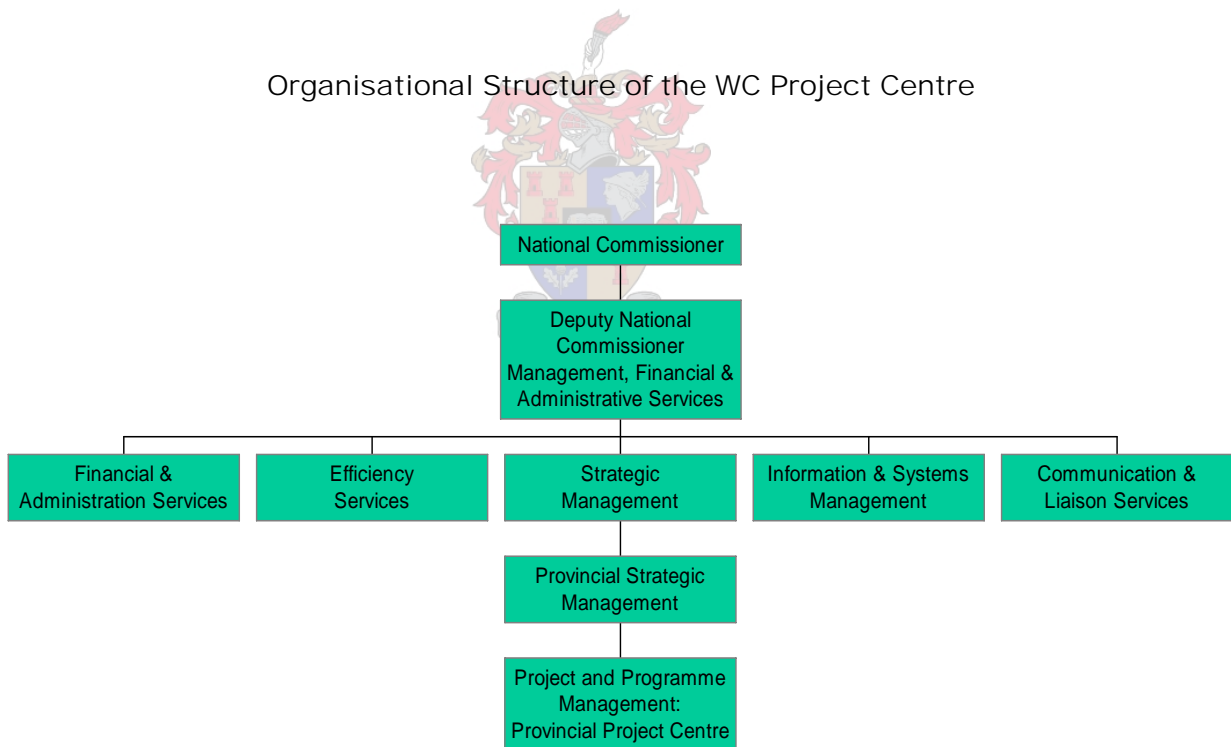


(National Policy on Projects and Programme Management, 2002:5)

### 6.3.3 Structure of the Provincial Project Centre Western Cape

**Fig 7**

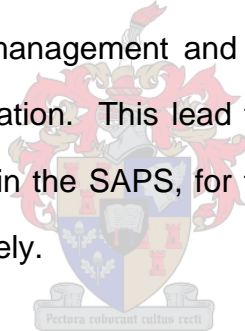
**Structure of the Western Cape Project Centre according to the SAPS Operational Plan Western Cape 2002/2003.**



#### 6.3.4 Provincial Managers' perspective on the Provincial Project Centre

According to the SAPS Provincial Head of Management Services, Director Wynand Viljoen (Interview conducted, 8 July 2003) the SAPS: Western Cape realised that the need arose for initiatives to address problem-solving and decision-making processes. To achieve these needs the implementation of project and programme management within the Service was approved by top management.

Director Viljoen also mentioned that with the incorporation and focus on the Public Finance Management Act, 1999 as a priority in the SAPS, an emphasis was placed on the effective management and co-ordination of external donor funds received by any organisation. This led to the implementation of project and programme management in the SAPS, for the reason that donor funds are not presently managed effectively.



Furthermore, Director Viljoen mentioned that the SAPS started to move in a strategic direction, especially with the implementation of strategic and operational plans, Diagnostic programmes and strategic documents like Stakeholder, Functional and Environmental Analysis', but unfortunately more effective initiatives are needed to reach the set targets and priorities. He feels that with project and programme management these targets and priorities could be reached.

With a focus on Management Services, Director Viljoen said that their office also realised that with project and programme management, they could solve current problems experienced, with regard to the integration of all Strategic Processes. According to the Section Head, Strategic Management, Provincial Management Services, Senior Superintendent Vusi Nyalunga (Interview conducted, 8 July 2003), the main reason for implementing project and programme management is to integrate the processes currently used in the SAPS. Project and programme management can firstly be used to market the Strategic and Operational Plans of the SAPS with the communities as well as external role players, such as the BAC (Business Against Crime).

Senior Superintendent Nyalunga further mentioned that the integration of project management with the SAPS Strategic and Operational Plans, will automatically contribute to the improvement of Service Delivery. For that reason, the SAPS Strategic and Operational Plans will now be “live” documents, and not “white elephants” on manager’s desks anymore. The plans will be working documents, because the projects initiated from these plans, will be focused on priorities and performance indicators set out in these plans. In other words, the priorities of the Province will be addressed more effectively.

Senior Superintendent Nyalunga also emphasized that these “Projects for the Priorities” will ensure that money would be managed more effectively and the co-ordination thereof, would ensure proper accountability for expenditures.



Lastly Superintendent Nyalunga informed that a proper database will now exist to do effective monitoring regarding time, cost and quality of projects, also because of this integrated project registering system.

Derived from the above the researcher is of the opinion that project and programme management will definitely have a positive impact on the SAPS as an organisation. The Provincial, Area, and Station levels will have the same integrated focus and all Operational and Strategic Plans will be aligned with each other. The integration of the strategic processes and the implementation of projects with specific focus on provincial priorities and performance indicators set, will automatically result in objectives being reached and most definitely a reduction in the Province's crime.



## **6.4 International Police Project Centre Successes**

### **6.4.1 Australia Police - The Australian Centre for Policing Research**

The Australian Centre for Policing Research (ACPR) was established in 1983 by way of an Intergovernmental Agreement between Police Ministers with a mandate to co-ordinate, stimulate, sponsor and, where necessary, undertake research and projects on behalf of policing agencies. The Centre is funded one-third by the Commonwealth and two-thirds by the State Territory police agencies, according to the number of personnel in their organisation. In 1993, New Zealand Police became an associate member of the Australian Centre for Policing Research (ACPR) and currently contributes a 50% pro rata share of the costs (ACPR, 2003:1).

The Centre is managed by a Board of Control which consist of nine Australian and New Zealand Police Commissioners. A Director reports to the Board through the Chair, who is a Commissioner of the West Australian Police. The Board then ultimately reports to the Australian Police Ministers' Council (ACPR, 2003:1).

The Center undertakes a wide range of research and has increasingly become involved in policy development and assisting with the implementation of key initiatives and projects. It liaises closely with other national common police services such as the National Institute for Forensic Science, the National Crime Statistics Unit, the Australian Institute of Project Management and Crime Trac. It also links in with relevant research organisations, in Australia and New Zealand and overseas, and fosters international networks (ACPR, 2003:3).

The Center's research programme includes projects and research that focus on electronic crime, licit and illicit of drugs, women in policing, the use of multimedia technology, civil litigation against the police and turnover in police organisations. The Centre also operates a Technology Forum which has subprogrammes including electronic surveillance, police fleet, equipment and personal issues and computer crime (ACPR, 2003:3).

Over the past years the Centre had major successes and according to the ACPR's annual report, the Centre contributed to a decrease in commercial crime with projects and research done by the Centre on specific commercial crime (burglaries, theft out of motor vehicles etc.).

The approved 2001 - 2003 ACPR Corporate Plan cites the following Mission Statement (ACPR, 2003:4):

“ To contribute to a safer and more secure community through the co-ordination and provision of quality research services to Australian Policing.”

The Focus for the Centre is :

“ The ACPR will focus its activities on continual improvement in the management and operations of police organisations, directed at enhancing service delivery to the community as well as organisational and individual integrity and accountability”

For the fact that the ACPR as an international entity has similar objectives and priorities to these of the SAPS Provincial Project Centre, the researcher is therefore even more convinced that the Provincial Project Centre would be a success if it is properly managed. The fact that the ACPR also contributed to a reduction in the Australian commercial crime with the implementation of projects, motivates the researchers theory even more. Therefore it is the researcher's point of view that projects and indepth research could result in more successes for the SAPS in the Western Cape Province.

#### 6.4.2 UK Police: Police Information and Technology Organisation (PITO)

PITO was established in 1996 and became a Non-departmental Public Body in 1998. PITO has been financed primarily by grants from the Home Office and by charges for the services it provides to the police and other criminal justice

organisations within the United Kingdom. Its services include co-ordination and management of projects, information technology, communications systems and related services. PITO also has a role in the purchasing of goods and services for the police with the aim of providing best value through collective procurement (PITO, 2003:1).

Invest to Save Budget (ISB), is a non-governmental organisation who secures funds for governmental organisations, normally 'bids'. Subsequently, ISB awards funds to PITO for the execution of their services to the police (PITO, 2003:2).

PITO is currently directly involved in the development of an overarching Information System Strategy for the Police. In this context the "E Policing Strategy" formally the "Police National Call Handling Strategy" has been developed and implemented. The aim of this project is to improve the effectiveness of 'emergency police call handling' within the UK police forces. PITO had to examine the business processes involved in responding to public enquiries and how they could be improved, principally through the introduction of new technology and innovative ways of working. The expected outcome, which PITO was responsible for, was that this new approach would give rise to improved joint service delivery to the public (PITO, 2003:4).

The outcome of the project was the establishment of a fully equipped and joint 'Call Handling Centre'.

Once again this just indicates that locally as well as internationally, policing departments are implementing initiatives to improve their service delivery for the communities they serve. From the above it is clear that the PITO initiative received support and funds from a non-governmental organisation, that also made it a success. Locally for the SAPS this would also be possible, when considering the support the SAPS receives from organisations such as BAC and the Department of Community Safety. The SAPS also has the benefits of European Funding for projects, therefore the Provincial Project Centre could be implemented and be a success.

## **6.5 Conclusion**

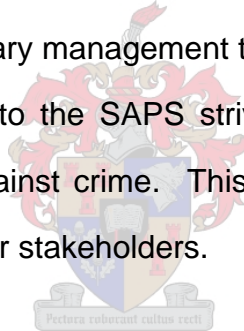
The challenges of today's interdependent society demand is that people and organisations around the world have the capacity to come together across their differences to create new, life-affirming, and inclusive ways of working. No one changes the world in isolation, which that is why the SAPS has to include their external role-players in development initiatives. It is important to come together to learn about systemic connections, to work consciously and constructively for change, so that every person may be free to channel their unique contribution. This is what this chapter specifically focussed on, namely the Provincial Project Centre and the responsibilities surrounding it.

The SAPS in the Western Cape has gone a long way in re-organising its functional structures with the implementation of the Project Centre, to give effect to its commitment to change and improved effectiveness. The Vision of the

Project Centre integrated with the annual Strategic and Operational Plans should be seen as a reflection of this commitment.

Policing effectiveness can only be measured in terms of service delivery. This integration of Project and Programme Management with the Strategic and Operational Plans, provides the foundation from where all dedicated personnel will strive towards meeting the needs of the organisation and the community it serves.

The Provincial Project Centre should be geared towards better and more effective support to operational components and their strategies by functioning as an integrated multi-disciplinary management team. The Project Centre will be exploring ways to give effect to the SAPS striving towards an integrated and combined effort in the war against crime. This effort will be achieved through joint project initiatives with other stakeholders.



In the following chapter the researcher explains and discusses further research that was conducted through interviews and opinion surveys with police stations within the Western Cape. The researcher wanted to obtain more information in regard to the theory regarding project and programme management and also to explore how station personnel feel about project and programme management and its impact within the SAPS.

## Chapter 7: Research Results and Analysis

**“ Obstacles are those frightful things you see,  
when you take your eyes off your goal...”**

**- Henry Ford -**

### 7.1 INTRODUCTION

After a literature review, the researcher was able to demarcate the research problem, regarding the importance of organisational development and change, project management as well as service delivery, within all public services organisations, as discussed in previous chapters.

The researcher, created a model and theory to motivate the research topic:

‘Project Management, could be used as an alternative approach to manage change, ensure organisational development and to reach organisational goals and objectives, that will automatically lead to improved service delivery internally and externally, to have a well- balanced and successful organisation’. (Model in Chapter 4, the arrows returning to Organisation motivates the theory)

In order for the researcher to further explain and motivate this theory, research was conducted with specific focus on the SAPS as an organisation. It was important for the purposes of this study to also obtain the opinion of SAPS personnel and more specifically station level personnel, regarding project management and the newly initiated Project Centre at the SAPS Provincial office. This will be discussed in this chapter.

## **7.2 THE RESEARCH METHODS**

### **7.2.1 Research design**

An analytical / evaluative case study design was considered, because the researcher focused on a specific focus group and organisation, namely the South African Police Service (SAPS), and the Project Center at the Provincial Office, Western Cape.

It is the researchers opinion that the SAPS is clearly one of the most important service providers of the government departments and also one that has to adapt the most, because of its turbulent environment. Considering the high crime rate and police killings over the past years, the SAPS is forced daily to change and plan their development ahead to ensure a safe and secure environment for all in South Africa.



Within the strategic direction 2002-2005 of the SAPS lies the challenge of enhancing the standard of the policing service which is provided to the people of this country. This will be achieved by ensuring that the SAPS is able to effectively investigate and prevent crime in partnership with the community.

Throughout this study and the literature review completed, one fact became clear, that is that every organisation at some point in time, needs to consider new initiatives or approaches to improve, change and develop, to ensure performance excellence and growth.

Therefore the purpose of this study was to investigate Organisational Development and Change (OD) and Project Management as approaches for achieving improved and integrated service delivery in the SAPS. The



contributions, solutions or alternative methods, to improve services provided by the SAPS, the Provincial Project Centre, Western Cape can provide.

### 7.2.2 Research Methodologies

The data collection methods that was used in this study comprised of a combination of both qualitative and quantitative research methodologies.

The qualitative research was administered through a purposive sampling method by conducting unstructured interviews. The data was collected from three police stations that were identified in consultation with Provincial Strategic Management, Western Cape. Approval to conduct this research was obtained from the two SAPS Area Commissioners, under whose management these stations fall.

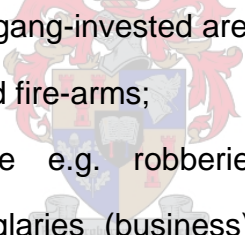
The quantitative research was administered through a structured, self-administrative questionnaire that was also created in consultation with Provincial Strategic Management, Western Cape.

The stations were not identified by pre-selected criteria, but according to differences in their policing precinct environment, priority crimes and project implementation possibilities. The three police stations that were selected, were Gordons Bay SAPS, Bishop Lavis SAPS, which falls under the Area Commissioner Eastern Metropole, and Claremont SAPS, which falls under the Area Commissioner West Metropole, Western Cape. The reasons these three police stations were selected could be stipulated as follows:

- 1) Gordons Bay SAPS

- One of the largest vacation attractions in the Western Cape, locally and internationally;
- High influx of people during festive seasons;
- High commercial crime rate e.g. burglary (residential), Theft from motor vehicles and theft of motor vehicles. High theft rate at the beaches and high drinking and driving rates;
- Projects to make community and vacationers more alert regarding crime while on vacation or during the festive season.

## 2) Bishop Lavis SAPS

- 
- Large policing precinct and gang-invested area;
  - Gangs involved in drugs and fire-arms;
  - High-organised crime rate e.g. robberies (aggravated) and murders, commercial crime eg. burglaries (business) and theft of/and out of motor vehicles, and crimes against woman and children e.g. rape and domestic violence;
  - Project implementation possibilities are good, could be focussed on all crimes for prevention and can get community involved in the fight against gangs and drugs.

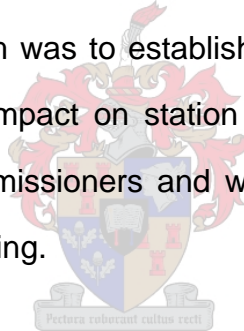
## 3) Claremont SAPS

- Large policing precinct;
- Large business area;

- High-organised crime rate e.g. robberies (aggravated and common), commercial crime eg. burglaries (residential and business) and theft of/and out of motor vehicles and crimes against woman and children e.g. rape and domestic violence.
- Project implementation possibilities are good; awareness programmes and projects regarding crimes against woman and children and other crimes could be initiated.

### 7.2.3 Data collection

Interviews were conducted with the three Station Commissioners at the identified stations. The researcher's aim was to establish whether project and programme management could have an impact on station level to improve service delivery according to the Station Commissioners and what impact it could have on their strategic and operational planning.



All the Station Commissioners were willing to co-operate and participate in the interviews. After each interview, the surveys were given to the Station Commissioners for distribution and completion by the members on the station.

Where possible the Station Commissioners tried to distribute the surveys equally amongst all components, enabling the researcher to have a more accurate overview of the whole station and not just certain components.

## 7.2.4 Results of data collection

### 7.2.4.1 Results of the interviews

From the interviews held with the different Station Commissioners, the following observations were noted:

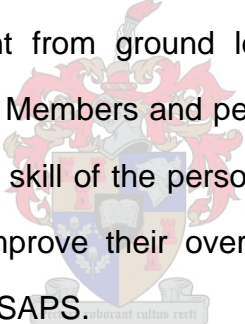
It became clear that information regarding the Provincial Project Centre and the Project and Programme Management system (PPM) was limited and only a few people actually knew about the Project Centre. The PPM system was also unfamiliar and personnel at station level have never worked on the system. Projects have been and are initiated at stations, but have not been registered on the system. It was also mentioned that 'projects have been initiated in the past, just for the sake of having projects'.

According to the Station Commissioners everybody could benefit from the PPM system, because it will enable management to properly co-ordinate and monitor projects initiated on station level. Most important the projects where funds have been allocated, could be monitored properly, especially where external stakeholders are involved.

The importance of project-based management and the need for training in the SAPS was emphasised. Personnel need proper training to enhance their knowledge and skills, to initiated proper and suitable projects on ground level and help achieve organisational objectives and priorities. Projects will be more focused and be aligned with station objectives and priorities and it will also assist ground level managers with regard to their strategic planning processes.

It was clear from the interviews that project-based management could have a definite operational impact on station level. The main focus of all stations is to combat crime and improve service delivery, and therefore strategic and operational plans are developed, but for some it becomes only a 'paper exercise'. With proper implementation of project and programme management, strategic and operational plans could become projects that are aligned with the station's objectives and priorities. The plans would not be 'white paper elephants' on desks, but should be working documents.

When managers start to align the strategic and operational plans with projects, it will ensure higher involvement from ground level personnel, especially when project teams are established. Members and personnel will now be more actively involved in project teams. The skill of the personnel will enhance and people will have the chance to further improve their overall performance on other areas, within other components in the SAPS.



The Station Commissioners approved of the Provincial Project Centre, but also felt that project centres have to be established at the Area Offices at a later stage. Regarding the training of personnel it is clearly impossible to train everybody immediately in project and programme management, but it was recommended that the Management Information Officer and the Communication Officer of all stations receive proper training.

The Management Information Officer will ensure that all projects are aligned with the station's operational plan, in order to achieve station objectives and priorities,

and lead to improved service delivery. The Communication Officer will ensure that the initiated projects receive proper marketing internally and externally, because of their involvement with the community, external stakeholders and the media.

#### 7.2.4.2 Survey Results

The opinion surveys was distributed on the three identified station for all personnel to complete, functional (active police members) as well as non-functional (clerks, typists, cleaners etc.) members. One hundred and twenty (120) completed surveys were received and analysed. The following important observations were noted from two sections of the surveys:

First section:

- 58.3% of the members knowledge regarding PPM was poor and 22% was very poor;
- 62% of the members have poor knowledge in drafting a project plan;
- 73% of members have never been part of a project or project team; however
- 61% of members know that the accessibility of sources of funds for projects is good.

Second section:

- 76% of the members felt that the implementation of PPM in the SAPS is important;
- 55% of the members felt the need for training in PPM is important and 44% felt it is very important;
- 68% of the members believe there is a need for all members to be involved in project teams at station level;

- 75% of the members felt that PPM could have a definite operational impact on station level;
- 78% of the members felt that there has to be a shared responsibility between station and Area level regarding the effective implementation of PPM;
- 77% of the members regarded the Provincial Project Centre to co-ordinate projects in the province as very important.

Additional to the above two sections, some members felt that there has to be more interaction with the ground level personnel to enable them to give their inputs regarding projects. Properly initiated projects will ensure cohesion and improved interaction between operational components as well as co-operation between station, area and provincial levels.

Furthermore it became clear that the Provincial Project Centre has to be marketed throughout the Western Cape to ensure that all members have proper knowledge and information. External role-players and the community have to be involved in the PPM process and be part of the teams.

Some of the members required on how PPM could effect the strategic and operational plans at station level. Some members also requested that the Provincial Project Centre explain how the Strategic Management Framework (SMF) could be integrated with project and programme management (PPM) in order to improve service delivery to all.

### 7.3 CONCLUSION

The researcher wanted to further prove the theory that Project Management could be a success within the SAPS if the Provincial Project Centre would be implemented. Therefore the researcher conducted unstructured interviews with a few Station Commissioners and structured opinion surveys with the members on these stations, to obtain their feeling and opinion on this theory. The outcome thereof was also discussed within this chapter.

After the data collection and analysis, the researcher came to the following conclusions. Firstly, that most of the top management in the SAPS know or have an idea what Project Management consists of, and the impact it could have on the organisation. Unfortunately the same conclusion cannot be made regarding the ground level personnel. This raises concern, because of the fact that these personnel working at ground level are the ones actually doing the “job” and are responsible to serve and deliver an effective and efficient service to the community.

This emphasises the importance of training regarding project and programme management, enabling these personnel to understand how project and programme management could be integrated with their day-to-day working environment, strategic planning and the impact this could have on service delivery on the whole.



In the following chapter the researcher will discuss and make recommendations regarding the research being done and the observations that were noted to motivate the researcher's theory.



## Chapter 8: Recommendations

**“ We must become the change  
we want to see...”  
- Gandhi -**

### 8.1 INTRODUCTION

The researcher will now discuss and make recommendations regarding project and programme management as a possible new approach that the SAPS can undertake to improve its service delivery throughout all levels within the organisation.

Every member of the SAPS is bound by the South African Police Service Code of Conduct of 2002 (SAPS : 2002), which prescribes that they commit themselves to the creation of a safe and secure environment for all the people in South Africa. This could be done through participation in endeavours to address the root causes of crime in the community. Also to prevent action that may threaten the safety or security of any community and investigate criminal conduct which has endangered the safety or security of the community and bring the perpetrators thereof to justice.

In order to achieve a safe and secure environment for all the people in South Africa they undertake to, with integrity, render a responsible and effective service of high quality which is accessible to every person and continuously strive towards improving this service.

They furthermore undertake to also develop their own skills and participate in the development of their fellow members to ensure equal opportunities for all, that will contribute to the reconstruction and development of, and reconciliation in the SAPS and in the country. (SAPS Code of Conduct, 2002)

This emphasises that the SAPS is committed and obligated to improve its service delivery to the community and must consider strategies and approaches in reaching these organisational objectives and priorities.

## **8.2 RECOMMENDATIONS**

In previous chapters French and Bell were cited, mentioning that 'organisational development is a discipline dedicated to improving organisations and the people in them, through the use of theory, strategies and practice of planned change.' Project and programme management could be one of these strategies or theories, but needs to be marketed and promoted to all members in the SAPS.

The following are the researchers recommendations that the Provincial Management could consider, achieving the above-mentioned statement.

- 1) The need for proper training for all SAPS personnel in project and programme management and its possibilities, is clearly visible within the research done. It is important that the personnel understand the PPM context and be able to integrate the process with their everyday performance activities. One has to be realistic and know that all personnel could not be trained immediately.

Therefore Station Commissioners and a project co-ordinator have to receive training and thereafter personnel could receive 'in service training '.

- 2) The Project and Programme Management System have to be rolled out to all the stations in the Western Cape, to ensure that every station is able to register newly- initiated projects. The Provincial Project Centre would then be able to monitor, co-ordinate projects properly, and further ensure in terms of the Public Finance Management Act, 1999 accountability for expenditures regarding projects.
- 3) With the implementation of project-based management on station level, all members will be more closely involved, as part of Project Teams, in the planning, strategic and operational processes. More accurate information and inputs will be received to align new initiated projects with the station's Operational Plans, in order to reach organisational objectives and priorities. Properly initiated projects will further ensure cohesion and improved interaction between operational components as well as co-operation between station, area and provincial levels.
- 4) The next important step to consider, is for Provincial Strategic Management Services, responsible for project and programme management, to market the Provincial Project Centre internally as well as externally. Furthermore the roles and responsibilities of the Stations, Area Office and Units have to be captured within the marketing strategy, to minimize any uncertainties.

- 5) The researcher is of the opinion that external marketing is especially important, considering the close involvement of the Department of Safety and Security, the Department of Community Safety and the BAC. These stakeholders normally allocate or sponsor large amounts of money, to be utilised for Crime Prevention, Community Oriented and Service Improvement projects within the SAPS. Regular updated and accurate information regarding the accessibility of funds for projects have to be communicated to Station and Area levels.
- 6) The researcher also feels that a similar survey as discussed in the previous chapter, should be distributed amongst community members that are actively involved at the police stations, to capture their opinions and inputs as well. This will enable Station Commissioners to involve skilled community members in station-initiated projects, to enhance the success of these projects, because of the joint effort.



According to the researcher this will not happen overnight, but it could be achieved within the following two years, if all relevant stakeholders are involved to make the implementation and full functioning of the Provincial Project Centre a priority.

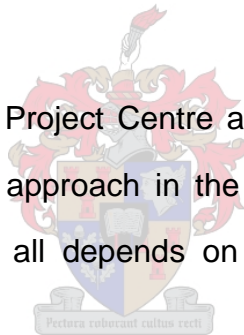
### **8.3 CONCLUSION**

Within this chapter the recommendations with regard to the research and its results was discussed. The researcher is also of the opinion that this initiative is not the responsibility alone of one component within SAPS Western Cape, but of all members that have a responsibility towards rendering an effective service to the Western Cape community.

Derived from the research, the Provincial Strategic Management Services clearly have the largest responsibility in marketing this initiative internally and especially externally, regarding funds. But as already mentioned this could not be only their responsibility.

What should happen within SAPS Western Cape, is that all managers must take it upon themselves to ensure the effective implementation of project and programme management. Members must want or have to be encouraged to develop and enhance their skills and also participate in the development of their fellow members.

The success of the Provincial Project Centre and the establishment of a project and programme management approach in the Western Cape, to combat crime and improve service delivery, all depends on effective and efficient marketing internally and externally.



The next chapter contains the researcher's concluding remarks with regard to this research and also discusses the possibilities of future research.

## Chapter 9: Conclusion

**“ Great works are performed not by strength,  
but perseverance...”**

**- Samuel Johnson -**

### 9.1 CONCLUSION

Improved service delivery is one of the main objectives and priorities incorporated into the Strategic Plan 2002-2005 of the South African Police Service (SAPS) as well as all government departments.

From the researcher's focus it could be seen that the research issue, is Service Delivery. The aim of the researcher was to evaluate project and programme management and the initiated Project Centre at the SAPS Provincial Office, as a new approach or vehicle to improve service delivery within the SAPS Western Cape.

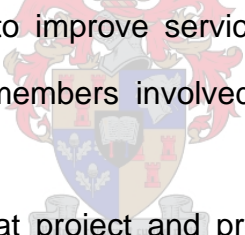
The researcher completed a literature review on the disciplines regarding organisational development and change, project and programme management and service delivery. The data collection methods comprised both of qualitative and quantitative research methodologies. The researcher also obtained an overview of the current situation in the SAPS regarding these disciplines.

The researcher did a literature review and consulted a variety of relevant publications, such as books, legislation, documents, files and the internet, to

obtain a proper understanding of the relevant theories and disciplines that have been discussed throughout this study.

Unstructured interviews were conducted on identified police stations, and a self-administered opinion survey was distributed amongst the station personnel for completion, all in consultation with Provincial Management Services, to further motivate the research's theory. The data was then analysed and the main and important observations were discussed.

According to the results and observations from the interviews and surveys, the researcher made recommendations with regard to the research topic and theory as follows:

- 
- The need for an initiative to improve service delivery within SAPS Western Cape do exist and most members involved in the research had the same opinion;
  - The researcher's theory that project and programme management could be implemented as a new approach to improve service delivery;
  - The need for training with regard to project and programme management throughout all levels is a priority;
  - The opinion of the Western Cape community also has to be obtained through surveys;
  - Most importantly the marketing of the Provincial Project Centre should be the main objective and priority, in order for the Centre to be a success.



## 9.2 Implication and Future research possibilities

This research conducted will have no definite implication for the SAPS when implemented; rather it will result in improved service delivery and the successful reduction in the main

priority of the SAPS, the prevention of crime. The only possible implication that could arise is the cost of training with regard to Project and Programme Management for the members of SAPS Western Cape. The researcher explored the possibilities of facilities that provide Project Management training within the Western Cape and came to the realisation that it is expensive. Therefore this should be further explored, or on the other hand be registered as a project, to have the members trained. Further investigation with regard to funding should also be considered, external role-players should be consulted.

The possibility for future research does exist, especially considering the integration of operational components and the effect Project and Programme Management could have on this integration. The idea is to have the crime prevention, crime intelligence, and the crime investigation components working more integrated. Whilst these components work in more integrated manner, the Project and Programme Management concept should then be applied accordingly.

Further research could also be done, to consider the implementation of a SAPS Policing Research Centre. This centre could undertake a wide range of research with regard to development, impact of policies and crime, initiatives to combat crime, the involvement of communities in policing and how to further improve service delivery within SAPS Western Cape.

Kerzner (1998:1024), as previously cited by researcher, summarises it very clearly and concludes that with proper preparation and support, the road toward excellence in project and programme management, should not be as difficult as people might expect. The organisation can easily see visible signs that they are heading towards service improvement and excellence. One of the important signs is the following: 'A proper understanding of project and programme management throughout all levels and what it could and could not be expected to do, within the organisation.



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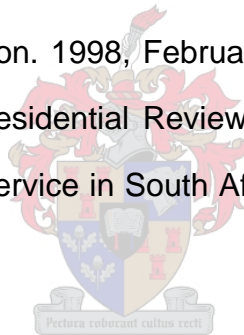
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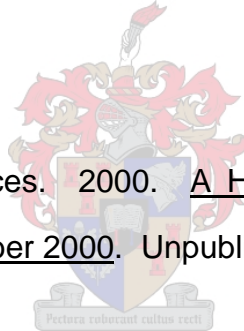
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