UNIVERSITY OF KWAZULU-NATAL

ORGANISATIONAL CULTURE AND VALUES IN THE SOUTH AFRICAN SOCIAL SECURITY AGENCY: A BATHO PELE PERSPECTIVE

By

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DEDICATION

A very special dedication goes to my dearest husband Rathish Seepersad for his exceptional understanding, patience, tolerance, unwavering support and unconditional assistance throughout the years of my study. Thank you for believing in me. I am forever indebted to you for your unfailing love and support without which I would not have been able to achieve this accomplishment.

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LIST OF ABBREVIATIONS

AIDS	Acquired Immuno - Deficiency Syndrome
AREM	Acting Regional Executive Manager
BIDPA	Botswana Institute for development Policy Analysis
CDG	Care Dependency Grant
CSG	Child Support Grant
DG	Disability Grant
DSD	Department of Social Development
ERP	Enterprise Resource Plan
EWP	Employee Wellness Programme
FCG	Foster Care Grant
GDP	Gross Domestic Product
GIA	Grant-in-Aid
HIV	Human Immunodeficiency Virus
ICROP	Integrated Community Registrations Outreach Programme
KZN	KwaZulu - Natal
NGO	Non-Governmental Organisation
OAG	Old Age Grant
P	Pula
PAIA	Promotion of Access to Information Act
PILIR	Policy on Incapacity Leave and Ill-health Retirement
PMDS	Performance Management and Development System
RSA	Republic of South Africa
SADC	Southern African Development Community
SASSA	South African Social Security Agency
SCOPA	Standing Committee on Public Accounts
SOCPEN	Social Security Pension System
TB	Tuberculosis
The Agency	South African Social Security Agency
WVG	War Veteran's Grant

TABLE OF CONTENTS

LIST OF TABLES, FIGURES, PIE CHARTS, BAR CHARTS AND APPENDICES

LIST OF TABLES **PAGE**

LIST OF FIGURES

GRAPHS

STRUCTURE OF RESEARCH

CHAPTER ONE: DEMARCATION OF STUDY FIELD

⇩

CHAPTER TWO: PUBLIC ADMINISTRATION AND SOCIAL SERVICE DELIVERY IN SOUTH AFRICA

⇩
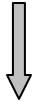
CHAPTER THREE: ORGANISATIONAL CULTURE AND VALUES

⇩

CHAPTER FOUR: A COMPARATIVE PERSPECTIVE ON SOCIAL SERVICES ADMINISTRATION

⇩

CHAPTER FIVE: RESEARCH METHODOLOGY

⇩

CHAPTER SIX: PRESENTATION AND ANALYSIS OF RESULTS

⇩

CHAPTER SEVEN: CONCLUSION AND RECOMMENDATIONS

⇩

BILBLIOGRAPHY AND ANNEXURES

ABSTRACT

The aim of this research was to analyse organisational culture and values within a Batho Pele perspective with particular reference to the South African Social Security Agency (SASSA) in KwaZulu - Natal (KZN).

The literature study revealed that organisational culture and values has the potential to be a source of either positive or negative influence on an organisation. Managing organisational culture and values through effective communication and consultation with relevant stakeholders requires commitment and support from executive management in order for the process to be successful.

SASSA originated from the Department of Social Development in 2006. Organisational culture and values in SASSA was identified as an important area of research because of the creation of SASSA to provide world class social security services within a caring organization. This meant that one organisation was created nationally to ensure consistency, uniformity and to improve efficiency and effectiveness in grants administration for all entitled citizens. SASSA is a fairly new organisation and it is deemed necessary to examine its service delivery and analyse the impact of the organisational culture and values on service delivery.

The literature review demonstrated that leadership and leadership styles influence organizational culture, and that an "ubuntu" type of leadership is relevant in the South African context. It also emerged that culture is dynamic and will need to undergo change in the face of altering social, political, economic, technological, and legal changes. Also, individual values of SASSA officials need to be aligned to the values subscribed to by the public sector; to organizational values and to the Batho Pele principles to ensure that service delivery is customer orientated.

An empirical study was conducted which included the administration of questionnaires to staff, customers and senior managers within SASSA: KZN. The data was analysed using both descriptive and inferential statistics. The findings illustrate that change management has not been instrumental in creating a customer centric service delivery orientation in SASSA.

The data revealed that the major obstacles to enhancing organisational values and culture were underdeveloped and inappropriate leadership abilities, poor staff attitudes, inadequate resource allocation, and a more centralized organizational structure.

The empirical study demonstrated that managers are not optimally trained to manage cultural diversity. More in-depth planning needs to take place to ensure that culture and values are managed efficiently and effectively. The majority of staff are of the opinion that there ought to be changes in training, finalization of staff issues such as salary regularisation and proper office space and infrastructure. Customers articulated that there could be improvement in the Batho Pele principles of consultation, redress, information, access to services and the management of communication.

It may be useful to review the current organogram of SASSA. The research supports the creation of a new Directorate which is directly accountable to the Chief Executive Officer in SASSA to manage cultural diversity and change. The new division would have a dual function:

- Firstly, to accredit SASSA units/ departments as being Batho Pele compliant, where the certification can be done at various levels to allow units at all levels access while differentially rewarding the more advanced units; and
- Secondly, to assist the sections/ units to improve their internal processes and practices to achieve the desired standard. This would encourage

consultation and allow units access to high level skills in a cost effective manner.

It is evident that leadership is critical to building and sustaining a Batho Pele, people orientated culture and to ensure that organisational values and culture are clearly aligned with the needs of the public. Individual performance management which includes customer care performance indicators will assist in holding officials accountable for their service interactions with customers. An improved communication strategy will also minimize social grant challenges by ensuring effective beneficiary education through correct and timeous information dissemination. Monitoring and evaluation will be important in assessing whether processes are instituted and managed to close the gaps identified.

The research endeavour culminates in an integrated and holistic model of managing organisational culture and values in SASSA. The model will play a critical role in the implementation and management of change.

Commitment and dedication from executive management are necessary for the success of managing cultural diversity and change. Strong partnerships and collaboration should be encouraged with all relevant stakeholders to promote linkages for a more sustainable effect.

Finally, monitoring, evaluation and validation of managing organisational culture and values within SASSA, is essential for the organisation to be successful in achieving its mission and vision.

CHAPTER ONE

DEMARCATION OF STUDY FIELD

1.1   INTRODUCTION

> "*Our people need hope,*
> *Our people want government to lead,*
> *Our people want action on jobs, growth and poverty*".
> **(Finance Minister Pravin Gordhan, Budget Speech 2010)**

The ushering in of a new democracy in 1994 and the adoption of the new Republic of South Africa Constitution in 1996 placed huge emphasis on transforming the South African Public Service to one which is efficient, effective and responsive to the needs of the people. Post 1994, government faced a monumental task of dealing with these inequalities and of devising strategies and policies to meet the basic needs of its people by providing, amongst others, opportunities for people to develop to their full potential and by establishing a Social Security System and other safety nets to protect vulnerable groups.

It is therefore in this context that an overriding task for the National Ministry for Public Service and Administration was to "build a public service capable of meeting the challenge of improving the delivery of public services to the citizens of South Africa" (Government Gazette No. 18340, 1997: Foreword). Therefore, from 1996 to 2009, the public sector has been the focus of a major overhaul and constructive transformation, motivated by the need to achieve the reconstruction and development objectives which the ANC considered its "primary political mandate" (Bond 2000: 50).

Klingner, cited in Schwella, Burger, Fox & Muller (1996: 15), argues that a system of shared values underpins any institution. Furthermore, these important

values provide the norms that should govern the conduct of public sector managers and would influence the systems and the resource management decisions and actions.

It has been hypothesised that firstly, the values of any organisation are primarily communicated to its members through the organisational policies that most directly affect them. Furthermore, changes in the values over time impact on organisational culture.

Gildenhuys, Stahl and Klingner in Schwella *et al* (1996: 15) are of the view that the following values are important in any democratic public administration system: constitutionalism, democratic values, economic values and other values, for example, social equity, the rule of law, professionalism and entrepreneurship.

In 1994 the Government of National Unity (GNU), guided by the principle of national reconciliation, adopted the *Reconstruction and Development Programme* (RDP) to direct the process of transformation so that services could be extended to all citizens, and not merely a privileged few. The RDP White Paper (November 1994: 9-12) identifies meeting the basic needs of people such as job creation, nutrition, education, health, housing, water, social welfare and security as one of five key programmes.

Additional imperatives emanate from the Batho Pele White Paper (1997) that relate not only to meeting basic needs alone, but on how to improve service delivery to redress past imbalances in service provision and to promote social equity and states:

- …a transformed South African public service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens. Improving service delivery is

therefore the ultimate goal of the public service transformation programme; and

- The purpose of this White Paper is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. This White Paper is primarily about how public services are provided, and specifically about the efficiency and effectiveness of the way in which services are delivered.

From this point onwards, it was clear that public service institutions such as the Department of Social Development would need to play a critical role in transforming the country.

Van der Waldt (2004: 85) states that "transformation consists of rapid and radical change in all facets of an organisation. These changes are so significant that they result in a new identity. Transformation is thus a 'process of becoming' that re-organises organisational knowledge and operations".

Of the eight transforming priorities set out in the White Paper on Transformation of Public Service, the key priority was "transforming service delivery". In this respect, the government envisaged a public service that would be guided by an ethos of service and committed to the provision of services of an excellent quality; geared towards development and reduction of poverty; goal and performance-orientated; efficient and cost-effective; consultative and democratic; and transparent, honest and accountable (White Paper on Transformation of Public Service 1995: Chapter 2.1).

Based on the fundamentals of the White Paper on Transformation of the Public Service of 1995 and the RSA Constitution of 1996, the Batho Pele White Paper on Transformation of Public Service of 1997 was formulated to "provide a policy framework and a practical implementation strategy for the transformation of

public service delivery*"* (Batho Pele White Paper on Transformation of the Public Service 1997: 9).

- The main thrust of Batho Pele is that it is a customer-orientated approach that seeks to improve the capacity of organisations to meet the needs of customers or clients by continually orientating organisational structure, behaviour and culture to attain this objective;

- The Batho Pele White Paper aimed to "introduce a fresh approach to service delivery; an approach which puts pressure on systems, procedures , attitudes and behaviour within the Public Service and re-orients them in the customer's favour, an approach which puts people first" (White Paper on Transformation of Public Service 1997 Section 1.2.12); and

- The introduction of the Batho Pele White Paper in 1997 was not a public relations exercise, it was a deliberate strategy to instil a *culture* of accountability and caring by public servants. This strategy hopes to develop public servants to become service-oriented; strive for excellence and to commit to continuous service delivery improvement.

The creation of the South African Social Security Agency (SASSA) was intended to improve effective management, administration and payment of social assistance and services by ensuring that government pays the right grant amount to the right person, at the right time and place and in a dignified manner www.sassa.gov.za/Vision-Mission-And_Values-637.

SASSA has not only re-engineered its business processes, but has also attempted to implement a 'culture of diligence' (which speaks broadly to the work

ethic and code of conduct it hopes to entrench and instil in its employees) amongst its employees to improve service delivery holistically.

Atkinson cited in Mullins (1999: 802) explains organisational culture as reflecting the underlying assumptions about the way work is performed, what is 'acceptable' and 'not acceptable', and what behaviour and actions are encouraged and discouraged.

The high rate of pre-litigation and litigation against SASSA is indicative of the fact that efficient, effective and quality service delivery has been undermined and compromised partly due to the inherited backlogs (The Witness 8 March 2005).

1.2 NEED FOR THE STUDY

According to Section 27(1) (c) of the RSA Constitution, 108 of 1996, "everyone has the right to have access to social security, including if they are unable to support themselves and their dependants, appropriate social assistance". The State's obligations are spelt out in Section 27(2) in that it has to "take reasonable legislative and other measures within its available resources to achieve the realisation of the above rights".

The implementation of the Batho Pele policy has been successful to different extents in the various provinces, and following a decade of post implementation, it was observed that "although systems and structures have been mainly transformed in the public service, not much has been done to actually change the organisational culture and values so that they are consistent with Batho Pele" (Mokgoro 2003: 7).

Success stories include those of the Ethekwini Municipality whereby the leadership recognised that transformation starts from within, and is not only about skills and competencies, but also about people with a set of values, attitudes and behaviours that need to be aligned to the objectives of the public service. As such, initiatives such as customer satisfaction surveys, izimbizo's,

unannounced site visits and service excellence awards are some of the successful initiatives that have been undertaken as well as the establishment of multi-purpose community centres (MPCC's) to improve access to multiple government services (Batho Pele Implementation Progress at the Ethekwini Municipality 2006: 14-27).

On the other hand, the Social Security departments have been beleaguered by customer complaints, dissatisfaction and backlogs and this has resulted in serious litigation against the organisations as is evident in media briefings (The Witness 8 March 2005).

A media headline (The Sunday Times 12 September 2005) screamed: 'Poverty and Corruption: The case of social security. Social security represents a significant proportion of government expenditure, and as such, requires good administration, careful management and strict control. It is estimated that fraud, theft and inefficiencies in South Africa's social security system is absorbing 10% of the welfare budget, that is, an annual loss of about R 1 billion'.

Andersson, Paredes and Ngxowa (2001:16) concluded in their study 'First things First: Implementing Batho Pele' in the Eastern Cape that there appears to be "major problems with communication between service providers and clients… and that until the communication gap has been breached, investment in improved service will not be the best use of resources. In social protection, the greatest communication need is about eligibility for social grants."

Froneman (2009: 46) writes of a Legal Opinion: Temporary Grants, the case of Ngxuza & others v Secretary, Department of Welfare Eastern Cape Provincial Government 2000 BCLR 1322 (E) (in a Study of the Judicial Records of Potential Nominees for the Constitutional Court 2009), a social grant had been withdrawn unilaterally and it was stressed that there was no compliance with the constitutional duty for effective, transparent, accountable and coherent government. Also, the Supreme Court of Appeal in the same case referred to

Section 195 (1) (e) of the RSA Constitution which requires that 'people's needs must be responded to' and that the democratic values and principles enshrined in S195 of the Constitution apply to the public service and 'are highly relevant to social assistance service delivery.'

According to the Batho Pele Policy Review Document commissioned by the Department of Public Service and Administration (DPSA) in September 2003, it was observed that although systems and structures have been mainly transformed in the public service, not much has been done to actually change the organisational culture and values so that they are consistent with Batho Pele.

A very important principle in looking for improvement and specific service delivery is the concept of building towards a public service that is increasingly client-centred in its performance, culture and attitudes (van der Waldt 2004: 83). With the triumph of democracy and a new policy framework in place, the critical issue becomes one of service delivery itself and has the public demand for better and improved services been met?

This is further supported in a document published by the ANC (2002: Transforming the State and Governance) which states that "Batho Pele principles of responsiveness, access, transparency and accountability require cultural change that has to happen in order to claim the true transformation of the culture of the public service. These principles apply within the public sector, as well as in its external operations with the people. After five years of implementation, the vagueness with which progress is being reported to the people in terms of this significant policy, can be interpreted as failure to successfully implement and include it in the public sector workplace" (Mokgoro 2003: 8).

The Edendale Eyethu newspaper reported on 19 November 2009: Pensioner dies in a queue: A 73 year old woman collapsed and died inside the Department of Social welfare office at Mbilikhahlela in Pietermaritz Street after waiting to be

attended. The deceased had visited the offices to renew her grant when she fell and collapsed whilst sitting on a bench. The witnesses who were present when the incident took place blamed the long queues at the offices for Nyathi's death. They also blamed the workers at the offices for being ignorant and verbally abusive to people seeking services. Nonhlanhla Mchunu stated that, they wake up as early as 3h00 only to find that they go back home unattended. Sometimes the staff informs them that the computers are not working. If it is not the computer excuse they are told to come back the following day because the staff are tired. She stated that staff are negligent and ignorant of the elderly and "treat them like dogs who belong to nobody".

Another Imbali resident, Celiwe Dlomo is quoted as saying they have to deal with verbal abuse from the workers every time they need services. "… the workers spend a lot of hours on lunch. The lunch time hour is the worst part. They go on lunch and work a few hours, and tell us they are done" (Edendale Eyethu 19 November 2009).

Currently, the State provides social grants to approximately 13,5 million beneficiaries www.sassa.gov.za, and the media has often highlighted citizens' dissatisfaction with the poor level and quality of welfare services that are being delivered country-wide, as is evident below:

'KZN Welfare MEC told to sort out payments': The Witness 8 March 2005. 'The Durban High Court has given Nkosi Nyanga Ngubane, the KwaZulu-Natal Welfare MEC until the end of July to sort out a backlog in payouts of at least 18 500 social grants. The case was brought against Ngubane by 25 applicants and could result in him coughing up at least R100 000 in legal fees from his own pocket. 'This payout is the lifeblood of the poor. If you deprive them of that payment, you accept that they will go hungry," said Jan Combrink, a judge

presiding over the case. In the past four years KwaZulu - Natal courts have dealt with at least 26 000 such applications or appeals against the Department."

Fezile Makiwane, previous CEO of SASSA stated that, 'at the heart of what government wants to achieve, is improved service delivery to beneficiaries.' There has been little research conducted to date to evaluate whether SASSA has made progress with respect to improving service delivery in social grants administration, which is a major thrust of poverty alleviation.

1.3   KEY QUESTIONS
The following key questions are identified:

- What do the term organisational culture and values mean within a Batho Pele perspective?;
- How does Batho Pele assist in equity/ redress and accountability in public service delivery within SASSA?;
- What policies, legislative frameworks and institutional arrangements impact on social service delivery?;
- What resources (human, technological, financial and physical) have been allocated to ensure the vision and mission of SASSA is realised?;
- What trends can SASSA learn from first and third world countries regarding social service delivery?; and
- What suggestions can be proposed to make SASSA a truly world class social security service delivery organisation?

1.4   OBJECTIVES
The objective of this study is to examine organisational culture and values in SASSA within a Batho Pele perspective and to evaluate how Batho Pele assists in equity/redress and accountability in SASSA's service delivery. Furthermore, it seeks to draw comparisons in social service delivery between developed and developing countries, and to propose suggestions to make SASSA a truly world class social security agency which can be used and implemented at the front-line

of customer service delivery. This would impact on reduction of pre-litigation and litigation within the organisation.

- Current literature will be reviewed to determine service delivery standards within SASSA in general and in KZN in particular.
- Comparisons will be drawn with Botswana and New Zealand with a view to gaining a comparative perspective of developed and developing countries and adopting best practices that can be adapted and implemented in South Africa to improve service delivery and customer care.

1.5   RESEARCH METHODOLOGY AND DATA PRESENTATION

The research methodology chosen in this study is explained below and needs to satisfy the requirements of being relevant, feasible, accurate, objective and ethical. Data was analysed and is presented in the form of tables and graphs which are explained in Chapter Five.

1.5.1. SAMPLING

Stratified random sampling was undertaken.

A multi-method approach was used in order to address the most important issues, and to enable triangulation to take place. Triangulation refers to the use of different data collection methods within one study in order to ensure that the data is telling you what you think it is telling you. For example, semi-structured group interviews may be a valuable way of triangulating data collected by other means such as a questionnaire (Saunders, Lewis & Thornhill 2000: 166).

Stratified random sampling involves dividing the population into two or more relevant and significant strata based on one or more attributes. In this way, the sample is more likely to be representative, as the researcher can ensure that each of the strata is represented proportionately within the sample.

Purposive sampling was undertaken with a focus group that has knowledge, experience and information as compared to other members in the organisation. The researcher targeted senior managers who are directly involved in policy development, implementation, monitoring and evaluation.

1.5.2. Primary Data

This refers to data which is collected with the primary aim of answering the research questions posed by the researcher.

- **Interviews**

  In order to obtain the required information, interviews were conducted with approximately 10 senior managers within SASSA who are the decision-makers responsible for monitoring and evaluation of the implementation of Batho Pele Principles, and who are policy makers that influence and give effect to transformation policies and change management within the organisation. This was done to ascertain whether the values and culture enshrined by SASSA are being implemented and realised in service delivery to SASSA customers.

- **Questionnaires**

  Questionnaires were administered to approximately 200 customers at selected local offices in KwaZulu-Natal that reflect urban, rural and semi-rural communities in each district, to elicit responses about service delivery in different geographic areas. These districts are Durban, Midlands, Ulundi and Pietermaritzburg. Questionnaires were designed to obtain information relevant to the objectives and aims of this investigation, namely to determine whether customers' views on government service delivery within SASSA is aligned with the vision, mission and values of the organisation, and whether there is access, transparency, accountability and responsiveness in services provided.

Approximately 60 questionnaires were also administered to SASSA officials namely junior and middle managers, supervisors and front-line staff in each district to draw a comparison between the external customers' views on service delivery and those of the officials with respect to customer satisfaction, the officials' understanding of organisational culture and values and whether it is influencing the manner in which services are delivered.

1.5.3. Secondary Data

Secondary data refers to data used in a specific study, although collected by a different researcher for the purpose of addressing a different research problem.

- Use of secondary data such as management reports, journal articles, and conference papers were examined.

1.6   LIMITATIONS OF THE STUDY

It was not always possible to administer questionnaires to clients who had already accessed the SASSA service points and had a complete overview of the entire service experience as some clients were selected from the waiting queues. They were unable to comment on certain important sections of Batho Pele and service delivery as their service transaction was incomplete at that stage.

The number of customers that were selected was relatively small in comparison to the number of grant beneficiaries in KZN. It would have been relevant and appropriate to interview much larger numbers of customers however, due to logistical challenges this was not possible.

Many customers refused to participate as they believed that the questionnaire could have a negative influence on the outcome of their grant application, although a full explanation was rendered. Some clients also appeared to be

anxious and nervous that they would be victimized by SASSA officials at that service point if they gave responses that would highlight inefficiencies.

The staff questionnaires were completed by managers and assistant managers at local offices. Since they were requested to sign the questionnaires, many appeared reluctant to be as forthright as possible in their responses since anonymity would have allowed them to make more honest remarks. They appeared to be apprehensive that responses highlighting their disagreement would reflect poorly on their management of those service points.

Despite several concerted efforts since September 2008 to meet with Mrs S Setlaba, Acting Regional Executive Manager: KZN, the researcher was unfortunately not able to interview her. The researcher records disappointment regarding the turn of events after having undertaken the following means of communication:

- Telephone calls;
- E-mail;
- Written confirmation of appointment; and
- Face-to-face discussion.

The researcher arrived at the office at 9h30 on 24 April 2009 for the scheduled appointment. The Acting Regional Executive Manager (AREM) promised a half hour appointment due to her busy schedule. Unfortunately the appointment did not take place at the AREM's office. The non-availability and non-participation of the AREM was disconcerting as the exchange of ideas and suggestions would have complemented the empirical study. Furthermore, the AREM was part of an official SASSA delegation to visit Australia and New Zealand in August 2008, and this research includes a comparative study of social security service delivery in New Zealand.

1.7   DEFINITION OF TERMINOLOGY

The following key definitions are provided below:

1.7.1. CULTURE

Cartwright (1999: 10) defines culture as a pattern of shared basic assumptions that a group learns through solving problems of external adaptation and internal integration. Culture is a shared, learned, symbolic system of values, beliefs and attitudes that shapes and influences perception and behavior http://en.wikipedia.org/Culture. It is also the set of shared attitudes, values, goals, and practices that characterises an institution or organisation or the customary beliefs, social forms, and material traits of a racial, religious, or social group www.merriam-webster.com/dictionary/culture.

1.7.2. VALUES

According to Starling (2005: 191) values are simply the things that one considers to be important and are the criteria one uses when making moral decisions.
Values are the beliefs or behaviours that are of particular importance to an individual in the way they live their life and interact with other people (Shaw 2006: 50). Swanepoel, Erasmus, van Wyk and Schenk (2006: 21) write that values refers to generalized conceptions of what is right or wrong, good or bad, and are closely linked to attitudes.

1.7.3. PUBLIC SERVICES AND SERVICE DELIVERY

According to Mathebula (2010: 21) public service refers to the services that government renders and/or provides to its citizens either directly or indirectly through the financing of private provision. Public services are those services provided by governments (local, municipal, or larger-scale) to the public. The need for services that no individual can or will pay for, but that benefit all by their presence, is one of the justifications for taxation.

Examples of such services are sewage, trash disposal and street cleaning. On a larger scale, public education and public health services (in countries that have them) are also public services. Public service delivery is the implementation of those services and making sure they reach those people and places they're intended to http://wiki.answers.com/Q/What_is_the-definition_of_public_service_delivery.

1.7.4. PUBLIC ADMINISTRATION

Schwella, Burger, Fox & Muller (1996: 5) state that public administration is that system of structures and processes; operating within a particular society as environment with the objective of facilitating the formulation of appropriate, legal and legitimate governmental policies; and the effective, efficient and productive execution of the formulated policies.

1.7.5. CULTURAL DIVERSITY

Cultural diversity pertains to the differences which are conceived as a distinctive pattern of values and beliefs that are characteristic of a particular society or sub-group within that society (Mullins 1999: 31).

1.7.6. BENEFICIARY

A beneficiary is any person who receives social assistance in terms of Sections 6 to Section 12 of the Social Assistance Act of 2004 (Act 13 of 2004).

1.7.7. SOCIAL GRANT

This refers to a child support grant, a care dependency grant, a foster child grant, a disability grant, an older person's grant, a war veteran's grant and a grant – in – aid (Social Assistance Act, 13 of 2004).

1.8.8. ORGANISATIONAL STAKEHOLDERS

Organisational stakeholders are individuals or groups that have interests, rights or ownership in an organisation and its activities. Customers, suppliers,

employees and strategic partners are examples of stakeholder groups (Hellriegal, Jackson, Slocum, Staude & Associates 2001: 133).

1.9.   SUMMARY

Khoza (2002: 33) agrees that "Batho Pele is not an end in itself, but a means designed to achieve the broad objective of transformation in the public service, as well as in the country as a whole. In essence, Batho Pele's success and pace will significantly be influenced by the determinants of broad social transformation".

It is within this framework that the study attempted to investigate whether ordinary South Africans experienced tangible changes to the social-assistance administration system, particularly as improved service delivery should affect them directly.

The objectives of the research and the key questions that it focuses on have been put forward. This chapter outlined the research methodology that will be utilised namely interviews and questionnaires, and the manner in which the data is presented and analysed. Some of the most pertinent terminologies have been defined in this chapter and the limitations to the study were described in detail. This chapter therefore sets the scene for the unfolding of the next six chapters which will culminate in the researcher's conclusions and recommendations.

CHAPTER TWO

PUBLIC ADMINISTRATION AND SOCIAL SERVICE DELIVERY
IN SOUTH AFRICA

"*The Public Service is the servant of the people, and must be accessible, transparent, accountable, efficient and free of corruption.*"

(RDP White Paper, 1994)

2.1 INTRODUCTION

This chapter conceptualises and contextualises social service delivery within a Public Administrative perspective in South Africa. Post 1994, the public sector has undergone significant transformation to redress some of the past apartheid imbalances and has seen the introduction of numerous legislation to enforce these changes in public organisations.

It becomes imperative to examine social service delivery within SASSA against the backdrop of the broader public service. Delivery emanates from the Department of Social Development which governs and provides the mandates for SASSA. It is intended to be a key instrument in democratic transformation and which subscribes to the values and principles of the public service as enshrined in the RSA Constitution, 108 of 1996.

Another integral part of public administration is to ensure that the work ethos and culture of the public organisations are aligned in such a manner to achieve efficient, effective and economical use of resources while ensuring customer satisfaction and maintaining and upholding the Batho Pele Principles. This perspective is particularly important for this study as it will make the investigation more meaningful and complete.

This chapter focuses on the relevance of public administration and why it is substantial; the distinctive characteristics of public administration; Schwella's model (1996: 31) of public administration in comparison to George and Jones (2006: 158); the relationship between public administration and the Social Security Agency; the values approach; the legislative framework and finally, SASSA structures as an essential service provider.

2.2   PUBLIC ADMINISTRATION

Schwella, Burger, Fox & Muller (1996: 7) state that public administration is a functional, societal system and is not merely a process. According to van der Waldt and Du Toit (1997: 13) public administration, "is concerned with handling public matters and the management of public institutions in such a way that resources are used efficiently to promote the general welfare of the public".

2.2.1   DISTINCTIVENESS OF PUBLIC ADMINISTRATION

The public sector is different from both the private and non – profit sectors. Ban & Riccucci cited in Erasmus, Swanepoel, Schenk, van der Westhuizen & Wessels (2005: 33) attribute this difference to "law" and "politics". This view is shared by Beetham in Ranson and Stewart (1994: 27) who states that a distinguishing feature of public administration is the political character of its services. The content and level of such services is determined by qualitative judgments and by a publicly defensible compromise between competing values, rather than by any single criterion such as profitability.

Public administration, according to Cloete (in Moodali 2001: 32), refers to the administrative processes (which are in fact functions) which must be carried out and which are inextricably linked with the functional activities of the various public institutions. Public administration is thus not a matter of carrying out goals set by the politicians in the most cost-effective manner. It is about administering policy

in accordance with the values which have determined it. Decisions in the public arena are based upon judgments of value, so that goods and services are allocated to the public by budget choices. Public administration is intrinsically political in nature, driven by multiple values and the need to reconcile the priorities of a diverse public. Therefore, public administration is relevant and substantial to this research since SASSA is governed by the prescripts that are disseminated by the Department of Public Service and Administration within a South African context.

2.2.1.1 DISTINCTIVE CHARACTERISTICS

The public sector will value and choose to provide those goods and services which are regarded as essential to the community as a whole - these are 'collective goods'. A public good is a good that is *non-exclusive* (no one can be excluded from its benefits) and *non-rival* (consumption by one does not preclude consumption by others) (Colander 2004: 415). An example of a pure public good is national defence.

Ranson and Stewart (1994: 55) concur that public goods possess certain distinctive characteristics such as non-excludability (it is impossible, impracticable and inefficient to exclude consumers from the benefits of the goods and services once they are provided, example street lighting), non-rivalness (marginal cost of additional consumption is zero, product is indivisible and adding another consumer does not detract from the benefit of another for example, crossing a bridge) and collectiveness (provided for one, they are necessarily provided for all).

Figure 2.1 The Process of Public Administration

Political Environment

Politics

Law

IGR

Values

Resource Management   **Program Management**

Human   **Planning**   ⟶ **EFFICIENCY**

Financial   **Decision-Making** ⟶ **EFFECTIVENESS**

Information   **Organising**

                                             Leading

                                             Implementing

IMMEDIATE ENVIRONMENT
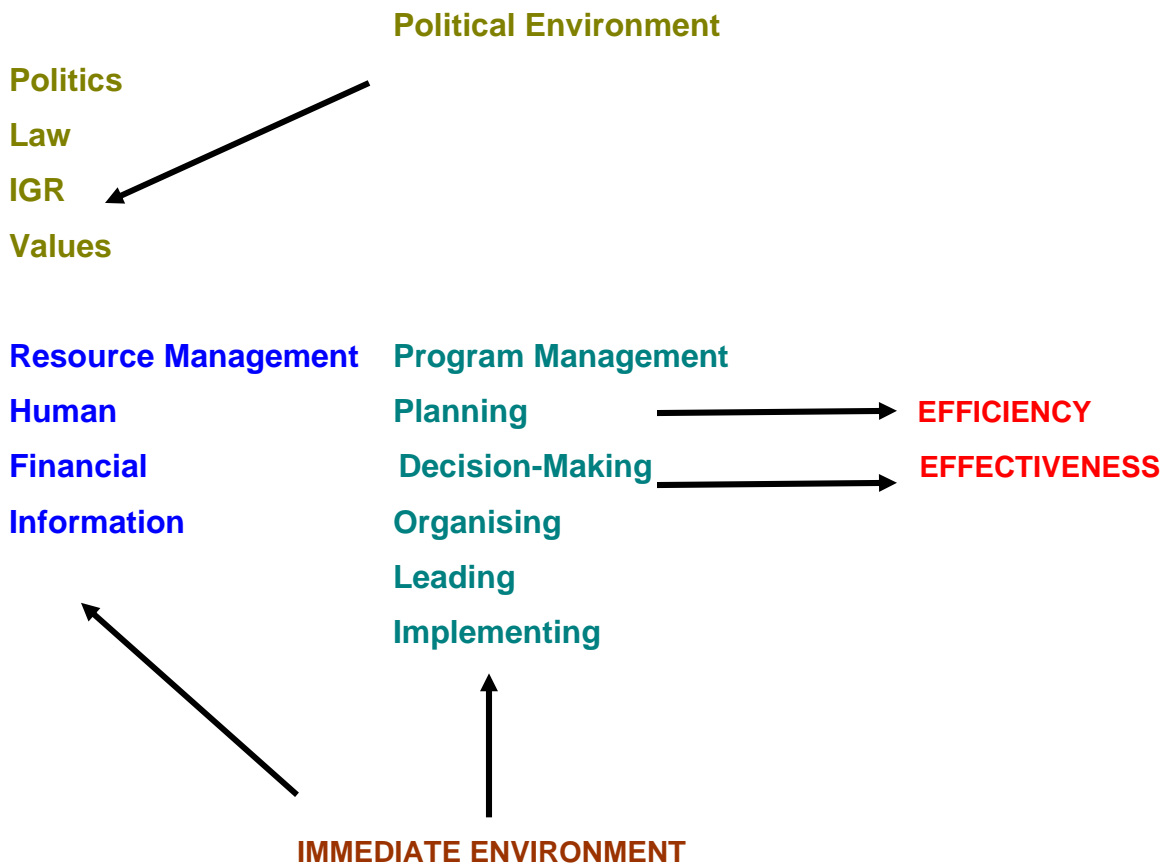
Source: (Starling 2005: 18)

Starling (2005: 21) summarises the necessary skills for managing any public sector organisation in three categories: public management, programme management and resource management. The public administrator's skill at programme management ensures that the organisation's activities are conducted in an efficient and effective manner.

Mullins (1999: 22) argues that management is an integral part of, and fundamental to, the successful operations of the organisation. It is therefore the cornerstone of organisational effectiveness, and is concerned with arrangements for the execution of organisational processes and work. Drucker (in Mullins 1999:

22) contends that it is management that enables the organisation to contribute a much needed result to society, the economy and the individual.

Efficiency refers to getting the most output from the least amount of input. Since public administrators deal with scarce inputs (such as people, money and equipment), they are concerned with the efficient use of those resources. From this perspective, efficiency is often referred to as 'doing things right' - that is, not wasting public resources. Hellriegal, Jackson, Slocum & Staude (2001:130) argue that efficiency is achieved by both minimizing inputs and maximizing productive outputs.

Effectiveness is often described as 'doing the right thing', that is, engaging in activities that will help a government organisation reach its goals. It is also defined as the extent to which an activity fulfils its intended purpose or function http://www.qualityinternationalresearch.com/glossary/effectiveness.
Effective and efficient programme management therefore requires a thorough grasp of the five traditional management functions: planning, decision-making, organising, leading and implementing.

2.2.1.2 Administrative and Managerial Processes in Public Administration

Fayol in George & Jones (2006: 8) cites four managerial functions that managers at all levels in all departments are responsible for performing, namely organising, leading, policy making and controlling. David (2004: 123) agrees with some of the afore-mentioned functions and argues that the five functions of management consist of five basic activities namely planning, organising, motivating, staffing and controlling.

- **Planning**

Planning consists of all those managerial activities related to preparing for the future where specific tasks include forecasting, establishing objectives, devising strategies, developing policies and setting goals (David 2004:124). Planning

defines where an organisation wants to go in the future and how it is going to get there (Starling 2005: 21). According to Schwella *et al* (1996: 59), proper planning for all resources is very important and normally follows several systematic steps which start with a proper understanding of the policies, goals, objectives and plans of the organisation, and end with audit and adjustment.

Hellriegal, Jackson, Slocum & Staude (2001: 76) advocate that planning is the formal process of:

- Choosing the organisation's vision, mission, and overall goals for both the short and long term;
- Devising divisional, departmental, and even individual goals based on organisational goals;
- Choosing strategies and tactics to achieve those goals; and
- Allocating resources (people, money, equipment and facilities) to achieve the various goals.

Furthermore, if undertaken properly, planning should assist in identifying future opportunities, anticipating and avoiding future problems, developing courses of action and understanding the risks and uncertainties associated with various options giving the organisation a better chance of achieving its general goals (Hellriegal *et al* 2001: 76-77).

Mintzberg (2000: 7) writes that planning is a formalised procedure to produce an articulated result, in the form of an integrated system of decisions.

Erasmus, Swanepoel, Schenk, van der Westhuizen & Wessels (2005: 126) argue that planning is one of the key responsibilities of public sector managers and this is validated by Section 38 of the Public Finance Management Act (1 of 1999) and Section 7(3) (b) of the Public Service Act (103 of 1994) which stipulates that strategic planning is central to the effective, efficient, economic and transparent use of resources.

There is continuous planning in SASSA to meet the operational requirements for projects and programmes such as Outreaches, Izimbizos, Ministerial Projects, Emergency Food Relief Programmes and planning to utilise resources efficiently and effectively to achieve operational milestones and targets. Vigorous planning occurs at the beginning of the financial year when the strategic plan is developed, and thereafter, regional, district and local office operational planning takes place to ensure alignment of these with the Agency's strategic plan.

In addition, business plans are developed and the submission of procurement plans *via* the supply chain management unit is strongly advocated by the Chief Financial Officer to ensure that expenditure for goods and services is according to the detailed plans.

- **Organising**

Sanchez & Heene (2004: 87) argue that resources, once they have been determined, must be organised so that there is clear task allocation, authority distribution and information flows. According to Schwella *et al* (1996: 49) organising in the public sector has to consider not only technical factors, but also political and human variables. The macro-organisational arrangement needs to be considered and all levels of supervision and management have to be aware of their organising functions in ensuring resource availability and productivity in public sector organisations.

Organising generally follows planning and decision making and is a process that managers use to establish a structure of working relationships that allow employees to interact and co-operate to achieve organisational goals (George & Jones 2006:8).

The concept organisation reflects how an institution tries to attain the objectives of its programmes and it involves the assignment of tasks and the grouping of

such tasks into various organisational units, example departments, divisions, branches and offices (Starling: 2005: 22).

The establishment of SASSA following its migration from Social Welfare was unique and required administrative and managerial functions and processes to facilitate this separation (SASSA Strategic Plan 2007/2008-2009/2010). Taking into account that SASSA is a national Agency, and is responsible for regulating nine regions or provinces in South Africa with an estimated beneficiary database of approximately 13.5 million beneficiaries, the following components of organising were critical to ensure its successful migration:

- Division of work;
- Departmentalisation;
- Centralisation; and
- Devolution.

A tremendous amount of organising was required initially when all staff who migrated to SASSA or joined for the first time had to attend a compulsory Induction Workshop across all Regions. Furthermore, all employees were required to attend Employee Wellness Programme Workshops, Policy on Incapacity Leave and Ill-health Retirement Workshops and Performance Management and Development Strategy Workshops (SASSA Annual Report 2006/2007 and 2007/2008).

There has also been a need to evolve from centralised processes to a more devolved approach from regions to districts to service points. An example of this is the allocation of the Social Relief of Distress Budget which was initially controlled by the KZN Regional Office, and has now been devolved to individual service points to manage it more effectively and for managers to be made more accountable for over/ under-expenditure (Minutes of Operational Monthly Meeting: May 2009 Durban District- Social Relief of Distress Budget).

- **Motivating**

Motivating can be defined as the process of influencing people to accomplish specific objectives and involves efforts directed towards shaping human behaviour. Specific factors such as leadership, communication, work groups, job enrichment, job satisfaction, organisational change and employee morale impact on staff motivation (David 2004: 126).

Motivation of individuals, according to Johnson & Scholes (2002: 441) is strongly influenced by the type of leader and leadership style and the credibility of leaders is important and can be built by, for example, being professional role models, or by the way in which leaders interface with the work environment.

Motivation is linked to job satisfaction and the latter is influenced by the staffing levels, availability of resources and opportunities for learning and development. In SASSA KZN, there are high levels of vacancy rates and limitations of other resources such as vehicles, office space and equipment, which can infer that staff are de-motivated to some extent.

- **Staffing**

Staffing is also referred to as human resource management and includes activities such as selecting, recruitment, interviewing, orientating, training, developing, evaluating, rewarding, disciplining, promoting, transferring employees as well as managing industrial relations functions (David 2004: 127). Several legislative prescripts provide the mandate for staffing and managers need to be updated and aware of them to ensure adherence to legal developments and requirements.

In SASSA, staffing is termed human capital management and policies have been developed that are in line with national human resource management policies and guidelines, and mandates that are promulgated by the Department of Public Service and Administration. Various human capital management policies (for

example, performance management and development policy) are made available to managers and employees in hard copy, on compact discs and on the SASSA intranet http:// www.sassa.gov.za.

- **Controlling**

This is evaluating to what extent an organisation is achieving its goals and conforming to planned operations, and taking action to maintain or improve performance. The outcome of the control process is the ability to measure performance accurately and regulate organisational efficiency and effectiveness (George & Jones 2006: 9). Controls should not be regarded as negative, boundary-setting measures. Control and evaluation ensure proactive action towards reaching goals and objectives (Schwella *et al* 1996: 59).

Control mechanisms in SASSA include the following:
- Compliance visits;
- Audits;
- Rapid response teams;
- Weekly, monthly and quarterly reports;
- Management information systems;
- Annual reports; and
- Statistical analysis (SASSA Annual Report, 2007/2008).

In order for control mechanisms to be effective, it can be inferred that there must be service standards in place which are monitored and reviewed and the desired quantity and quality are achieved in service transactions by proper audits and quality assurance.

Hellriegal, Jackson, Slocum & Staude (2001: 404) state that there are three general types of control:
- Pre-control; these are mechanisms intended to reduce errors and thereby minimise the need for corrective action;

- Concurrent control: these control measures monitor activities while they are taking place and its focus is to address problems while they are developing or occurring; and

- Post–control: these measures are intended to reduce or eliminate unwanted behaviours or results and thereby achieve conformity with the organisation's regulations and standards.

The four primary sources of control in most organisations are stakeholders, the organisation itself, groups or teams and individuals.

In addition to the functions discussed above, several authors (including David, Sanchez & Heene, Schwella & Mullins) agree that policy-making, leading and decision-making are considered essential management functions.

- **Policy-Making**

A policy is a guideline for organisational action and the implementation of goals and objectives (Mullins 1999: 125). Policy is translated into rules, plans and procedures and relates to all activities at all levels of the organisation. Public policy influences public resource management and provides important contexts within which public managers have to manage resources. Public managers also have a role to play in policy making. They experience the system first-hand and have technical and professional experience in their fields, and therefore facilitate through communication, necessary adaptations in policy. Public managers also implement policies and are required to do so efficiently and effectively.

Within the social security environment, the national policy framework arises from both the National Department of Social Development and from SASSA's Head Office in Pretoria to the Regions or 9 Provinces, then to the Districts and ultimately to the Local Offices. They provide guiding principles for decision-making and delegation. All policies that are ratified and adopted in SASSA are based on the National Imperatives such as:

- RSA Constitution, 108 of 1996;
- Social Assistance Act, 13 of 2004; and
- SASSA Act, 9 of 2004.

At a local and district office level, staff and managers are allowed to provide inputs into policies which are reviewed and ratified at Head Office level.

- **Leading**

Leadership is the process of influencing an organisation or group within the organisation in its efforts towards achieving an aim or goal (Johnson & Scholes 2002: 549).

Lynch (2006: 355) concurs and states that leadership is the art or process of influencing people so that they will strive willingly and enthusiastically towards the achievement of the organisation's purpose.

Managers not only articulate a clear vision for organisational members to follow, but also motivate and enable organisational members so that they understand the part they play in achieving organisational goals. Leadership depends on the use of power, influence, vision, persuasion and communication skills to co-ordinate the behaviours of individuals and groups so that their activities and efforts are in harmony and to encourage employees to perform at a high level (George & Jones 2006: 9).

Leading is the use of influence to motivate public employees to achieve programme objectives. It involves communicating those objectives to employees throughout the organisation and developing in them a commitment to perform at a high level (Starling 2005: 22).

Schwella *et al* (1996: 59) write that although there are various leadership theories, transformational leadership, might be the most appropriate for the

existing conditions of constant and dynamic change and that transformational leadership envisions and inspires goal achievement.

Leadership in SASSA requires co-ordination, delegation and control particularly, since numerous staff attend on-going training on SASSA policies and regulations and numerous employees and managers are away from their work stations collectively at the same time, while the service points continue to offer a full range of services to all customers. Managers are compelled to delegate work to other colleagues and to monitor and control the level and quality of services rendered.

- **Decision-Making**

Decision-making is the process of identifying problems and opportunities, generating alternatives, selecting an alternative and is considered an essential management skill (Starling 2005: 21). Dale cited in Erasmus, Swanepoel, Schenk, van der Westhuizen & Wessels (2005: 105) states that "management is decision making". Erasmus *et al* (2005: 105) further state that decisions in the public sector have to be made at a strategic and operational level. It is a rational process by which a specific plan is chosen to solve a particular problem or save a situation, taking into account the potential effect on organisational activities.

An example of decision-making would be when a decision is made about an application for a grant and if the client thinks it is wrong, or would like some further information about the decision, he/she can do the following:

- Ask for an explanation about the decision in more detail, appeal the decision within 90 days of the date on the decision letter or access their file for whatever information he/she might be in need of.

Figure 2.2: Four Functions of Management
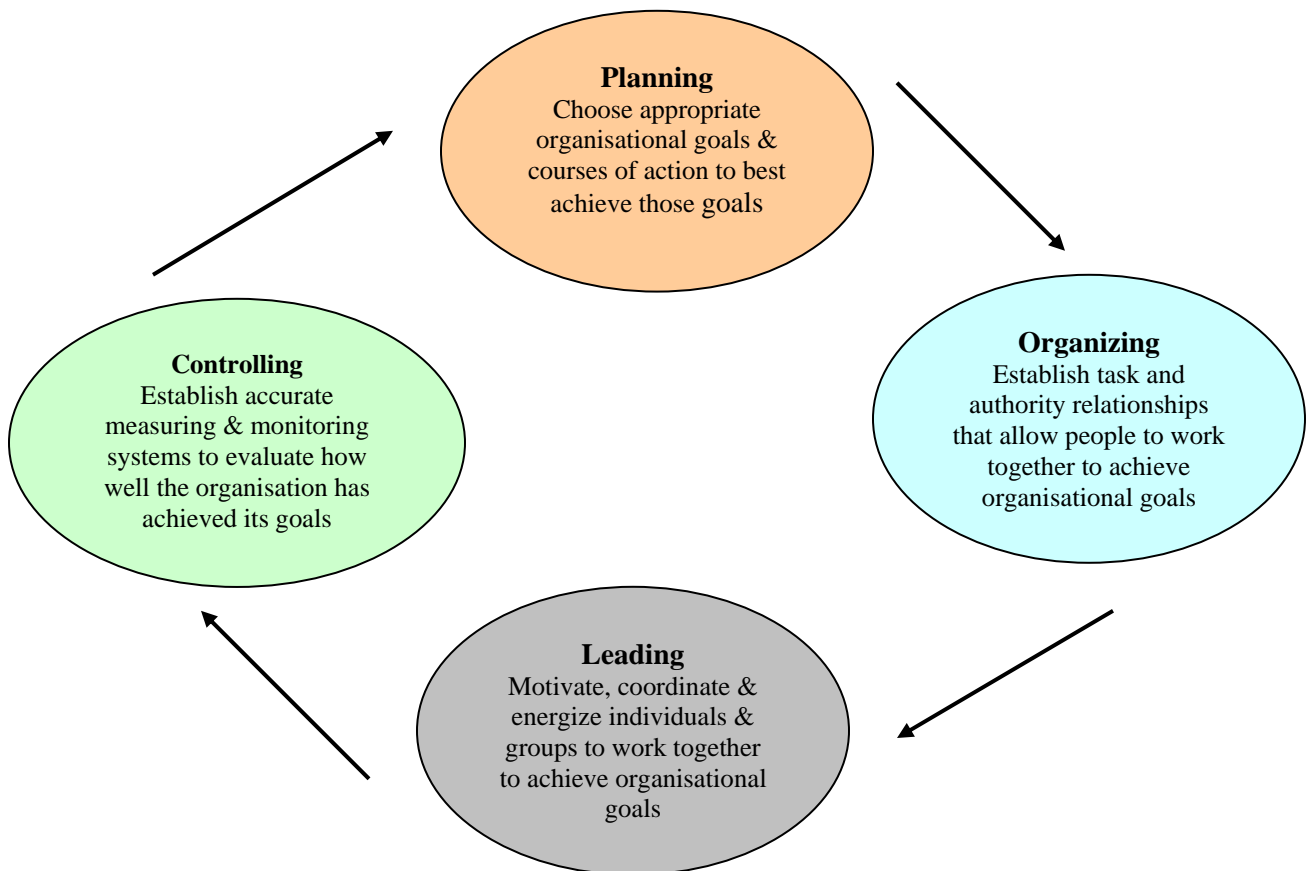
Source: (George & Jones 2006: 8)

2.2.2 Functional Activities

Functional activities are those activities which result in the primary service of the institution, implying that these are core activities and the organisation's "*raison d'etre*". They may result in services such as education, welfare or housing being provided to eligible members of the public.

The main functional activity in SASSA is the efficient and effective administration of social grants. This activity needs to be placed in perspective when understanding the organisational culture and values and how it impacts on service delivery, particularly within a public service environment that strongly

advocates the Batho Pele principles. Social security is pivotal to poverty alleviation which may be caused by economic and social distress and plays an important role in the household income of many of South Africa's poor.

It is closely aligned to Social Welfare Services and Social Development programmes which are investments that lead to tangible economic gains, and in turn, economic growth by empowering, capacitating and developing people so that they can be useful and productive members of society after they have been provided with a social safety net. This has direct and indirect impacts on education, crime and health care and hence on the well-being of a democratic nation (Mpedi 2008: 7-8).

The provision of social assistance is a constitutional imperative and will, of necessity, require infrastructure such as information technology systems, computers, buildings, equipment and skilled staff. In order for services to be delivered that are of a high quality and standard, as well as meeting targets in terms of quantity, much of this will depend on the provision of the above-mentioned resources. It will also be influenced by the leadership and ideology of the top management, and the work ethos, organisational culture and values that permeate the organisation (SASSA Strategic Plan Presentation to Parliamentary Monitoring Committee 2007/8- 2009/2010: Presentation to National Council of Provinces Select Committee on Social Services on 8 May 2007). http://www.pmg.org.za/docs/2007/070508sassa.ppt.

2.2.3. Auxiliary activities

Auxiliary activities in any organisation are important as they complement and supplement the core functional activities. (Cloete 1994: 241-245) identified the following as auxiliary activities that facilitate efficiency and effectiveness of activities:

- Research

  This is an on-going activity in SASSA to gauge what projects are required and which areas demand priority. Research also provides a better understanding of customer satisfaction and how to improve the service delivery in SASSA.

- Legal Administrative Services

  Legal services are provided at Head Office and Regional Office level. Numerous clients have instituted litigation against SASSA either due to delays in knowing the outcome of their grant applications, or due to lengthy delays in appeal processes. The Legal Services Section also provides advice to SASSA on interpretation of policy matters as well as ensuring that legislation is adhered to and that the rights of all internal and external customers are respected.

- Record-Keeping

  Record-keeping is vital in SASSA and both manual and electronic records are maintained for ease of access.

- Public Relations

  SASSA has a Communications and Marketing Unit that is mandated to deal with any public relations issue. However, every employee is inducted to understand that they also play an important role as ambassadors of the organisation, and therefore, to conduct themselves with appropriate decorum at all times.

- Notification

  This involves internal and external communication. Staff are kept updated of the latest changes *via* e-mail, intranet, circulars, letters, faxes and memoranda. Clients are informed in writing of the outcome of their grant application or appeal.

- Provision of infrastructure and materials

  It is imperative that staff have access to adequate resources to carry out their daily function with efficiency and effectiveness. For example, in order to process a grant application, a computer and printer are pre-requisites, without which this function can not take place. Officials need to use computer technology to verify information against the Home Affairs database and to capture the application electronically. Letters of award or rejection must be printed out and sufficient types of stationery are also required.

SASSA performs a functional activity exclusively. Together with the functional activities being complemented by auxiliary and generic administrative functions, the organisation strives to attain its goals and objectives.

2.2.4 What is the organisational environment?

The organisational environment is a set of forces and conditions outside the organisation's boundaries that have the potential to affect the way the organisation operates (Bourgeois in George & Jones 2006: 157). These forces change over time and thus present managers with opportunities and threats. To identify opportunities and threats caused by forces in the organisational environment, it is helpful for managers to distinguish between the task environment and the more encompassing general environment.

Schwella *et al* (1996: 14) propose that the organisational environment divides further into the general and specific environment and further separates into components within these environments. Lynch (2006: 78) concurs and states that the environment means everything and everyone outside the organisation, for example, competitors, customers, and government.

The general or macro environment includes the economic, technological, socio-cultural, demographic, political and legal, environmental and global forces that

affect the organisation and its environment (Lynch 2006: 84). Johnson and Scholes (2002: 134) are of the opinion that environmental influences and trends can be thought of as being in layers around an organisation.

Klingner cited in Schwella *et al* (1996: 14) argues that the environmental influences are values, political, social, economic and technological conditions, and laws. Certain trends, opportunities and threats emanate from the public organisation's environment and identifying and acting on these trends are essential for the public manager.

The task or specific environment is the set of forces and conditions that originate with suppliers, distributors, customers/ consumers and competitors. These forces and conditions affect an organisation's ability to obtain inputs or dispose of its outputs. The specific environment contains the forces that have the most immediate and direct effect on managers because they pressure and influence managers on a daily basis. The diagram that follows illustrates this more clearly.

Fig 2.3 Forces in the Organisational Environment
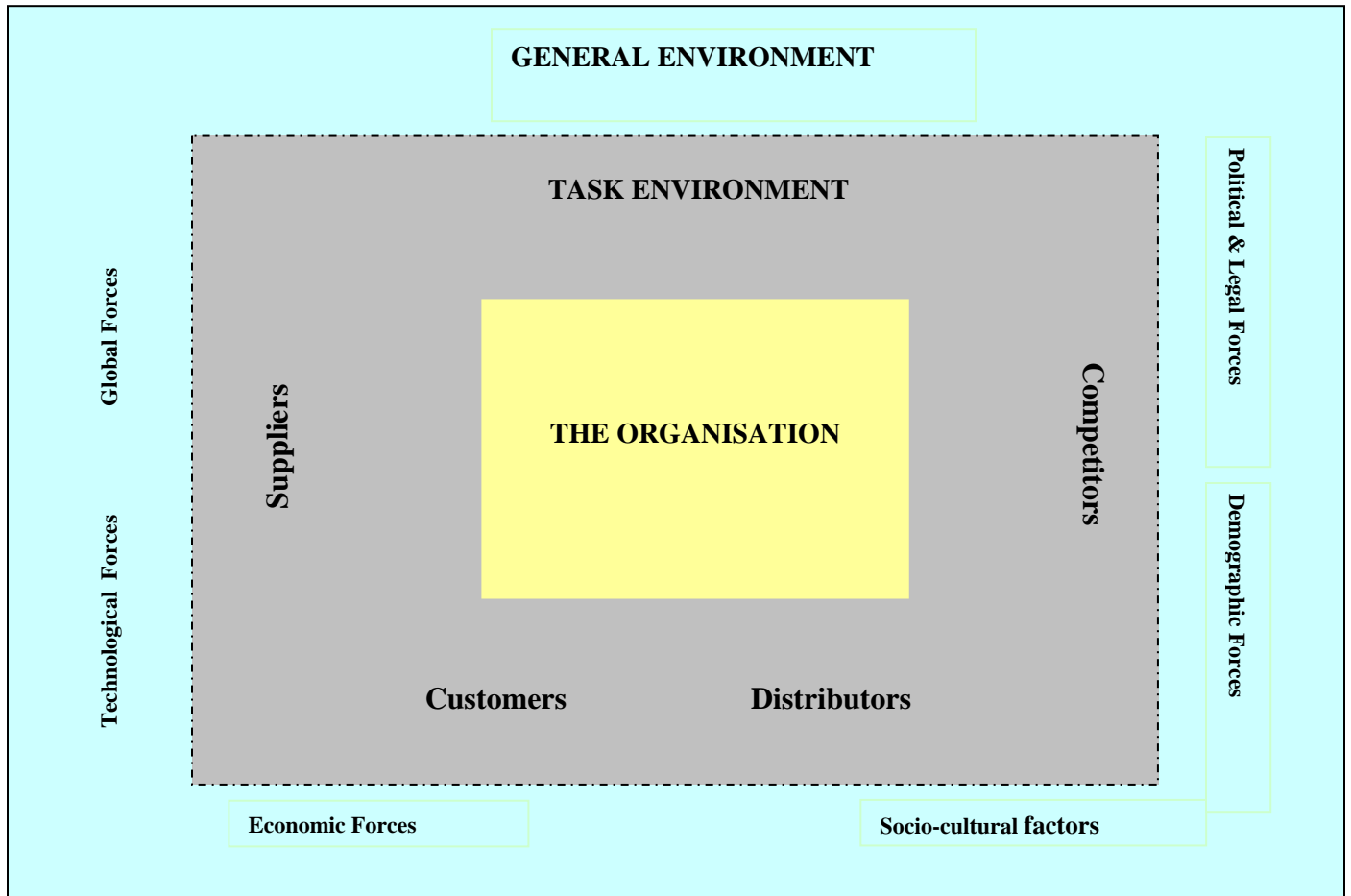
Source: (George and Jones 2006: 158)

2.2.5 The General Environment

Trends emanating from the general environment exert influences on the organisation and public managers need to identify them in order to manage accordingly. The following are important aspects of the general environment which are referred to as the Political, Environmental, Social, Technological, Economic and Legal (PESTEL) analysis:

- **Political and Legal Forces**

Political and legal forces are changes in laws and regulations. They result from political and legal developments within society and significantly affect managers and organisations. Political processes shape a society's laws. Laws constrain the operations of organisations, and thus create both opportunities and threats. An example of political and legal forces that can challenge a manager is increased emphasis on safety in the workplace, and legal constraints against discrimination on the basis of race, gender or age (Lynch 2006: 84).

Political forces include political parties, political policies, acts, laws, directives and regulations. The South African Social Security Agency takes its mandate from Section 27 of the RSA Constitution, 108 of 1996, and from the SASSA Act, 9 of 2004. The Agency's poverty alleviation goals and strategic priorities are further derived from the annual Presidential State of the Nation Address, as well as the Budget Speech.

- **Economic Forces**

Economic forces affect the general health and well-being of a country or world region. They include interest rates, inflation, unemployment, and economic growth. Economic forces present many opportunities and threats for managers. Low levels of unemployment and falling interest rates mean a change in the customer base positively. In contrast, worsening macroeconomic conditions pose a major threat because they limit a manager's ability to gain access to the resources their organisations need (Johnson & Scholes 2002: 102).

Poor economic conditions make the environment more complex and managers' jobs more difficult and demanding. Managers may need to reduce the number of individuals in their departments and increase the motivation of remaining employees, and managers and workers alike may need to identify ways to acquire and utilise resources more efficiently. The economic growth, resource availability, savings, productivity and unemployment impact hugely on SASSA and the need to provide social assistance to needy persons who are eligible for social grants.

- **Technological Forces**

Technology is the combination of tools, machines, computers, skills, information, and knowledge that managers use in the design, production, and distribution of goods and services. Robbins cited in Schwella *et al* (1996: 20) defines technology as the information, equipment, techniques and processes required to transform organisational inputs into outputs.

Technological forces are outcomes of changes in the technology that managers use. Technological forces can have profound implications for managers and organisations and technological change can make established products obsolete, for example, typewriters and changes in information technology are altering the very nature of work itself within organisations, including that of the manager's job.

Advancements in technology have assisted SASSA to identify fraud and corruption that costs an estimated one billion rands a year. With recent advancement, the SASSA Social Pension (SOCPEN) system is able to interface with the Home Affairs System as well as identify clients who qualify for Government Employees Pension Fund (GEPF).

This is evident in the article titled 'Corrupt officials not punished: Hofmeyr, Head of the Special Investigating Unit, told Standing Committee on Public Accounts (SCOPA) that thousands of people known to be receiving welfare grants illegally

were still on the system as they were using labour and civil laws to frustrate efforts to discipline them. He added that his Unit had helped the National Prosecuting Authority to try cases against public servants taking welfare grants to which they were not entitled (The Times 29 January 2010: 4). Public managers need to understand how technology can be utilised to optimise service delivery.

- **Socio-cultural Forces**

Social environmental trends include population demographics: birth and death rates, gender composition, life expectancy, age composition and other social indicators such as income distribution, which affect public resource needs and management, as well as the social makeup of clients and employees (Johnson & Scholes 2002: 102). Other such trends relate to education, levels of urbanization and housing provision which becomes of primary importance to public resource managers.

Socio-cultural forces are pressures emanating from the social structure of a country or society or from the national culture which may either facilitate or constrain the way organisations work and managers behave. Social structure is the arrangement of relationships between individuals and groups in a society. Societies differ substantially in social structure. In societies that have a high degree of social stratification, there are many distinctions among individuals and groups for example, the caste system in India and numerous social classes in Great Britain.

Culture at a social level comprises a society's basic beliefs, attitudes, role definitions and interactions. It encompasses learned and shared behaviour, values, norms, artifacts and behavioural patterns acceptable to groups. National culture is the set of values that a society considers important and the norms of behaviour that are approved or sanctioned in that society. Societies differ substantially in the values and norms that they emphasise for example, in the

United States of America, individualism is highly valued whereas in Africa, emphasis is placed on solidarity or "ubuntu".

Ubuntu is a principle of shared responsibility. It is an expression of the solidarity principle that underlies the essence of social security and is of utmost importance in the African, and especially southern African context (Olivier in Kanyongolo 2004: 4). The constitutional court of South Africa has entrenched *ubuntu* as a constitutional principle. In the case of S V Makwanyane 1995 3 SA 391 (CC) Justice Langa described *ubuntu* as follows:

"The concept is of some relevance to the values we need to uphold. It is a culture which places some emphasis on communality and on the interdependence of the members of a community. It recognises a person's status as a human being, entitled to unconditional respect, dignity, value and acceptance from the members of the community such a person happens to be a part of…" (Olivier 2005: 88).

Social structure and national culture change over time and individual managers and organisations must be responsive to these changes. Globalisation also means that managers are likely to interact with people from several countries and must be sensitive to differences between societies and adjust their behaviour accordingly (George & Jones 2006: 169).

- **Environmental Forces**

These refer to issues such as environmental protection laws, waste disposal and energy consumption. Managers need to understand the differential impact of these influences and whether it is possible that these could be structural drivers of change (Johnson & Scholes 2002: 103; Lynch 2006: 85).

2.3. Public Management Model

Schwella *et al* (1996: 31) proposed a public management model, as depicted in Figure 2.4, which explains and simplifies the complex concept of public management and public resource management.

GENERAL ENVIRONMENT

FUNCTIONS

SKILLS

MANAGEMENT
APPLICATIONS

SUPPORTIVE
TECHNOLOGY
& TECHNIQUES

GENERAL ENVIRONMENT

Political   Social   Economic   Technological   Cultural

SPECIFIC ENVIRONMENT

Suppliers   Competitors   Regulators   Consumers
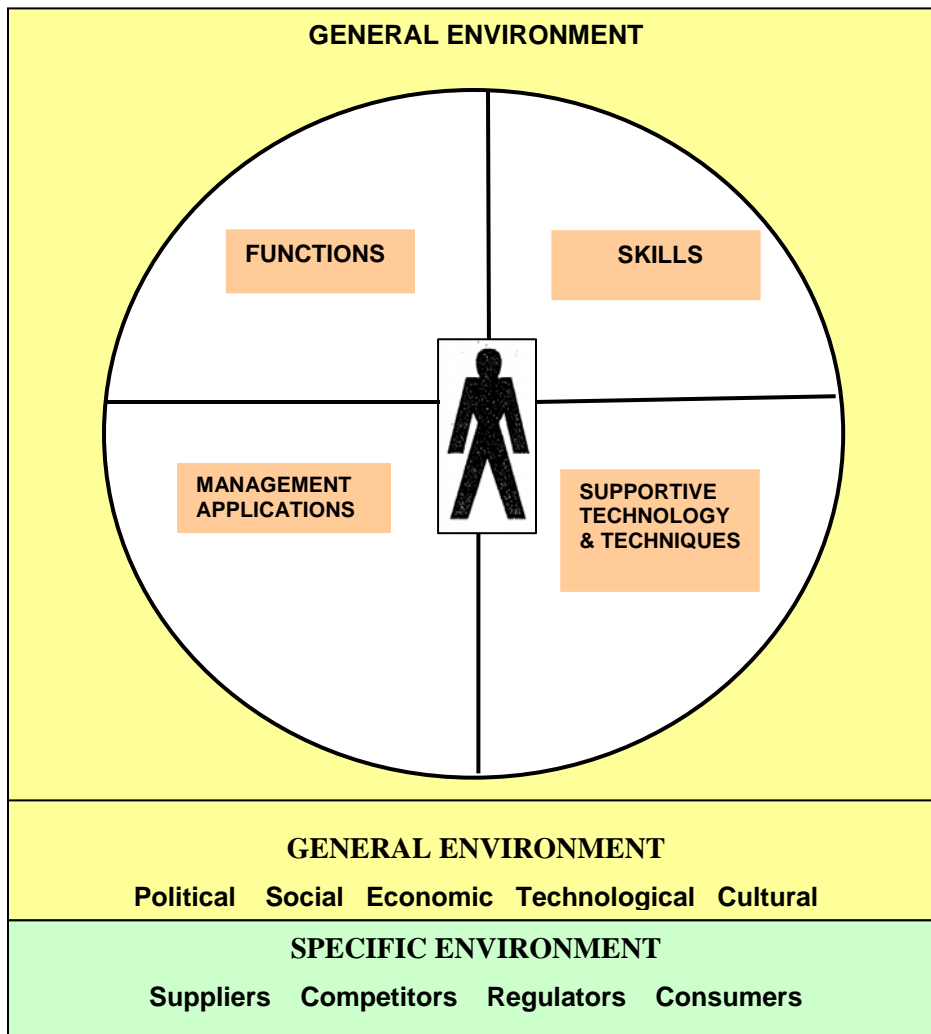
Figure 2.4: Schwella's Public Management Model (Schwella *et al* 1996: 7)

Open Systems and Contingency Approach examines the specific and general environment. The discussion by George & Jones is an extension of the Schwella Model with respect to the aspects of the general and specific environment. However, attention is drawn to the cultural environment as part of the general environment, as well as to consumers or customers in the specific environment, which can differ substantially in the public and corporate sector since the public sector is not profit-driven but rather customer driven.

2.3.1 Cultural environment as part of general environment

This comprises basic beliefs and attitudes of a society and encompasses norms and fundamental values of any group. These values that public organisations strive towards include constitutionalism, democratic values (example legitimacy, transparency, responsiveness and accountability), economic values (example efficiency, effectiveness and productivity) and other values such as professionalism and social equity.

2.3.2 Specific Environment

2.3.2.1 Suppliers

Suppliers are the individuals and companies that provide an organisation with the input resources that it needs to produce goods and services. In return, the supplier receives compensation for those goods and services. Changes in the nature, numbers, or types of any supplier result in forces that produce opportunities and threats to which managers must respond if their organisations are to prosper.

For example, a major supplier-related threat that confronts managers arises when suppliers' bargaining position is so strong that they can raise the prices of the inputs they supply to the organisation. A supplier's bargaining position is especially strong when (1) the supplier is the sole source of an input and (2) the input is vital to the organisation (Porter in George & Jones 2006: 159).

In contrast, when an organisation has many suppliers for a particular input, it is in a relatively strong bargaining position with those suppliers and can demand low-cost, high quality inputs from them, whilst the opposite is also true, for example, SASSA district surgeons and non-delivery in March 2008 when doctors were dissatisfied with their rate per medical assessment of clients as compared to other provinces, and suspended all services for approximately three weeks until their grievances were heard and their demands were partially met.

2.3.2.2 Consumers

In this research, the emphasis is largely on the aspect of customers or clients as they are referred to in SASSA.

Customers are the individuals and groups that buy or utilise the goods and services that an organisation produces. An organisation's success depends on its response to customers. A manager's ability to identify an organisation's main customers and produce the goods and services they want is a crucial   factor affecting organisational and managerial success (George & Jones 2006: 159).

There are several internal and external customers in SASSA. However, the clients who receive the various types of grants are also known as the beneficiaries and the primary aim of the organisation is to administer grants at the 'right place, at the right time, to the right person, every time' which is the SASSA motto. This is part of the organisation's value system where customer care and customer satisfaction is highlighted widely.

2.3.2.3 Competitors

Competitors are organisations that produce goods and services similar to a particular organisation's goods and services. In other words, competitors are organisations that compete for the same customers. In a broad sense, in SASSA, competitors are other organisations or local offices that compete for limited resources. However, in South Africa, SASSA as an organisation in its entirety,

has no competitors as the administration of government grants is administered exclusively by SASSA.

2.3.3   Values approach to public administration

The RSA Constitution, 108 of 1996 declares the Republic to be a democratic State, founded on a number of values. These include human dignity, the achievement of equality, the advancement of human rights and freedoms, non-racialism, non- sexism, the rule of law, universal adult suffrage, accountability, responsiveness and openness. Therefore, in committing his/her self to the public service, the public servant is bound by the democratic nature of the State and the values which support it.

Erasmus, Swanepoel, Schenk, van der Westhuizen & Wessels (2005: 33) state that the public servant is under an unqualified obligation to understand and appreciate those values and to strive consciously to ensure that his/ her day – to – day activities are guided by them. Hence this serves as an authoritative cue to the ethical performance of his/ her duties.

2.4   Impact of public administration on social service delivery

There are numerous challenges and complexities that governments grapple with in the provision of social services to entitled citizens. In South Africa, the Department of Public Service and Administration has committed itself to redress past imbalances which resulted from an apartheid era of gross unfair discrimination and inequality, by transforming services so that they are more transparent, responsive and equitable.

According to Erasmus *et al* (2005: 29), one of the country's single major objectives is to improve the quality of life of all its inhabitants. This requires strategies to eradicate socioeconomic inequalities that affected historically disadvantaged citizens, and to make public services accessible to all. This is

aptly contained in the principles of the organizations for economic co-operation and development.

Principles of Public Service - Some Principles of the Organisations for Economic Co-Operation and Development (OECD) 1998:

- Ethical standards for public service should be clear;
- Ethical standards should be reflected in the legal framework;
- Ethical guidance should be available to public servants;
- The decision-making process should be transparent and open to scrutiny;
- Managers should demonstrate and promote ethical conduct;
- Management policies, procedures and practices should promote ethical conduct; and
- Adequate accountability mechanisms should be in place in the public service (Rose & Lawton 1999: 303).

2.5 Legislative Framework for Organisational Culture and Values and Public Service Delivery

Some of the legislation that directs the delivery of public services is discussed below:

2.5.1 The Constitution of the Republic of South Africa Act, 108 of 1996

It is clearly articulated in Section 2 of the 1996 RSA Constitution that 'this constitution is the supreme law of the Republic, law or conduct inconsistent with it is invalid, and the obligations imposed by it, must be fulfilled…' implying that there is no legal prescript that is higher than the Constitution.

Section 27 (1) (c) of the RSA Constitution, Act 108 of 1996, states that:
"Everyone has the right to have access to:
(c) social security, including, if they are unable to support themselves and their dependents, appropriate social assistance and,

(2) The State must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of these rights.'

Section 30, in relation to human rights on language and culture and stipulates: "Everyone has the right to use the language and to participate in the cultural life of their choice, but no one exercising these rights may do so in a manner inconsistent with any provision of the Bill of Rights".

There are millions of beneficiaries in SASSA as well as numerous staff in all parts of the country who subscribe to different languages and cultures which requires understanding, sensitivity and tolerance which relates to the values and organisational culture that is propagated by the organisation. If staff fail to work in an environment that encourages tolerance for cultural diversity, this can result in negative impacts on service delivery in SASSA.

A critical aspect guiding the conduct of all public officials in every sphere of government is outlined in Section 195 (1) of the 1996 Constitution which stipulates that 'Public administration must be governed by the democratic values and principles enshrined in the Constitution…' These values are listed in Section 1 of the Constitution as human dignity, the achievement of equality, the advancement of human rights and freedoms, non-racialism, non-sexism, the rule of law, universal adult suffrage, and accountability, responsiveness and openness.

Section 195 (1) of the RSA Constitution, 108 of 1996, further provides other principles that ought to inform Public Service delivery:

- A high standard of professional ethics must be promoted and maintained;
- Efficient, economic and effective use of resources must be promoted;
- Public administration must be development-orientated;
- Services must be provided impartially, fairly, equitably and without bias;

- People's needs must be responded to and the public must be encouraged to participate in policy making;

- Public administration must be accountable;

- Transparency must be fostered by providing the public with timely, accessible and accurate information;

- Good human resource management and career development practices, to maximize human potential, must be cultivated; and

- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

(2) The above principles apply to:
- Administration in every sphere of government;
- Organs of State; and
- Public enterprises.

(3) National legislation must ensure that promotion of the values and principles listed in sub-section (1) above.

(4) The appointment in public administration of a number of persons on policy considerations is not precluded, but national legislation must regulate these appointments in the public service.

(5) Legislation regulating public administration may differentiate between different sectors, administrations or institutions.

(6) The nature and functions of different sectors, administrations or institutions of public administration are relevant factors to be taken into account in legislation regulating public administration.

2.5.1.1 Social Security

Social security provisioning endeavours are built on a plethora of legal instruments which will be discussed in greater detail. Access to social security is a basic human right and is underpinned by international, regional and in some cases, national instruments.

2.5.1.1.1 Access to Social Security: A Human Rights Perspective

Firstly, the right to social security is enshrined in the Universal Declaration of Human Rights, which states that:

> *'everyone, as a member of society, has the right to social security and is entitled to realization, through national effort and international co-operation and in accordance with the organisation and resources of each State, of the economic, social and cultural rights indispensable for his dignity and the free development of his personality' (Section 22 of the Universal Declaration of Human Rights)*
>
> *http://en.wikipedia.org/.../Universal_Declaration_of Human_Rights.*

Secondly, the right to social security is also articulated in the International Covenant on Economic, Social and Cultural Rights. Section 9 of the Covenant aptly states that, 'everyone has a right to social security, including social insurance.' However, the Covenant acknowledges that States may not have the resources to respect and fulfill all these rights even though they are obliged to do so in terms of the Covenant, and are therefore allowed the necessary decision-making as to priorities and amounts.

At regional level, the Southern African Development Community Social Charter also provides for the right to social security. Specifically, Article 10 of the Charter states that:

- Member states shall create an enabling environment so that every worker in the Region shall have a right to adequate social protection and shall,

regardless of status and type of employment, enjoy adequate social benefits; and

- Persons who have been unable to either enter or re-enter the labour market and have no means of subsistence shall be entitled to receive sufficient resources and social assistance (Kaseke 2008: 3).

The provisions in the SADC Social Charter on the right to social protection are re-inforced by the Code on Social Security in SADC. Section 4 (i) of this Code states that "every Member State should progressively raise its system of social security to a higher level, which should include achieving the meaningful coverage of everyone under the system, bearing in mind the realities and level of development in the particular Member State".

South Africa stands out as an exception to the SADC countries that have either signed or ratified the international or regional instruments that provide for the right to social security and this has been given expression in national legislation and the Constitution.

Section 27 (1) (c) of the RSA Constitution, Act 108 of 1996, states that: "everyone has the right to have access to social security including if they are unable to support themselves and their dependents, appropriate social assistance".

The above frameworks reveal that international, regional and national instruments exist which makes States obliged to extend social security to everyone. However, the reality is that social security systems in the SADC fall short of protecting these rights. Consequently, a situation arises where some have access to social security whilst others do not, creating inequality and social exclusion in society.

2.5.2 White Paper on Transformation of the Public Service

In line with the Constitutional imperatives listed above, it therefore became crucial that the public service had to be re-structured into a "coherent, representative, competent and democratic instrument for executing government policies and meeting the needs of all citizens" and saw the birth of the White Paper on the Transformation of the Public Service (White Paper on Transformation of Public Service 1995: Introduction).

Of the eight transforming priorities set out in this White Paper on Transformation of Public Service, the key priority was "transforming service delivery". In this respect, the government envisaged a public service that would be guided by an ethos of service and committed to the provision of services of an excellent quality; geared towards development and reduction of poverty; goal and performance orientated; efficient and cost effective; consultative and democratic; and transparent, honest and accountable (White Paper on Transformation of the Public Service 1995: Chapter 2.1).

2.5.3 Batho Pele

Based on the fundamentals of the White Paper on Transformation of the Public Service of 1995 and the RSA Constitution of 1996, the Batho Pele White Paper on Transformation of Public Service of 1997 was formulated to "provide a policy framework and a practical implementation strategy for the transformation of public service delivery" (Batho Pele White Paper on Transformation of the Public Service 1997: 9).

Batho Pele is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple, transparent mechanism, which allows customers to hold public servants accountable for the type of services they deliver.

The Batho Pele White Paper signalled very strongly government's intention to adopt a citizen-orientated approach to service delivery, informed by the eight principles of consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money (Batho Pele Handbook 2003: 17).

The following principles have been identified in the White Paper on Transforming Public Service Delivery, and are essential within SASSA:

- Consultation;
- Service standards;
- Access;
- Courtesy;
- Providing more, better and relevant information;
- Openness and transparency;
- Redress;
- Value for Money; and
- Encouraging innovation and rewarding excellence.

The implications of the above-mentioned principles to SASSA are:

- Customers should be engaged and consulted about the type of services that they require when making decisions about what services should be provided, meaning that the organisation needs to listen to what customers want and are saying;
- Treating customers with respect for human dignity and with courtesy;
- Ensuring that all clients have access to service points and to various types of services;
- Ensuring that the quality of services are of a high standard and that services are provided at the promised level; and
- Responding quickly and intervening sympathetically when the service standards fall below the promised standard and redressing the situation (SASSA KZN Customer Care Training Manual February 2010).

2.5.4 Social Assistance Act , 13 of 2004

The Social Assistance Act, 13 of 2004 provides a national legislative framework for the provision of different types of social grants, social relief of distress, the delivery of social assistance grants by a national Agency and the establishment of an Inspectorate for Social Security.

2.5.5 SASSA Act, 9 of 2004

The South African Social Security Agency Act, 9 of 2004 provides for the establishment of the South African Social Security Agency as a schedule 3A public entity in terms of the Public Finance Management Act, 1 of 1999.

The principle aim of the Act is to make provision for the effective management, administration and payment of social assistance and service through the establishment of the South African Social Security Agency.

2.5.6. Promotion of Administrative Justice Act, 3 of 2000

The Promotion of Administrative Justice Act, 3 of 2000 gives effect to the right of the public to administrative action that is lawful, reasonable and procedurally fair and to the right to written reasons for administrative action as contemplated in Section 33 of the Constitution of the Republic of South Africa and also to promote a good code of administration.

2.5.7. Promotion of Access to Information Act, 2 of 2000

The Promotion of Access to Information Act, 2 of 2000 provides for the constitutional right of access to information held by any public or private body and is required for the exercise or protection of any rights. The Act details the procedures to be followed when making such a request for information held either by a public body or private body.

2.6.   THE SOUTH AFRICAN SOCIAL SECURITY AGENCY

A discussion on SASSA will now be provided.

2.6.1. Background of SASSA

Social assistance is one of the main poverty alleviation programmes of government targeting vulnerable groups and individuals. Through social assistance, government provides income support to over 13.5 million beneficiaries constituted by old age pensioners, war veterans, disabled adults, foster care children, care dependent children and child support grant beneficiaries (SASSA: Defining the Road Ahead- Building Strategic Capabilities). http://www.dpsa.gov.za/documents/networks/4thacademy/Makiwane.ppt.

2.6.2. Institutional Challenges

Institutional challenges that have been cited in SASSA's social assistance delivery system in South Africa include:

- Fragmented institutional mechanisms;
- A lack of uniformity across Provinces and inefficient processes;
- Poor management;
- Unequal distribution and development of human resources;
- High transaction costs;
- High levels of fraud; and
- Poor quality of service delivery, including long distances for some and long hours in queues.

These problems inhibit access to social assistance despite the fact that such access is constitutionally guaranteed for those who are unable to support themselves or their dependents
http://www.dpsa.gov.za/documents/networks/4thacademy/Makiwane.ppt.

2.6.3. Social Assistance in KZN

Social Welfare service delivery in KZN has been beset by problems of extensive backlogs, widespread fraud and corruption, and excessive litigation against the Department.

Currently, the State provides social grants to about 13.5 million beneficiaries, and the media has often highlighted citizen's dissatisfaction with the poor level and quality of welfare services that are being delivered country-wide, as is evident below:

'Premier hears grumbles from queues: The Daily News 17 September 2008: Chatsworth residents had a chance to voice their dissatisfaction with the quality of service they receive from public servants when provincial Premier S'bu Ndebele paid a surprise visit to the Department of Social Development yesterday. Some angry people accused officials of dishing out harsh treatment, of being sent home when the offices closed after queuing for the whole day, and of not being attended to by the public servants because they often spoke on their cellphones in working hours".

The above article indicates that the Batho Pele principles are not being implemented and adhered to, and that there is a shortcoming in the monitoring and evaluation of Batho Pele principles and service delivery improvement programmes.

2.6.4. Development of SASSA

The South African Social Security Agency (SASSA) is a relatively new state body that came into effect in April 2005, and became operational to administer the application, approval and payment of social grants in the country in April 2006. SASSA was set up by the government to root out fraud and improve efficiency in the administration of the country's social grants. In 2004, the South African Social Security Agency (SASSA) Act, 9 of 2004, and the Social Assistance Act, 13 of

2004, were signed into law. By mid-2006, the social grants function had been moved from the provinces to SASSA (SASSA Strategic Plan 2007/8- 2009/2010: Presentation to NCOP's Select Committee on Social Services).

The Department of Social Development is one of the key catalysts for the national agenda of social transformation. As a public sector institution, it is tasked to endeavour to create a better life for the poor, vulnerable and excluded people in the country as per the Constitutional imperatives in Section 27(c) of the RSA Constitution, 108 of 1996. Essentially, this Department is expected to ensure the provision of social development, social protection and social welfare services to all people in society. One of its central tasks, therefore, "*is to develop and monitor the implementation of social policy that creates an enabling environment for and leads to the reduction in poverty"* (DSD, Strategic Plan 2002-2005: 6).

Previously, all nine provincial governments were responsible for the administration of social grants, but this created serious service delivery challenges especially delays in approval of payment of grants, fraud and corruption, poor pay point facilities and the significant cost of delivering social grants.

The adoption of the South African Social Security Act, 9 of 2004, and the Social Assistance Act by National Parliament paved the way for more professional, co-ordinated and consistent delivery to social grant beneficiaries. It was envisaged that these dividends would be realised in the future:
- Payment of social grants anywhere in the country regardless of where the social grant beneficiary resides;
- Applying for a grant at any city or province in the country;
- Reduction of waiting period to receive a grant outcome from 3 months upwards to one to five days;
- Establishment of paypoints at every 5km radius;
- Elimination of or upgrading of pay-points without proper facilities; and

- Employment of staff who went through security vetting processes to avoid recruiting staff members with dubious intentions.

"The idea, says Skweyiya, is to create a unitary but flexible service delivery mechanism to ensure that we pay the right grant amount to the right person at the right time and in a dignified manner." By March 2007, the new agency would have taken over grant payments from all nine provincial social welfare departments, shouldering the responsibility of distributing over R55-billion to more than 10 million needy South Africans annually www.southafrica.info/ess_info/sa_glance/social_delivery/update/socialsecurityagency.htm.

Table 2.1: Comparison of Number of Grants by Province, taken on 31 January 2008 – to 31 January 2010

PROVINCE	TOTAL GRANTS 2008	TOTAL GRANTS 2009	TOTAL GRANTS 2010
E. Cape	2, 283 553	2,292,518	2,427,009
Free State	745,492	752,718	817,221
Gauteng	1, 440,637	1,507,565	1,654,973
KZN	3,039,335	3,272,491	3,465,745
Limpopo	1,791,493	1,863,445	1,993,105
Mpumulanga	923,016	959,220	1,025,439
N Cape	301,449	322,390	354,798
North West	973,305	998,560	1,077,423
W Cape	820,194	873,854	1,016,687
TOTAL SA	12,318,474	12,842,761	13,832,400

Adapted from SOCPEN SYSTEM: www.sassa.gov.za.

Table 2.1 shows that the total number of grant recipients grew from 12, 318, 474 in 2008 to 13,832,400 in 2010. In 2008, KwaZulu - Natal (KZN) accounted for the highest percentage (24.67%) of all grant recipients. Eastern Cape contained the

second largest number of grant recipients (18.53%) while Northern Cape had the least number of grant recipients (2.44%). In addition, KZN had the highest number of grant recipients in the following categories from 2008 - 2010: Care Dependency Grant recipients; Foster Care Grant recipients; Child Support Grant recipients; Disability Grant recipients; and Old Age Grant recipients.

In January 2009, it was established that for KZN, there were 1, 412,644 male grant recipients and 1, 777, 804 female grant recipients. Only 784 grant recipients were non- South African; 195,831 recipients were married while 171,538 had never been married. A further 96, 932 recipients in KZN were widows/ widowers.

By January 2010, child support grants accounted for the highest proportion of grants in the country, followed by old age grants and disability grants (Monitoring and Evaluation Statistical Report No. 2, 14 and 26) www.sassa.gov.za.

Research studies have consistently confirmed that these grants not only reduce the occurrence of hunger and extreme poverty, but that they also facilitate household access to basic services and economic opportunities. This has been the fastest-growing category of government expenditure since 2001, and now amounts to R70 billion a year, about 3,4% of gross domestic product. http://www.info.gov.za/aboutsa/socialdev.htm.

With a view to operationalising SASSA, government has committed itself to ensuring that ordinary South Africans notice tangible changes to the social-assistance administration system, particularly as improved service delivery should affect them directly. The high rate of litigation, backlogs and complaints necessitates investigating whether the creation of the South African Social Security Agency is succeeding in eradicating these, and whether the adoption of a new "culture of diligence" by the Agency is impacting positively on service delivery.

Khoza (2002: 33) agrees that "Batho Pele is not an end in itself but a means designed to achieve the broad objective of transformation in the public service as well as in the country as a whole. In essence, Batho Pele's success and pace will significantly be influenced by the determinants of broad social transformation".

2.6.5. ORGANISATIONAL ENVIRONMENT AND STRUCTURE

The South African Social Security Agency (SASSA) is centralized in Pretoria and has nine regions which are made up of each of the provinces. Therefore, it is divided into nine regional offices in the provinces, and further sub-divided into districts within each region. In KwaZulu-Natal, the regional office has its headquarters in Pietermaritzburg, and has a responsibility for four districts namely Durban, Ulundi, Midlands and Pietermaritzburg. Within each district are local offices that vary in number and that have an urban or rural location. Durban District has fourteen local offices www.sassa.gov.za.

Below is a diagrammatical representation of the organisational structure.

Figure 2.5: Diagrammatical Representation of SASSA Structure

```
                    ┌─────────────────────┐
                    │  MINISTER OF SOCDEV  │
                    └─────────────────────┘
                              │
                    ┌─────────────────────┐
                    │         CEO          │
                    └─────────────────────┘
                              │
         ┌────────────────────┼────────────────────┐
┌──────────────────┐ ┌──────────────────┐ ┌──────────────────┐
│ EXECUTIVE        │ │ REGIONAL         │ │ GENERAL          │
│ MANAGERS         │ │ EXECUTIVE        │ │ MANAGERS         │
│ HEAD OFFICE      │ │ MANAGERS X9      │ │ HEAD OFFICE      │
│                  │ │ REGIONS          │ │                  │
└──────────────────┘ └──────────────────┘ └──────────────────┘
                              │
              ┌───────────────┴───────────────┐
   ┌──────────────────┐           ┌──────────────────┐
   │ GENERAL MANAGER  │           │ SENIOR MANAGER   │
   │                  │           │ Eg. Durban,      │
   │                  │           │ Ulundi           │
   └──────────────────┘           └──────────────────┘
                                            │
                                  ┌──────────────────┐
                                  │ LOCAL OFFICE     │
                                  │ MANAGER:         │
                                  │ Eg. Verulam,     │
                                  │ Pinetown         │
                                  └──────────────────┘
```
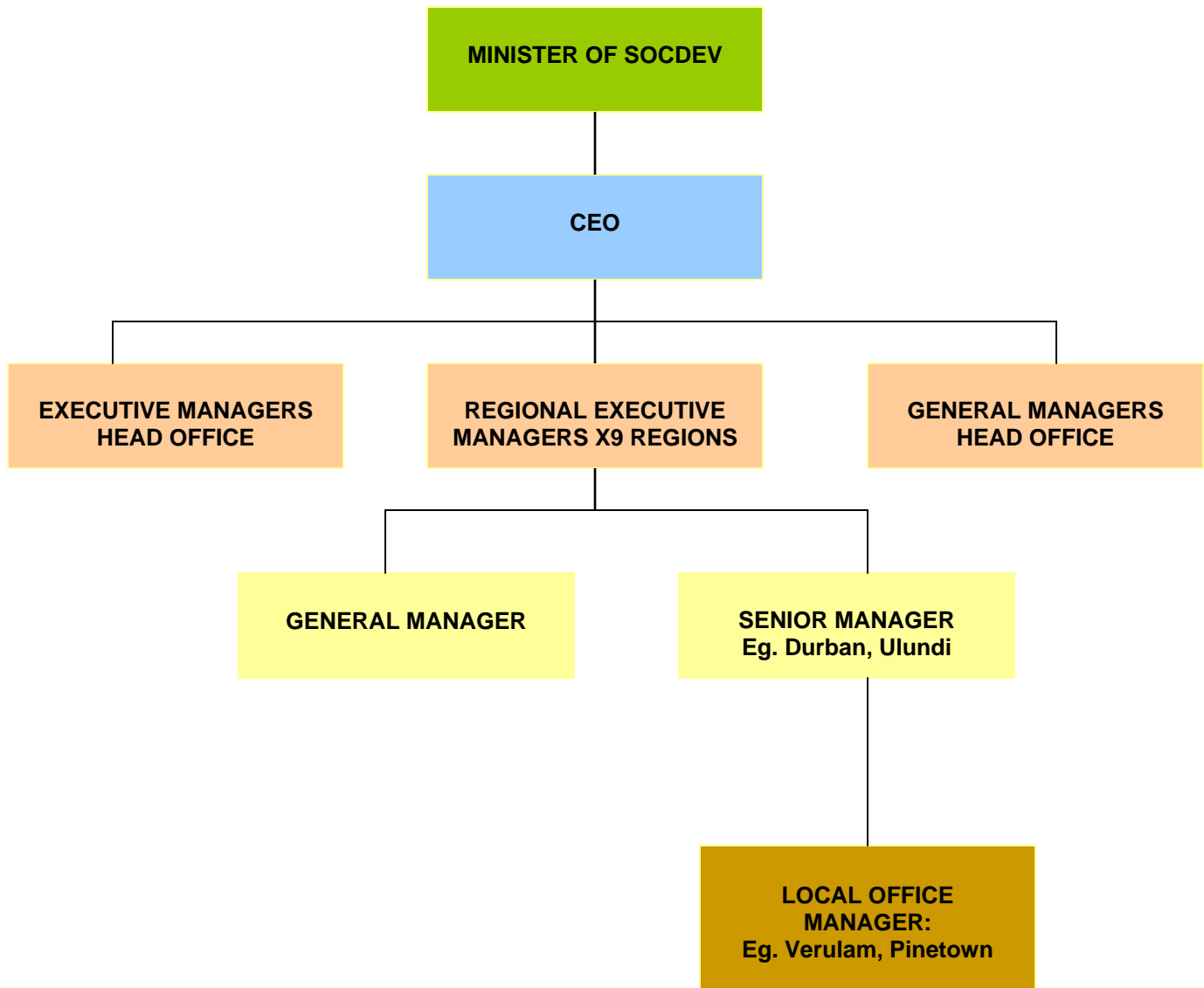
Source: (Adapted from SASSA Strategic Plan 2007/2008- 2009/2010)

In SASSA, the reporting and accountability mechanism is structured such that the Chief Executive Officer (head of SASSA nationally) reports to the National

Minister of Social Development, who in turn reports to Parliament. Each of the nine provinces has a Regional Executive Manager, who reports directly to the CEO, and in turn, to whom the General Managers report to.

The provinces, referred to as Regions, are further divided into Districts which are managed by a Senior Manager. The Districts have Service Offices which are headed by Local Office Managers and who report to the Senior Managers.

Figure 2.6: Organisational Environment Structure: SASSA KZN
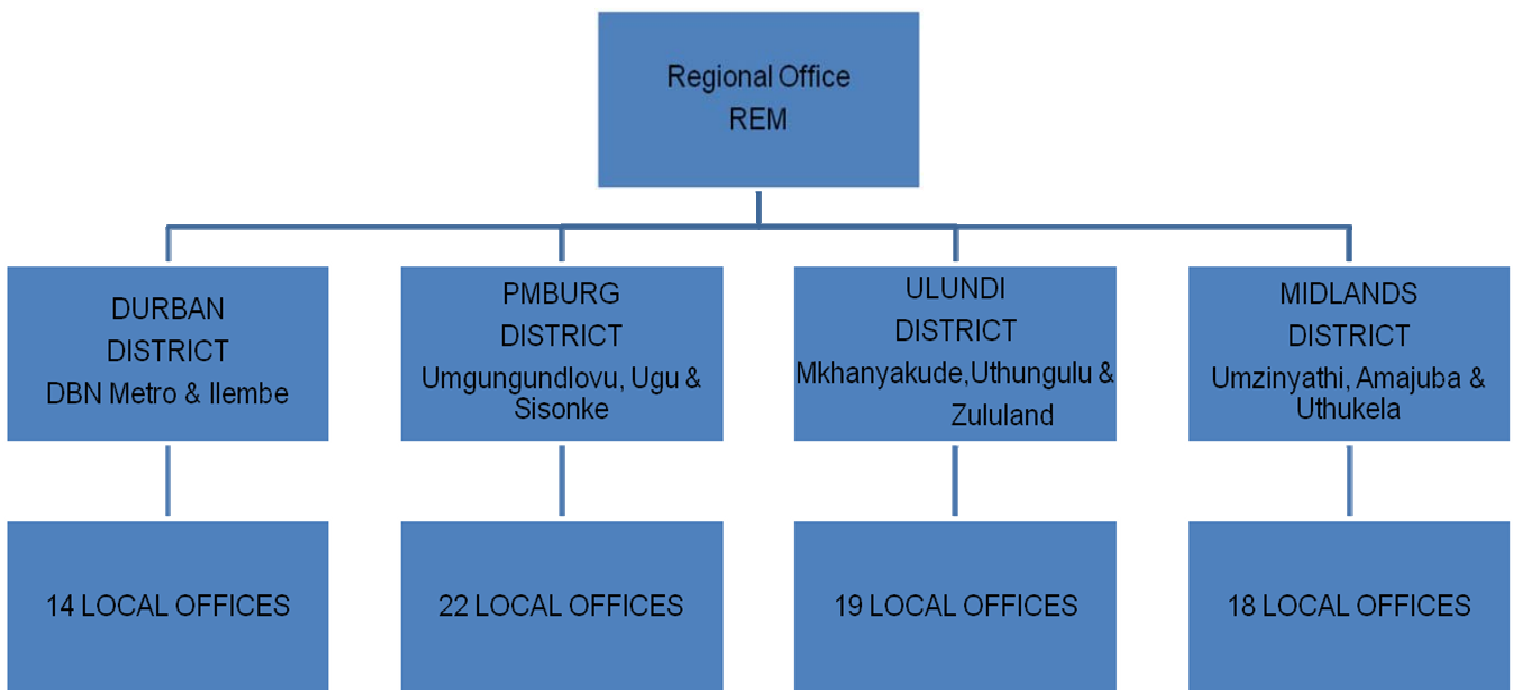
From the above, it is clear that the Pietermaritzburg District has the largest number of local offices (22) attached to it while Durban District has the least amount of local offices (14) in KZN. However, the beneficiary database for Durban District is significantly higher than that of Pietermaritzburg.

Table 2.2: Comparison of South Africa's Social Grant Amounts

GRANT	AMOUNT (R) 2009/2010	NEW AMOUNT (R) 2010/1011
OLD AGE	1010	1080
DISABILITY	1010	1080
WAR VETERANS	1030	1100
GRANT-IN-AID	230	250
CHILD SUPPORT	230	250
FOSTER CARE	690	730
CARE DEPENDENCY	1010	1080

(Adapted from Mrs G. Masondo – Senior Manager: Operations 2 June 2009)

The above table reveals that the old age grant, care dependency grant and disability grant increased by R70, while the child support grant was raised by R20.

2.6.6. SASSA Act

The purpose of the Act is to provide for the establishment of the South African Social Security Agency as an agent for the administration and payment of social assistance; to provide for the prospective administration and payment of social security by the Agency and the provision of services related thereto; and to provide for matters connected therewith (SASSA Act, 9 of 2004).

2.6.7. Vision

SASSA's vision is to provide "world class social security services".

2.6.8. Mission

The organisation has a mission which is to administer quality social security services, cost effectively and timeously, using appropriate best practices by:

- Developing and implementing policies, programmes and procedures for an effective and efficient social grants administration system;
- Paying the right grant amount, to the right person at the right time and at the most convenient place that he/she may choose; and
- Delivering innovative, cost effective and efficient services to individuals, their families and community groups *via* multi – and easy access channels using modern technology.

2.6.9. Objectives of the Agency

The objectives of the Agency are to:

(a) Act, eventually, as the sole agent that will ensure the efficient and effective management, administration and payment of social assistance;

(b) *S*erve as an agent for the prospective administration and payment of social security; and

(c) Render services relating to such payments.

2.6.10. Mandate

SASSA has a mandate to ensure the provision of comprehensive social security services against vulnerability and poverty within the constitutional and legislative framework.

2.6.11. Theme

"Paying the right social grant, to the right person, at the right time and place, *NJALO*!". This is an indication of the commitment to total quality management in the grants administration process which does not leave room for error, and which demands quality in every process or transaction.

2.6.12.   Values approach

The RSA Constitution, 108 of 1996 and the Batho Pele Principles form the foundation of SASSA's values namely:

- Promotion and protection of human dignity;
- Confidentiality;
- Integrity;
- Fairness;
- Transparency; and
- Equitability http://www.sassa.gov.za.

2.7.   Batho Pele and SASSA

SASSA subscribes to the fundamental priority and focus of Batho Pele which is to ensure that a customer- orientated approach is adopted to meet the needs of customers by instilling a customer-centric culture. The Batho Pele belief set is "We belong, We care, We serve".

The business in the public sector is not driven by profit motives; hence the basic principle that drives government in an open, democratic society is optimum service delivery at minimum cost in order to achieve the ultimate aim of creating a good quality of life for every citizen.

In order to achieve the objective of optimum service delivery, government departments and organs of state should continually strive to reduce and minimise the negative consequences of their actions and improve the positive consequences of their actions. In other words the government should be in a continual state of change to ensure the ongoing improvement of service delivery.

In order to facilitate this, government needs a guiding philosophy around which they can mobilise efforts and energy; hence Batho Pele principles were introduced in the provision of services in state institutions for public officials.

The Batho Pele White Paper on Transformation of Public Service Delivery, 1997 was introduced by the Public Service Administration Department. Batho Pele means "Putting People First" - above our personal interests. The government's Batho Pele initiative seeks to enhance the quality and accessibility of government services by improving efficiency and accountability to the recipients of public goods and services.

Batho Pele is not a plan, such as a business plan or any other strategy, but rather an attitude or values that shape the character of the public service through an official. It therefore encapsulates behavioural change. Batho Pele is a way of behaving in front of other people, in this case the members of the public making use of government services (The Batho Pele Handbook 2003: 24).

Acknowledging the rights and needs of those people and being willing to help them to add value to their lives is the core of this approach. Batho Pele allows the public to hold public officials accountable for the type of service they deliver.

2.7.1. Batho Pele Principles:
The following are the Batho Pele principles:

- **Consultation**

Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.

For the principle of consultation, government departments including Agencies need to ensure that consultation is taking place in one of the following manners:
- Stakeholder and Citizens Forum engagements;
- Customer satisfaction surveys in order to measure customer satisfaction;
- Workshops and summits;
- Road shows;

- Imbizos;
- Exhibitions and;
- Joint Management meetings with service delivery partners

An example of this will be the choice of a beneficiary to access his/ her social grant at any pay point or in the bank, or whichever will be convenient to him or her.

- **Service standards**

Citizens should be told what level and quality of public service they will receive so that they are aware of what to expect.

Service Commitment Charters exist such as the Customer Care Charter which provides service standards that the citizens and customers can expect from the SASSA Agency offices country-wide.

An example of this is if there will be changes in the times and dates of the payment of social grants to the beneficiaries, they should be given notice in advance making them aware of the changes that may affect their lives*.*

- **Access**

All citizens should have equal access to the services to which they are entitled.
The use of mobile unit services and shared facilities such as Multi Purpose Community Centers (MPCC) should be utilised to enhance access to SASSA services. An example is when a potential beneficiary wants to apply for a social grant and an official refuses to take the application due to certain reasons he/ she has given. This can be interpreted as denying access to service and it can be challenged in a court of law.

- **Courtesy**

Citizens should be treated with courtesy and consideration. An example would be when a member of the public comes to government offices, the official attending to the member should show courtesy in dealing with the member, further the official should be very considerate in terms of the nature of the assistance needed and as well as the age of the member concerned. Clients want to be treated as individuals, and using their names personalises the conversation and they feel important to the organisation.

- **Information**

Citizens should be given full, accurate information about the public services they are entitled to receive. For example, when a member of the public has come to request information about social grants and an official does not provide accurate and helpful information such as, if a client requires information on how to apply for a disability grant, instead of telling such a member what the requirements are, the SASSA official turns the client away because he/ she does not look as if they have a disability.

- **Openness and transparency**

Citizens should be told how national and provincial departments are run, how much they cost and who is in charge. Members of the public should be told as to who the accounting officer of the Agency is and how decisions are arrived at in granting social grant applications.

- **Redress**

If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic response. For example, when a beneficiary is promised that within one day his/ her application for a grant will be finalised, and when the beneficiary does not get a response

within that promised period, a full explanation should be provided in a sympathetic manner.

- **Value for money**

Public services should be provided economically and efficiently in order to give citizens the best possible value for money. Officials should avoid asking clients or beneficiaries to constantly return to the SASSA office because of incomplete information given, as this duplicates work and causes fruitless wastage of resources. In addition, it unnecessarily puts financial strain on the client who is already financially compromised.

In 2010, the values of SASSA were reviewed to include an important value namely 'a customer-care centred approach' whereby the organisation commits to designing social security solutions based on customer needs, both internally and externally while developing user-friendly and quality products and services http://www.sassa.gov.za.

In addition, SASSA propagated a reform agenda in 2010 which is underpinned by the first priority which is a 'customer care-centred benefits administration and management system'. A designated customer care section specifically monitors and evaluates whether queries and complaints are dealt with efficiently and effectively for example whether home visits are undertaken within a specified period for bed-ridden clients.

2.8. Summary

This chapter examines the relationship between public administration and social security service delivery. The administration and management of social assistance by SASSA is firmly guided by the legislative mandates and prescripts that govern public administration.

Administrative and managerial functions such as planning, organising, leading and controlling have been evaluated as critical functions in SASSA as well as the auxiliary functions that are necessary on a day-to-day basis.

The organisational environment has been described according to the Schwella Model of the general and specific environment and the role of political, technological and cultural forces in the environment has been discussed. The most important feature is the customer as part of the specific environment, and the impact of the forces on the organisation and how it affects the service delivery that the customer receives, is argued.

The right of access to social security is detailed and the development of SASSA and its vision, mandate, structure and functions are outlined. SASSA is governed by numerous legislative prescripts and has aligned its values to the Batho Pele principles. Therefore, there is significant literature on Batho Pele and SASSA and the manner in which Batho Pele should guide the delivery of social security services.

CHAPTER THREE

ORGANISATIONAL CULTURE AND VALUES

"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 those previously disadvantaged."

Dr Zola Skweyiya, 2008

3.1 INTRODUCTION

The purpose of this chapter is to present an overview of the conceptual framework of organisational culture and values. The focus is on defining organisational culture and values, understanding how they are formed, the elements and maintenance of culture, comparing different cultural models, strong and weak cultures, the relationship between culture, values and organisational performance, leadership theory and culture, and research undertaken on culture studies.

The values and norms of an organisation's culture strongly affects the way managers perform their management functions of planning, organising, leading and controlling. In turn, the actions that managers take can have an impact on the performance of the organisation. Thus, organisational culture, values, managerial action, and organisational performance are all linked together.

One of the images of culture is that it represents a web of understanding that is needed to make sense of and cope with the complexity and confusion of organisational life. This web then gives shape to what is done and the ways in which they are done, implying that culture has a strong influence on the success of an organisation.

3.2 DEFINITION OF CULTURE

Culture is an elusive concept and a term that is defined in innumerable ways depending on the context in which it is being used.

Schein in Cartwright (1999: 10) defines culture as 'a pattern of shared basic assumptions that a group learns through solving problems of external adaptation and internal integration' whilst Hofstede describes culture as 'a mental programme that has to be taught as a system of knowledge, values and behaviours'. This was supported by Beattie in Cartwright (1999: 11) who regarded culture as 'a system of actions and controls and a system of beliefs and values'.

The Economic Intelligence Unit cited in Perumal (1999: 8) asserts that culture is learned and is derived from its environment and not from genetic make-up, hence institutions have cultivated their individual identities by shaping values, making heroes, spelling out rites and rituals, and acknowledging that cultural networks have a vital role to play. People are a company's greatest resource and the way to manage them is through subtle cues of culture.

Cartwright (1999: 4) proposed that culture is the way people grow and develop through learning and mutual association in a systematic and orderly manner - it is improvement through cultivation of the mind and further simplified this by proposing that 'culture is an organised body of people who share the same goals, beliefs and values.'

Culture, according to Donald & Tattansi cited in Pillay (2007: 73) refers to all accepted and patterned ways of behaviour of a given people, it is a body of common understandings and it is the sum total and the organising of arrangement of the entire groups' way of thinking, feeling and acting.

From the diversity of the above definitions, it can be observed that although they are different, there may be some common elements of culture and these are summarized by Lundberg in Perumal (1999: 150) as follows:

- A shared common frame of reference;
- Acquired and governs i.e. it is socially learned and communicated by members, and provides rules for the organisation;
- Common psychology i.e. it denotes the unique identity of the organisation;
- Enduring over time i.e. it can be found in any fairly stable sociable unit of any size, as long as it has reasonable history;
- Symbolic i.e. it is observable and is manifested through language, behaviour and things to which are given meaning;
- At its core, it is typically invisible i.e. it is ultimately comprised of a configuration of deeply buried values and assumptions; and
- It is modifiable, but not easily so.

3.3 ORGANISATIONAL CULTURE

Brown in Novukela (1996: 45) contends that organisational culture refers to the pattern of beliefs, values and learned ways of coping with experience that have developed during the course of an organisation's history, and which tend to be manifested in its material arrangements and in the behaviours of its members while Robbins argues that organisational culture is a system of shared meaning held by members that distinguishes the organisation from other organisations.

Atkinson cited in Mullins (1999: 802) explains organisational culture as reflecting the underlying assumptions about the way work is performed, what is 'acceptable' and 'not acceptable', and what behaviour and actions are encouraged and discouraged. Deal and Kennedy (in Trompenaar and Prud' Homme 2004: 1) define culture more simply as 'the way we do things around here'.

Secondly, organisational culture refers to the shared set of values that guides the behaviour and performance of its individual members, meaning that the organisational members share the same goals, objectives, aims and values of the organisation which, in turn, can influence how successful, strong, weak or unsuccessful an organisation can be.

According to Shaw (2006: 50) values are beliefs or behaviours that are of particular importance to an individual in the way they live their life and interact with other people and it is necessary to recognise the important interplay between personal and corporate values within individual values.

From the definitions of organisational culture, a summary can be drawn up to identify key characteristics as summarised in Table 3.1.

Table 3.1: IMPORTANT ELEMENTS OF DEFINITIONS

CONTRIBUTOR	KEY ELEMENTS
Schein	A pattern of shared basic assumptions that a group learns through solving problems of external adaptation and internal integration.
Hofstede	A mental programme that has to be taught as a system of knowledge, values and behaviours.
Beattie	A system of actions and controls and a system of beliefs and values.
Cartwright	The way people grow and develop through learning and mutual association in a systematic and orderly manner; an organised body of people who share the same goals, beliefs and values.
Brown	The pattern of beliefs, values and learned ways of coping with experience that have developed during the course of an organisation's history.
Robbins	A system of shared meaning held by members that distinguishes the organisation from other organisations.
Economic Intelligence Unit	Culture is learned and is derived from its environment and not from genetic make-up.
Starling	Predominant value system of an organisation.
George and Jones	Shared set of beliefs, expectations, values, norms and work routines that influence how members of an organisation relate to one another and work together to achieve organisational goals.
Deal and Kennedy	'The way we do things around here".

(Adapted from Perumal 1999: 152)

Rose and Lawton (1999: 279) describe organisational culture as shared meanings in organisations which both influence and determine behaviour, or 'the way things are done around here' whilst Wilson and Rosenfeld in Rose and Lawton (1999: 279) define organisational culture as 'the basic values, ideologies and assumptions…. which guide and fashion human behaviour. These values are evident in more tangible factors such as stories, rituals, language, and jargon, office decoration and layout and prevailing modes of dress amongst the staff.'

Schein (in Perumal 1999: 7), on the other hand, argues that culture is a pattern of basic assumptions-invented, discovered or developed by a group as it learns to cope with its problems of external adaptation and its internal integration - that has worked well enough to be considered valid and therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems.

It is interesting to note that Trompenaar and Prud' Homme (2004: 9) summarise organisational culture as, 'a pattern by which an institution connects different value orientations, such as rules versus exceptions, people focus versus focus on reaching goals and targets, decisiveness versus concensus, controlling the environment versus adapting to it, in such a way that they work together in a mutually enhancing way'. Cultures can learn to reconcile such values at ever higher levels of attainment and help make organisational life meaningful for its members.

Starling (2005: 479) suggests that organisational culture can be defined as the 'predominant value system of an organisation whereas Maire in Perumal (1999: 7) defines culture as all types of learned behaviour which includes customs and ways, and reflects and creates a typical personality in the people who share it.

Organisational culture comprises the shared set of beliefs, expectations, values, norms and work routines that influence how members of an organisation relate to one another and work together to achieve organisational goals. In essence, organisational culture reflects the distinctive ways organisational members go about performing their jobs and relating to others inside and outside the organisation (George & Jones 2006: 60).

3.3.1 Characteristics of Culture

The main characteristics of culture are depicted in Figure 3.1 below.

FIGURE 3.1: CHARACTERISTICS OF CULTURE
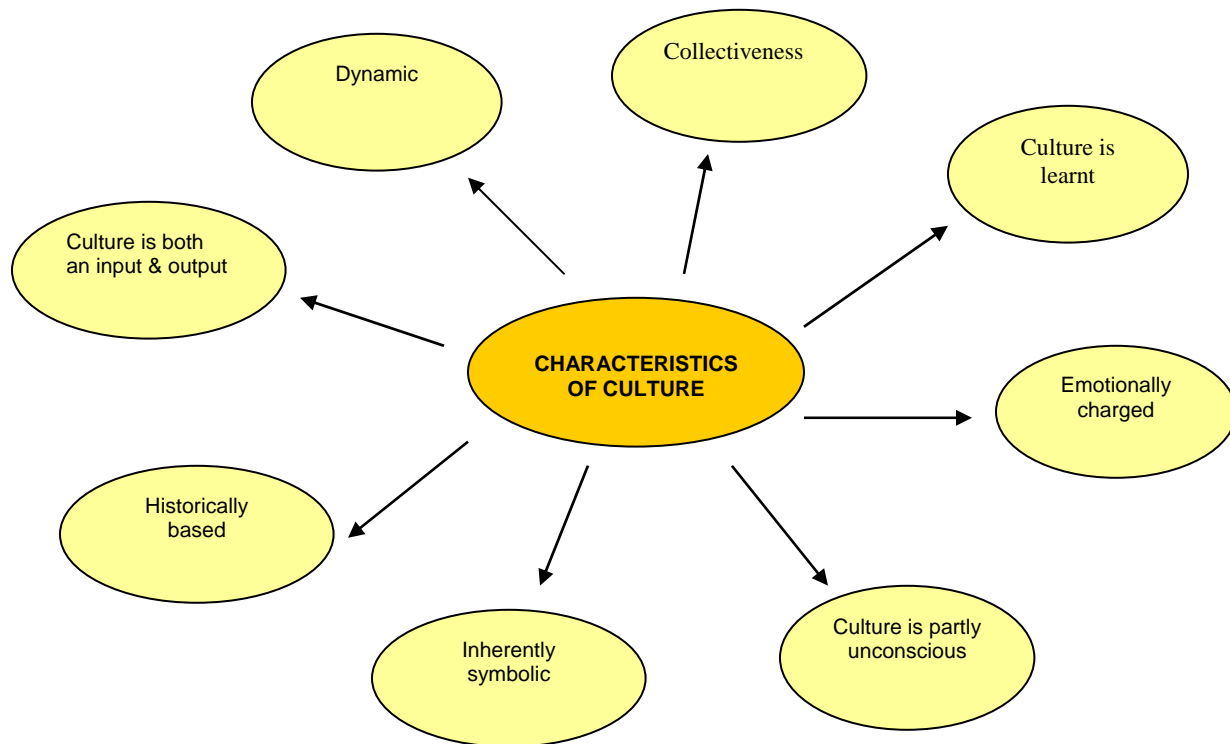
Adapted from Lynch (2006: 247-251)

Organisational culture develops over time and in response to a complex set of factors. Every organisation has a unique culture and if it is strong and cohesive, it can give its members a deep sense of purpose. It is important to understand how

the culture of an organisation is characterised, and some of the important characteristics are contained in the discussion that follows.

- **Historically Based**

  Lynch (2006: 247) writes that the history of an organisation will continue to influence its development for some years. Groups of individuals who come together in organisations to solve particular problems will also contribute to the culture as their resultant ideas and practices in coping with unique physical, social, political and economic circumstances will persist long after the problem has passed and their originators have left.

- **Culture is learnt**

  Individuals learn from groups in organisations the guidelines on generally acceptable behaviour and clarify ambiguous situations such as the extent to which rules and regulations are expected to be adhered to in practice, the rules of the game and what is seen as the correct actual behaviour (Mullins 1999: 461).

- **Inherently symbolic**

  Symbols are reflected by terminology, logos, by differences in privileges, or hierarchical structures (Johnson & Scholes 2002: 230). Individuals and groups within organisations are influenced by the routines, controls and reward systems and structures which are symbolic in so far as they signal the type of behaviour valued in an organisation.

- **Dynamic**

  Kilman, Saxton & Serpa (in Perumal 1999: 37) provoke an interesting thought and state that cultures continually change and since no communication is perfect and people do not learn exactly the same things, their understandings would differ and consequently, result in different interpretations of culture and contingent behaviours. Also, when new

members are introduced into a group or organisation, they may be able to influence existing culture and influence cultural change.

- **Collectiveness**
  Culture is perpetuated by groups which have a set of values, norms and beliefs that guide group acceptance and group behaviour. Unless individuals subscribe to the group culture, they may be regarded as outsiders or be isolated. The interaction between individuals in the way they communicate and behave must be accepted collectively by the group and put into practice, or it does not form part of a culture (Mullins 1999: 461).

3.3.2 FORMATION OF ORGANISATIONAL CULTURE

While all members of an organisation can contribute to the development and maintenance of organisational culture, managers and leaders play a particularly important part in influencing organisational culture, given their multiple and serious roles. How managers create culture is most widely evident in start - ups of new units or organisations. Often referred to as the organisation's founders, these managers literally create their organisation's cultures (George & Jones 2006: 63).

Often, the founders' personal characteristics play an important role in the creation of organisational culture. In addition to personality, other personal characteristics including managers' values, attitudes, moods, emotions and emotional intelligence shape organisational culture. Terminal and instrumental values of managers play a role in determining organisational culture. Managers who value freedom and equality highly, for example, might be more likely to stress the importance of autonomy and empowerment in their organisations, as well as fair treatment for all. Managers who value being helpful and forgiving, may not only be tolerant of mistakes, but also prone to emphasise the

importance of organisational members being kind and helpful to one another (George & Jones 2006: 63).

Managers, who are satisfied with their jobs, are committed to their organisations, show true authenticity and experience positive moods and emotions might also encourage these attitudes and feelings in others. The result would be an organisational culture emphasizing positive attitudes and feelings.

Daniel (2004: 134) writes that leaders have a responsibility to live the values promulgated and included among the most important are integrity, trust, credibility, expertise and inspiration.

3.3.3 FACTORS THAT MAINTAIN AND TRANSMIT ORGANISATIONAL CULTURE

Organisational culture is maintained and transmitted to organisational members through the values of the founder, the process of socialisation, ceremonies, rites, stories and language (George & Jones 2006: 64).

FIGURE 3.2: FACTORS THAT MAINTAIN AND TRANSMIT ORGANISATIONAL CULTURE

(George & Jones 2006: 64)

- **Values of the Founder**

Founders' values inspire them to start their own organisations, and in turn, drive the nature of these new organisations and their defining characteristics. Thus, an organisation's founder and his/her terminal and instrumental values have a substantial influence on the values, norms and standards of behaviour that develop over time within the organisation. Founders set the scene for the way cultural values and norms develop because their own values guide the building of the organisation and they hire other managers and employees who they believe will share these values and help the organisation attain them (Daniel 2004: 135; George & Jones 2006: 64).

- **Socialisation**

Organisational socialisation is the process by which newcomers learn an organisation's values and norms and acquire the work behaviours necessary to perform jobs effectively (George & Jones 2006: 65). Over time, organisational members learn from each other which values are important in an organisation and the norms that specify appropriate and inappropriate behaviours.

Eventually, organisational members behave in accordance with the organisation's values and norms - often without realising they are doing so. As a result of their socialisation experiences, organisational members internalise an organisation's values and norms and behave in accordance with them not only because they think they have to but because they think that these values and norms describe the right and proper way to behave as they seek signals on acceptance or rejection from the group (Mullins 1999: 454).

Most organisations have some kind of socialisation programme to help new employees learn the ropes - the values, norms and culture of the organisation. Socialisation of new employees is extremely critical because it can have a major impact on employees' understandings of basic cultural norms and learn "how things really work" (Greer 2001: 242).

- **Ceremonies and Rites**

Another way in which managers can create or influence organisational culture is by developing organisational ceremonies and rites- formal events that recognise incidents of importance to the organisation as a whole and to specific employees. The most common rites that organisations use to transmit cultural norms and values to their members are rites of passage, of integration, and of enhancement.

Rites of passage determine how individuals enter, advance within, or leave the organisation. Rites of integration build and re-inforce common bonds amongst organisational members, for example, office parties. Rites of enhancement lets organisations publicly recognise and reward employees' contributions and thus strengthen their commitment to organisational values, for example, awards dinners and newspaper releases.

Table 3.2 depicts organisational rites, examples of these rites and the purpose of theses rites.

Table 3.2: Organisational Rites

Type of Rite	Example of Rite	Purpose of Rite
Rite of passage	Induction and basic training	Learn and internalise norms and values
Rite of integration	Office Christmas party	Build common norms and values
Rite of enhancement	Presentation of annual award	Motivate commitment to norms and values

Source: (George & Jones 2006: 67)

- **Stories and language**

Stories and language also communicate organisational culture. Such stories can reveal the kinds of behaviours that are valued by the organisation and the kinds of practices that are frowned on.

Spoken language is a principal medium of communication in organisations, the characteristic slang or jargon, that is, organisation - specific words or phrases that people use to frame and describe events provides important clues about norms and values as they describe heroes, successes, events and personalities (Mullins 1999: 806; Johnson & Scholes 2002: 231).

3.3.4 DIMENSIONS OF CULTURE

Cultural dimensions have the ability to influence behaviour and there are many cultural dimensions that differentiate cultures. The following table provides some examples of cultural dimensions and the elements of these dimensions (Perumal 1999: 26).

Table 3.3: Dimensions and Elements of Organisational Culture

DIMENSION	ELEMENT
Environment	Organisations formulate ethics which recognise the environment as an interdependent resource which business need to preserve and integrate into their organisational cultures
Individualism vs collectivism	Different societies place different emphasis eg USA individualism is emphasised example organograms will indicate title and responsibility of the individual, in Africa, "ubuntu" describes solidarity on survival issues which are central to the survival of African communities.
Time orientation	Viewed differently in different cultures and affects how organisations operate. Example in Northern Europe it is considered disrespectful to arrive late at a meeting, while in Africa, arriving late is considered a norm.
Language	Viewed differently especially where there are many languages in a single country or when people from different countries communicate. For example, managers have found that nodding and making yes responses to their Japanese counterparts did not mean the deal was accepted (Haskins in Perumal 1999: 30).
Religion	Dominant factor in many cultures and can determine how work is carried out within codes of ethics and moral behaviour.
Activity orientation	Emphasis differs in various cultures where some are focused on obtaining results, and others emphasise the 'being' culture which focuses on enjoyment and being gratified.

Adapted from Perumal (1999: 26-32)

Deal and Kennedy in Novukela (1996: 52) argue that organisational culture has several tangible elements which include shared values, heroes and rituals while George and Jones (2006: 64) summarise these same elements as factors that transmit and maintain organisational culture.

3.3.5 ROLE OF ORGANISATIONAL CULTURE

Organisational culture must facilitate spotting the opportunities and threats in the external environment and must also facilitate a dynamic response in adapting to it. Organisational culture should not suppress internal divergence, but must work towards trying to make use of diversity. Most organisations have many different sub-cultures, for example, a top management culture, with financial issues high on the list of priorities, a middle management culture more occupied with day - to - day operational management, and a workforce culture where job security, wages and working conditions have top priority. These different value orientations can lead to conflict and corporate culture is what develops in the efforts to deal with these dilemmas.

FIGURE 3.3: SCHEIN'S LAYERS OF ORGANISATIONAL CULTURE

Systems, Processes, Behaviours, Routines and Symbols

Informal rules, Heroes and Stories

Values

Basic Assumptions
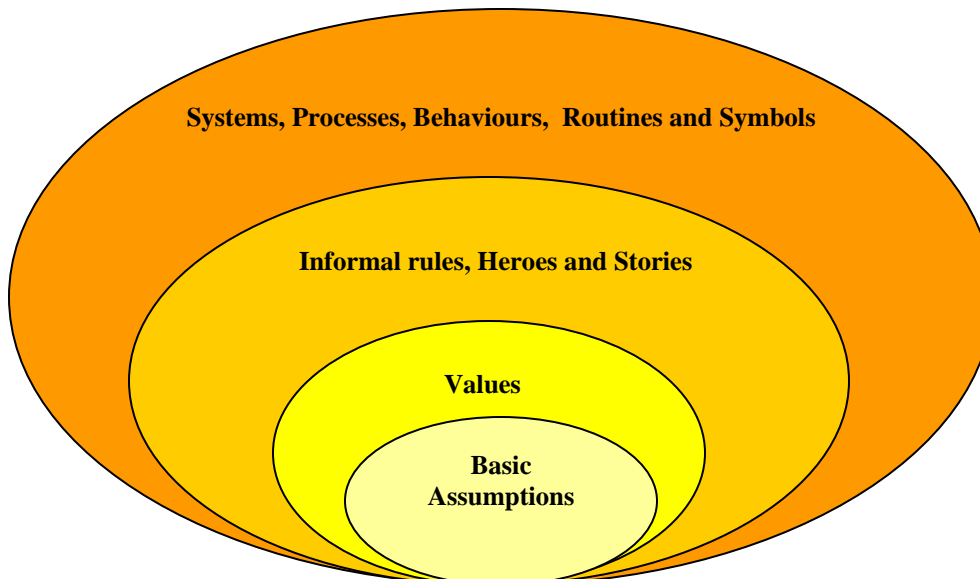
Source: (Trompenaars & Prud' Homme 2004: 22)

In the outermost layer of the figure, systems, processes, behaviours, routines and symbols are included and may be observed in organisational charts, formal decision making processes, formal reward systems, how customers are served, how people communicate, working hours and corporate image to the outer world. The third outermost layer refers to informal rules, heroes and stories where there is a more informal decision making process, how people are motivated and expectations of leadership.

The second circle from the centre is reserved for values only, and it is these values that guide those informal rules, behaviours, systems and practices. In the innermost layer are the basic assumptions which are tacitly agreed correct ways to perceive, think, and feel in relation to problems of internal integration and external adaptation.

3.3.6 MODELS AND TYPES OF ORGANISATIONAL CULTURE

Cartwright (1999: 11) outlined the following cultural models:

3.3.6.1 Monoculture

A monoculture consists of a single mental programme - its people think alike and conform to the same cultural norms. Its people are of 'one mind' and it is very powerful because it is so sharply focused. In the extreme, its people are fanatical, xenophobic and fundamentalist.

3.3.6.2 Super-ordinate culture

This consists of co-ordinated sub-cultures each with its own different beliefs and values, ideas and points of view, but all working within one organisation and all motivated towards achieving the organisation's objectives. According to Cartwright (1999: 12) this is the ideal type of organisational culture. Cultural diversity can either be a cause of conflict and division, or a source of vitality, creativity and energy and it is good leadership that can bring people of different cultures together to work in harmony.

3.3.6.3 Divisive Culture

This is one in which the individual subcultures within the organisation have their own agenda and objectives. In this model, the organisation is being pulled in different directions. There are divisions and conflicts and management energy and effectiveness is dissipated. There is no clear direction and a lack of leadership. This culture is the most common in society and at work (Cartwright 1999: 11).

3.3.6.4 Disjunctive culture

Disjunctive culture is signified by the often explosive breakup of an organisation into its individual cultural units. For example, this is evident when conglomerates break up with the sale of individual business units and the failure of organisations to merge because of cultural incompatibility (Cartwright 1999: 11).

3.3.7 Cultural Styles of an Organisation

Charles Handy in 1978 (Rose & Lawton 1999: 282; Lynch 2006: 249) profiled four culture styles in describing an organisation according to unique features and identifying them in terms of their dominant characteristics as depicted below in figure 3.4.

FIGURE 3.4: CULTURAL STYLES OF AN ORGANISATION

Power culture   **Role culture**

Culture types

Task/ achievement culture   **Support (personal) culture**
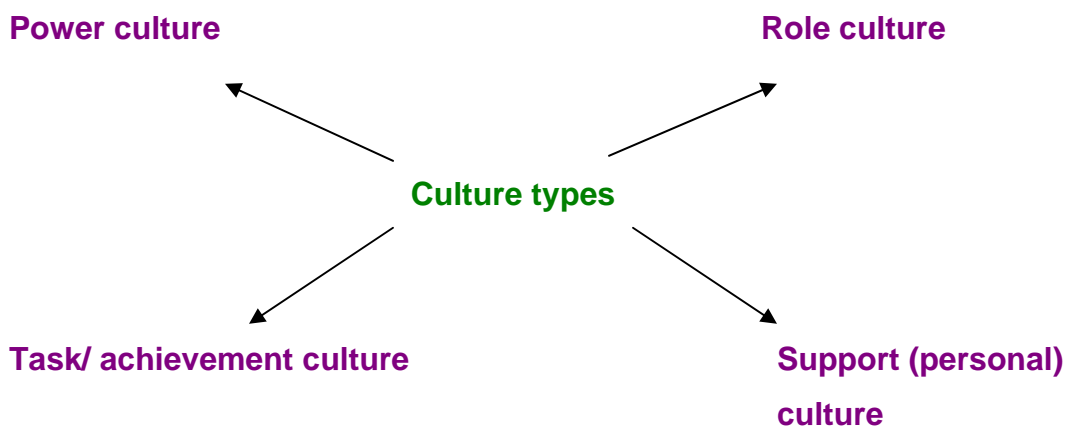
Adapted from Johnson and Scholes (2002: 237)

- **Power Culture:** Johnson & Scholes (2002: 237) write that in a power culture, it is leader driven where the modus operandi is command. Lynch (2006: 249) agrees that the organisation revolves around and is dominated by an individual or a small group.

  In this culture, power is located in the leadership at the centre which permeates the organisation through both formal and informal lines of authority. Behaviour or thinking which is inconsistent with those of the leadership would soon lead to conflict. The leadership's power may be based on respect or fear, or both simultaneously. Features of such cultures include charismatic leadership, speed of decision-making and the centrality of being in or out of favour with the leadership (Rose & Lawton 1999: 282).

- **Role Culture:** Organisations rely on committees, structures, logic and analysis. This is dependent on procedures, structures and systems for decision-making and a typical example is that of the civil service (Johnson & Scholes 2002: 237). An example of role culture is a bureaucracy.

- **Task Culture:** Organisational work is undertaken in teams that have shared values and who are flexible. Teams may be multi-disciplinary and work on identified projects or tasks (Lynch 2006: 249). In this culture, the task at hand determines power and behaviour, and has also been labeled as 'open', 'developmental' or as an 'adhocracy'. Features are entrepreneurialism, innovation, risk and loose boundaries. People are organised so as to meet the challenges of specific projects with a culture that is more flexibly task orientated. Teams will use the knowledge, talents and resources of different parts of the organisation, and networks matter more than official vertical lines of managerial authority.

- **Support/ Personal Culture:** Here, the individual works and exists purely for him/herself where the organisation is tolerated as the way to structure and order the environment for certain useful purposes (Lynch 2006: 249). This is also known as 'support' culture and focuses on employee commitment and morale much like familial notions of mutual care and support. The cohesiveness and sense of belonging of employees leads to productivity. This is a more conservative culture and is likely to be more internally focused than a leadership culture (Rose & Lawton 1999: 284). Humans are highly valued and not seen as machines.

  Handy in Senior & Fleming (2006: 154) argue that the person culture is an unusual one. It exists only to serve the needs of the participating members and has minimal structures.

3.3.8 Types of Culture

Deal & Kennedy in Mullins (1999: 804) suggested the following types of culture:

FIGURE 3.5: TYPES OF CULTURE

Tough guy, Macho culture   **Work hard/play hard**
culture

Culture Types

Bet your life/company   **Process Culture**
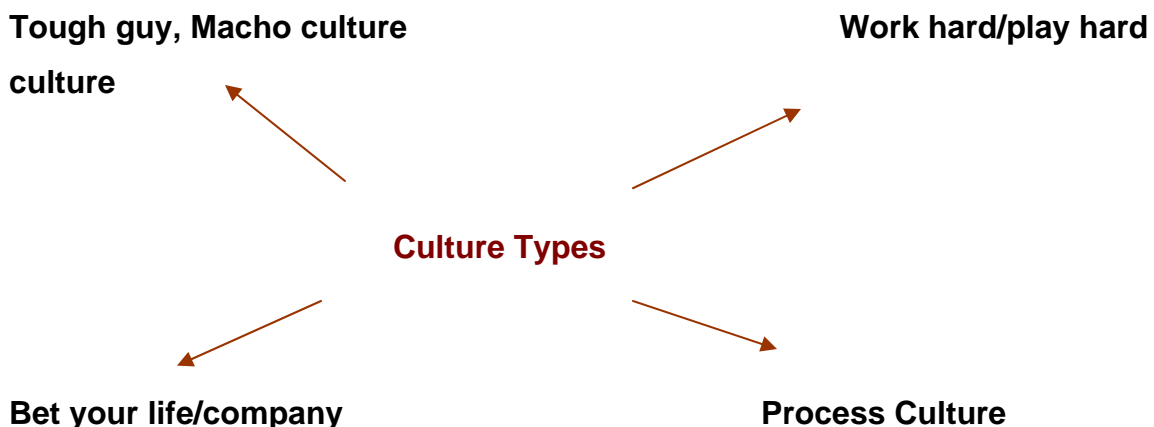
- **Tough guy, Macho Culture**

This is characterised by persons regularly taking high risks and obtaining quick feedback on whether their actions were right or wrong (Perumal 1999: 39). Focus is on speed rather than endurance.

- **Process Culture**

This culture is typical of organisations where there is low risk and slow feedback on actions and decisions (Senior & Fleming 2006: 156). In process culture, the emphasis is on how the job is done instead of feedback and measurement and there is considerable emphasis on job titles and status and the signs that symbolise them, such as style of office furniture. Position power is desired and staying with the organisation is revered by the institution of long service awards.

Examples of this are banks and public and government organisations. However, according to Senior & Fleming (2006: 156), process cultures are effective when dealing with a stable and predictable environment, but find it difficult to react quickly to changing circumstances.

Generally, most organisations do not fit neatly into any of the above categories since it is possible for all types of cultures to exist within the organisation as sub-cultures.

3.3.9 The Cultural Web

Johnson & Scholes (2002: 230) state that the main elements of the cultural web are as depicted in figure 3.6. Lynch (2006: 246) concurs that the cultural web consists of factors that can be used to characterise some aspects of the culture of an organisation.

FIGURE 3.6: THE CULTURAL WEB OF AN ORGANISATION
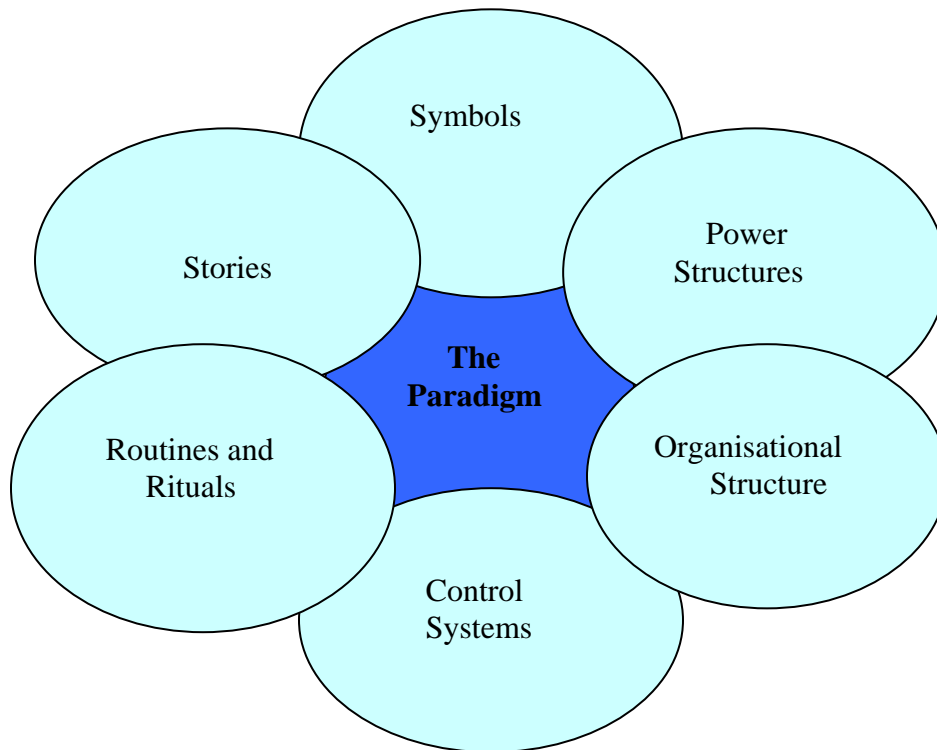
Source: (Lynch 2006: 248)

- Stories – These are told by members of the organisation to each other, to outsiders and to new recruits and embed the present in its organisational history and also flag up important events and personalities. In addition, stories having to do with successes, heroes and villains are devices used to legitimise types of behaviour that are important in the organisation (Johnson in Senior & Fleming 2006: 147).

- Routines – This describes the way that organisational members behave towards each other, and towards those outside the organisation, which makes up "the way we do things around here". It may also represent a taken-for-grantedness about how things should happen.

- Rituals – These are special events through which the organisation emphasises what is particularly important and re-inforces "the way we do things around here". Examples of rituals include, training programmes, interview panels, promotion and assessment procedures.

- Symbols – May include logos, cars and titles, the type of language or terminology commonly used. For example, these may be reflected in the size of office space, dining area for different levels of staff and how employees travel namely first class, business class or economy travel.

- Control Systems – These may be bureaucratic, well-documented, formal or informal. Control systems emphasise what is important to monitor in the organisation, and to focus attention and activity upon.

- Organisational Structure – This is likely to reflect power structures, delineate important relationships and emphasise what is important to the organisation. It also indicates who reports to whom in the organisation and whether the organisation is hierarchical, mechanistic and whether is is highly centralised or has devolved structures.

- Power Structures – Power may not necessarily be based on seniority within an organisation, but may be lodged within other levels of functions, for example with technical experts in a high technology organisation. Who makes the decisions, how, when and where are important elements of this feature.

The most powerful managerial groupings in the organisation are likely to be the ones most associated with core assumptions and beliefs about what is important.

- The Paradigm – This not only links the elements, but also tends to preserve them as "the way we do things around here". It encapsulates and re-inforces the behaviours observed in the other elements of the cultural web (Johnson & Scholes 2002: 235; Lynch 2006: 248; Mullins 1999: 807).

According to Johnson & Scholes in Senior & Fleming (2006: 149), the cultural web has been applied mainly to organisational cultures and in contrast, Morgan Senior and Fleming (2006: 151), proposed that organisations *are* cultures with differences in national cultures, including the way these have formed through historical processes.

This then brings about the notion about culture as a metaphor encompassing the concept of sub-cultures.

3.3.10 Knowledge Culture

Mullins (1999: 349) writes that many organisations are beginning to identify and formalise the significance of knowledge and believes that managing knowledge and disseminating ideas is no longer the province of universities only, but an area in which all organisations have involvement. Learning programmes are being used to drive critical organisational issues and attempting to constantly align training with the needs of the organisation. In addition, learning is seen as a key integrated component of the organisation's culture.

Lynch (2006: 406) argues that the knowledge of an organisation can be used to deliver and maintain sustainable competitive advantage particularly if knowledge that is created is significant in its impact on the organisation, and if it is converted and communicated effectively.

Mayo (cited in Mullins 1999: 351) suggests five processes that are necessary for an effective knowledge management system which influences a knowledge culture:

- Managing the generation of new knowledge through learning;

- Capturing knowledge and experience;

- Sharing, collaborating and communicating;

- Organising information for easy access; and

- Using and building on what is known.

It was also found that organisations that are able to make effective use of their intellectual assets have distinct advantages. The organisation must facilitate the learning of all staff and continuously transform itself so that people can expand their capacity to create the results they desire and where new and expansive patterns of thinking are nurtured.

Pheysey in Rose & Lawton (1999: 285) contend that it is imperative not to pigeon-hole organisations into one particular type of culture, as overlapping may occur due to factors such as size, structure and environmental change. He suggests that organisations can feature hybrid cultures to cope with the complex range of internal and external pressures that face public organisations.

Matshabaphala (2008: 6) concurs with Bell and Petry that every organisation has an existing culture and that this could either be a culture of work or a weak culture of doing as minimal work as possible.

3.3.11 Social Service Culture versus Corporate Culture

Matshabaphala (2008: 7) proposes two main, distinct types of culture, namely the social service culture and the corporate culture.

TABLE 3.4: COMPARISON BETWEEN SOCIAL SERVICE CULTURE AND CORPORATE CULTURE

Social Service Culture	Corporate Culture
Lack of delivery, maintenance and deterioration of services	Clients receive high quality customer service.
Tendency to build a close sense of camaraderie within the organisation.	Employees identify themselves more with the organisation.
Suggestive of poor leadership.	Effective, good leadership where enthusiasm is pervasive.
Erodes confidence of clientele.	Clients feel confident to make suggestions and expect high standard of services.
Erodes confidence of clientele.	Clients feel confident to make suggestions and expect high standard of services.
Employees are defensive from critics.	Employees internalise the organisation's values and welcome recommendations on how to improve.

Source: (Matshabaphala 2008: 7)

It is evident from the table above that the corporate culture is more customer-centric and is conducive to facilitate staff satisfaction and customer satisfaction. Emphasis is also placed on the fact that organisational values are instilled in employees in a corporate culture and this further enhances the service delivery processes.

3.3.12 CULTURE AND ORGANISATIONAL PERFORMANCE

Culture may help to account for variations among organisations and managers both nationally and internationally. It can also explain why different groups of

people perceive things in their own way and perform things differently from other groups. Effective leadership, organisation design and development programmes must be based on sensitivity to, and understanding of, culture since excellent leaders know how to take action and mould and refine the organisation's basic assumptions instead of just being aware of them, of motivating individuals by reaching deeper into them, and going beyond the conventional by setting new standards of excellence (Daniel 2004: 137).

3.3.13 Influence of Cultural Diversity on Organisational Performance

The diagram below illustrates the multi-faceted concept of cultural diversity influences.

FIGURE 3.7: CULTURAL DIVERSITY INFLUENCES ON ORGANISATIONAL PERFORMANCE
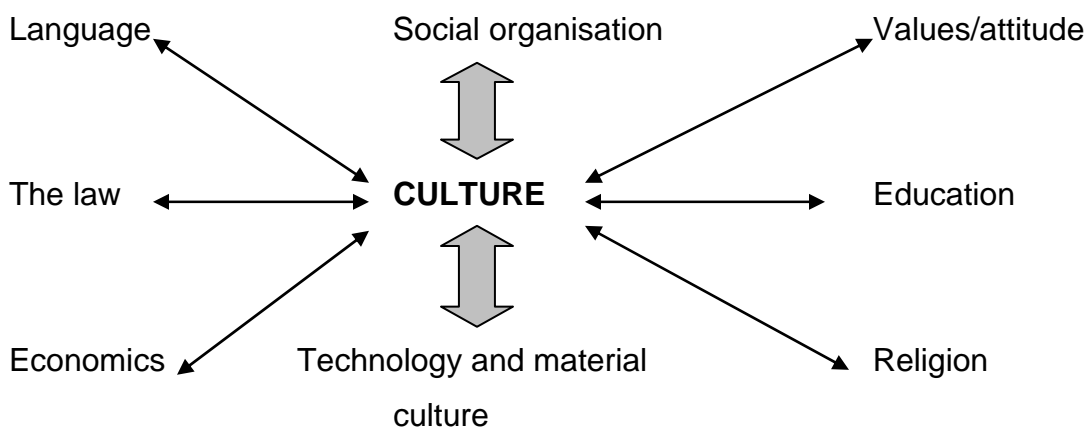
Adapted from (Mullins 1999: 30)

In the figure above, it can be seen that the pervasive nature of culture in terms of "how things are done around here" and common values, beliefs and attitudes therefore have a significant effect on organisational processes such as decision-making, group behaviour, work organisation, motivation and job satisfaction which strongly influences the dedication, commitment, work ethic and productivity

of employees. Culture is clearly an important ingredient of effective organisational performance.

3.3.14 LEADERSHIP THEORY IN ORGANISATIONAL CULTURE

Goleman cited in Matshabaphala (2008: 4) contends that leadership is about creating an enabling environment for a multiplicity of constituencies through the way people behave and that in a utilitarian paradigm, the fundamental drive is that of giving service to others beyond the motivations of money and status.
In most organisations, the organisational structure and policy are established by top management and affect the patterns and changes within the organisation.

This is important because it means that leadership is not a property of the individual but a complex relationship among these variables. Leadership therefore functions as task functions, group building and maintenance functions (Johnson & Scholes 2002: 237; Lynch 2006: 355).

Leadership and culture are closely related as management and structure. It takes strong leadership to create useful culture and only with certain kinds of culture does one find competent leadership developing throughout an organisation. Good leadership is an important ingredient in creating a strong culture for change.

Schein (in Mokgoro 2003: 7) states that leadership is closely linked to culture formation, evolution, transformation and destruction. He sees that the most difficult challenge of leadership is the creation and embedding of culture, and that a unique and essential function of leadership is the manipulation of culture. Therefore, top management's influence on the growth of values and culture is very important.

3.3.14.1 Leadership Styles

Greater attention to the manager's style of leadership has been the focus of many writers such as McGregor, Likert, Blake and Mouton because of a greater understanding of the needs and expectations of people at work. There are many dimensions to leadership and various ways of describing leadership style such as dictatorial, benevolent or charismatic. However, managerial leadership style towards subordinate staff can be classified within a broad three - fold heading:

- **Autocratic:** this is where the focus of power is with the manager and the manager alone exercises decision-making and authority for developing policy, work tasks and relationships and control of rewards and punishment.

- **Democratic:** in this leadership style, the focus of power is more with the group as a whole and the manager is more part of a team. Leadership functions are shared with group members and they have a greater say in decision-making and implementation of systems and procedures.

- *Laissez-faire*: Mullins (1999: 267) argues that a genuine *laissez-faire* style is where the manager observes that group members are working well on their own and makes a conscious decision to pass the focus of power to members and not to interfere, but is readily available if help is needed. This may be confused with and contrasted with managers who do not care and who deliberately keeps away from trouble spots and do not want to get involved. This can be labeled as abdication or a non- style of leadership.

3.3.14.2 Leadership Theories

Various leadership theories have an influence on organisational culture and Robbins, Judge, Odendaal and Roodt (2009: 290) classified them as follows:

a. Traits Theories

The traits theory holds that leaders are differentiated from non-leaders by certain characteristics or qualities and a significant amount of research has been dedicated to this subject over the years. Various terms were initially propounded to describe leaders such as charismatic, enthusiastic and courageous. Robbins *et al* (2009: 291) argue that a breakthrough was made after the 1990's when researchers started organizing traits around the Big Five personality framework. These five basic dimensions essentially underlie all others that were consistent and could be used as predictors of leadership. These traits include:

- Extraversion;
- Agreeableness;
- Conscientiousness;
- Emotional stability; and
- Openness to experience.

Figure 3.8: Model of how Big Five Traits influence Organisational Behaviour

BIG FIVE TRAIT	WHY IS IT RELEVANT	WHAT DOES IT AFFECT
Emotional Stability ➡	Less negative thinking and fewer negative emotions Less hyper-vigilant	➡ Higher job and life satisfaction Lower stress levels
Extraversion ➡	Better interpersonal skills Greater social dominance More emotionally expressive	➡ Higher performance Enhanced leadership Higher job and life satisfaction
Openness ➡	Increased learning More creative More flexible and autonomous	➡ Training performance Enhanced leadership More adaptable to change
Agreeableness ➡	Better liked More compliant and conforming	➡ Higher performance Lower levels of deviant behaviour
Conscientiousness ➡	Greater effort and persist. More drive and discipline Better organised & planning	➡ Higher performance Enhanced leadership Greater longevity

Source: (Robbins, Judge, Roodt & Odendaal 2009: 95)

Although the previous model outlines how traits can be utilised to predict behaviour and that there are relationships between these personality dimensions and job performance, the counter-argument is that individuals are highly adaptive so that personality traits change in response to organisational situations (Robbins *et al*, 2009: 109).

In addition, organisational settings tend to be strong situations because they have formal regulations and rules whereby acceptable behaviour is defined and deviant behaviour is punished. Therefore, these formal and informal constraints minimize the effects of personality traits. So instead of leaders being prisoners of a rigid and stable personality framework, as traits theorists propose, people regularly adjust their behaviour to reflect the requirements of various situations.

b. Behavioural Theories

The difference between trait and behavioural theories, in terms of application, lies in their underlying assumptions. Traits theory assumes that leaders are born rather than made whereas with the behavioural theory, it states that if there were specific behaviours that identified leaders, then leadership could be taught, and programmes could be designed that could implant these behavioural patterns in individuals who desired to be effective leaders (Robbins *et al* 2009: 295).

One of the important studies undertaken by University of Michigan on leadership examined the behavioural characteristics of leaders that appeared to be related to measures of performance effectiveness. They concluded that leaders who were employee - orientated in their behaviour rather than production – orientated were associated with higher group productivity and greater job satisfaction. This indicates that consideration or employee – orientated leadership is important to effective leadership (Swanepoel, Erasmus, van Wyk & Schenk 2006: 345).

c. Contingency Theories

These theories focus on situational factors that determine the pattern of leadership and are outlined in greater detail as follows.

- **Fiedler Model**

This model was based on studies of a wide range of group situations, and concentrated on the relationship between leadership and organisational performance. Fiedler developed the 'least preferred co-worker' (LPC) scale in order to measure the attitudes of the leader. Examples of items in the LPC scale are pleasant/ unpleasant and friendly/ unfriendly.

In the original interpretation, high LPC scores indicated that the leader derived most satisfaction from interpersonal relationships and is able to act in a supportive, considerate manner when relationships with subordinates need to be improved. Low LPC scores indicated that the leader derived most satisfaction from performance of the task and achieving objectives.

Fiedler (in Senior & Fleming 2006: 272) also suggested three major variables which determine the favourability of the leadership situation and which affects the leaders role and influence:

- Leader-member relations;
- The task structure; and
- Position power.

The argument is that position power, task structure and leader-member relations can be changed to make the situation more compatible with the characteristics of the leader to improve leadership effectiveness. These variables suggest that there will be different styles of leadership styles required depending on the variable factors in the leadership situation.

- **Situational Theory**

Hersey and Blanchard (in Swanepoel, Erasmus, van Wyk and Schenk 2006: 346) emphasise the situation as the dominant feature in considering characteristics of effective leadership. The limitations, however, are that there are people who possess the appropriate knowledge and skills and appear to be the most suitable leaders in a given situation, but who do not emerge as effective leaders. Another limitation is that it does not explain fully the interpersonal behaviour of the different styles of leadership and their effect on members of the group.

On the positive side, however, is that this is one of the only contingency theories that focuses on the followers since effective leadership depends on whether the followers accept or reject the leader. Regardless of what the leader does, effectiveness depends on the actions of the followers (Robbins *et al* 2009: 299). For example, if followers are unable and unwilling, the leader needs to give clear and specific directions and if followers are able and unwilling, the leader needs to use a supportive and participative style.

- **Path-goal Theory**

The path-goal theory suggests that the performance of subordinates is affected by the extent to which the manager satisfies their expectations. House (in Mullins 1999: 277) identified four main types of leadership behaviour:

- Directive leadership;
- Supportive leadership;
- Participative leadership; and
- Achievement-oriented leadership.

This suggests that the different types of behaviour can be practiced by the same person at different times in varying situations. By using one of the four styles of leadership behaviour, the manager attempts to influence subordinates' perceptions and motivation, and smooth the path to their goals.

d. Leader-Member Exchange Theory

This theory argues that because of time pressures, leaders establish a special relationship with a small group of their followers. Theses individuals make up the 'in-group'- they are trusted, get a disproportionate amount of the leader's attention, and are more likely to receive special privileges. Robbins *et al* (2009: 301) affirm that there is evidence that leaders tend to choose in-group members because they have demographic, attitude, and personality characteristics that are similar to the leaders or a higher level of competence than out-group members.

Research surrounding this indicates that followers of the in-group status will have higher performance ratings, engage in more 'helping' behaviours at work and report greater satisfaction with their leader.

e. Decision theory

Vroom and Jago revised the Vroom and Yetton decision model by adding twelve contingency variables to the five decision styles which are autocratic X2, consultative X2 and group X1. The contingency variables relate to, for example, subordinate conflict, leader information and goal congruence. Decision trees were also developed relating to a generic type of managerial problem:

- An individual-level problem with time constraints;
- An individual-level problem in which the manager wishes to develop an employee's decision-making ability;
- A group-level problem in which the manager wishes to develop employees' decision-making abilities and;
- A time-driven group problem.

The manager selects one of the trees and moves along the branches by answering questions at each decision point leading to one of the five described decision-making styles (Swanepoel *et al* 2006: 346).

The criticism is that variables have been omitted such as stress, intelligence and experience; the model is overall complex; and is not practically user-friendly to a manager on a regular basis since it is unrealistic to expect managers to consider 12 contingency variables, 8 problem types and 5 leadership styles in trying to select the appropriate decision process for a specific problem.

3.3.15 Transformational Leadership

Transformational leadership is in contrast to transactional leadership. In the latter, it is based on legitimate authority within the bureaucratic structure of the organisation. The emphasis is on the clarification of goals and objectives, work task and outcomes, and organisational rewards and punishment which appeals to the self-interest of followers (Mullins 1999: 280).

Transformational leadership, on the other hand, is a process of engendering higher levels of motivation and commitment among followers. The emphasis is on generating a vision for the organisation and the leader's ability to appeal to higher ideals and values of followers, and creating a feeling of justice, loyalty and trust. In an organisation, it is about transforming the performance of that organisation.

Transformational leadership is comprised of four basic components:
- Idealised influence;
- Inspirational motivation;
- Intellectual stimulation; and
- Individualised consideration.

Burns and Bass (in Mullins 1999: 282) assert that leaders can be identified by their actions and the impact those actions have on other people. Successful transformational leaders are usually identified in terms of providing a strong vision and sense of mission, arousing strong emotions in followers and a sense

of identification with the leader. Examples of transformational leaders include Sir Winston Churchill, Richard Branson and Dr Martin Luther King Jr.

"Leadership is not just about structure and rank, it is about what value you add to the organisation." (Mr N Ngidi: Regional Executive Manager- SASSA: KZN). Extended REMANCO Meeting, 8 March 2010, PMB.

Coles (in Matshabaphala 2008: 6) argues that the organisational cultures do reflect the personalities and beliefs of the organisation's leadership. A strong leadership tends to bring to bear a strong organisational culture in the delivery of services to the clientele communities. A weak leadership is often associated with weak organisational cultures.

3.3.16 Leadership for Change

"Not every manager is a leader" (Mullins 1999: 437). Good leadership can build positive cohesion, but bad leadership can unite the group against management. The styles, attributes, orientations and approaches of leaders all have a major effect on subordinates and ultimately on the success of organisations. Research indicates that there is no 'one best style' of leadership and that situational leadership, flexibility, adaptability and contingency approaches will allow the organisation to flourish. It may be necessary to balance democratic, participative leadership styles with adequate consultation with staff.

a) Establishing direction: by developing a vision for the future along with strategies for producing the changes needed to achieve that vision.

b) Aligning people: communicating the direction to those whose co-operation may be needed so as to create coalitions that understand the vision and are committed to its achievement.

c) Motivating and inspiring staff: energizing people to overcome major resource and other barriers to change, by appealing to very basic but often unfulfilled human needs, values and emotions.

d) Conflict resolution: being able to negotiate, mediate conciliate to maintain positive group dynamics.

Successful leaders are open and sensitive to the needs and differences of others, and look at relative viewpoints rather than absolutes (Swanepoel *et al* 2006: 358).

In order to address the leadership challenges which are compounded by diverse workforces, multiculturalism, changes in workplace values and limitations and constraints, the following model is utilised:

FIGURE 3.9: MODEL: ORGANISATIONAL CULTURE AND CHANGE

attitude to criticism

attitude to sharing info

degree of management's attitude to openness of new ideas from below

attitude to experimentaion in processes and products

Organisation's capacity to change

attitude to conflict

degree of willingness to give people autonomy and support in their actions

degree of willingness to discuss sensitive issues openly

degree to which the organisation's structure facilitates change

Source: (Senior & Fleming 2006: 173)

Figure 3.9 depicts various elements of organisational culture as they might influence organisational change where on the one hand, they might support change, while at the same time, work against it.

A supportive climate would include the following rules which may become the 'symbols' and 'symbolic acts' that are important to maintain or change organisational paradigms:

- Surface sensitive issues and encourage others to do so.
- Ensure differences of views are publicly tested and that statements are made in ways that can be tested.
- Bring together dispersed information and clarify vague and ambiguous data.
- Do not avoid interpersonal confrontation even if it involves negative feelings.
- Make protection of oneself and others a joint task oriented towards growth.
- Control the task jointly (Senior & Fleming 2006: 176).

3.4 VALUES

Johnson & Scholes (2002: 228) state that the culture of an organisation can be conceived as consisting of three layers:

- Values, though they may be easy to identify in an organisation as they are often written down as statements about the organisation's mission, objectives or strategy, tend to be vague.
- Beliefs are more specific, but again they are issues which people in the organisation can surface and talk about, for example a belief that professional staff should not have their professional actions appraised by managers.
- Taken-for-granted assumptions are the core of an organisation's culture. They are the aspects of organisational life which people find difficult to identify and explain.

FIGURE 3.10: ORGANISATIONAL CULTURE IN THREE LAYERS
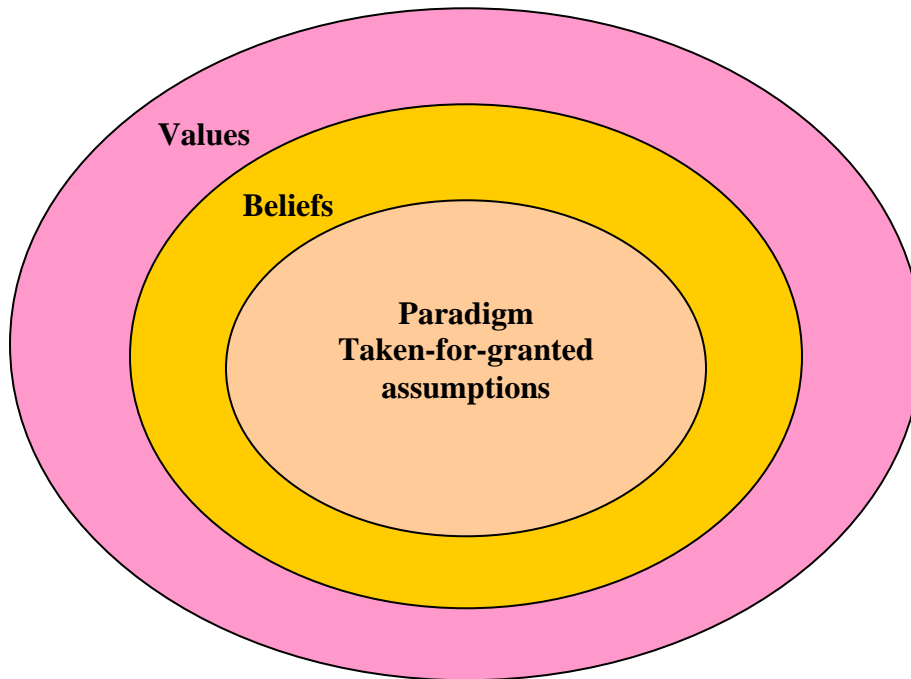
Source: (Johnson & Scholes 2002: 228)

3.4.1 DEFINITION OF VALUES

Starling (2005: 191) contends that traditionally, ethics has undertaken to analyse values and asks what are values? They are simply the things one considers to be important - the criteria one uses when making moral decisions. Values are guiding principles with intrinsic importance to those inside the organisation. Where rules and norms define what people think they should do, values refer to shared orientation of what they desire to do (Trompenaars & Prud' Homme 2004: 18).

Shaw (2006: 50) defines values as beliefs or behaviours that are of particular importance to an individual in the way they live their life and interact with other people. According to Matshabaphala (2008: 6) shared beliefs and values drive employees' behaviour in the organisation. Values guide attitudes, behaviours, systems, and practices but are more stable because although systems and

processes can be changed almost instantly, values cannot be altered in the same way.

3.4.2 PHILOSOPHY OF VALUES

Values come from a mixture of sources. At a personal level, they can come from family, culture, religion, practical experience and intellectual beliefs. In different spheres there are explicit values associated with particular types of work. Sometimes there is a very strong professional code of ethics, sometimes it is more custom and practice that drive the values.

3.4.3 EXAMPLES OF VALUES

Shaw (2006: 51) states that it is necessary to recognise the important interplay between personal and corporate values within individual values.

Personal values often result from:

- Beliefs about the right or wrong way of doing things which may or may not have a religious basis;
- Moral judgments which may be based on a view of what is right or wrong in absolute terms;
- Intellectual assumptions about an approach or behaviour that will produce acceptable results; and
- Experience which either explicitly or implicitly tells us that a particular form of behaviour will produce the best sort of results.

Organisational values

Organisational values are about:

- The outcomes that are most important to the organisation;
- The standards and behaviours expected in the way work is carried out;
- The way people within the organisation work with and respect each other;

- Standards in relation to dealing with external people such as stakeholders and customers; and

- The way resources are used within the organisation, be they time, experience or financial resources.

George & Jones (2006: 51) further extend personal values and state that the two kinds of personal values are terminal and instrumental. A terminal value is a personal conviction about lifelong goals or objectives; an instrumental value is a personal conviction about desired modes of ways of behaving. Terminal values often lead to the formation of norms, or informal rules of conduct, for behaviours considered important by most members of a group or organisation, such as behaving honestly or courteously.

Milton Rokeach, a leading researcher in the area of human values, identified 18 terminal and 18 instrumental values that describe each person's value system. In terms of human conduct, there are two types of values: goal values (terminal values) which concerns where one wants to go, and conduct values (instrumental values), which concern how one gets there (Robbins *et al* 2009: 100).

TABLE 3.5: TERMINAL AND INSTRUMENTAL VALUES

Terminal Values	Instrumental Values
A comfortable life (a prosperous life)	Ambitious (hard working, aspiring)
An exciting life (a stimulating, active life)	Broad minded (open-minded)
A sense of accomplishment (lasting contribution)	Capable (competent, effective)
A world at peace (free of war and conflict)	Cheerful (lighthearted, joyful)
A world of beauty (beauty of nature, the arts)	Clean (neat, tidy)
Equality (brotherhood, equal opportunity for all)	Courageous (standing up for your beliefs)
Family security (taking care of loved ones)	Forgiving (willing to pardon others)
Freedom (independence, free choice)	Helpful (working for the welfare of others)
Happiness (contentedness)	Honest (sincere, truthful)
Inner harmony (freedom from inner conflict)	Imaginative (daring, creative)
Mature love (sexual and spiritual intimacy)	Independent (self-reliant, self-sufficient)
National security (protection from attack)	Intellectual (intelligent, reflective)
Pleasure (an enjoyable, leisurely life)	Logical (consistent, rational)
Salvation (saved, eternal life)	Loving (affectionate, tender)
Self-respect (self-esteem)	Obedient (dutiful, respectful)
Social recognition (respect, admiration)	Polite (courteous, well-,mannered)
True friendship (close companionship)	Responsible (dependable, reliable)
Wisdom (a mature understanding of life)	Self-controlled (restrained, self-disciplined)

(in Robbins *et al* 2009: 100)

By rank ordering the terminal values from 1 (most important as a guiding principle in one's life) and then rank ordering the instrumental values from 1-18, people can give good pictures of their value systems - what they are striving to achieve in life and how they want to behave.

Several of the terminal values listed above seem to be especially important for managers - such as a sense of accomplishment, equality and self-respect. Other values are likely to be considered important by many managers, such as a comfortable life, an exciting life, freedom and social recognition. All in all, managers' value systems signify what managers as individuals are trying to accomplish and become in their personal lives and at work. Therefore, managers' value systems are fundamental guides to their behaviour and efforts at planning, leading, organising and controlling (George & Jones 2006: 53).

Swanepoel, Erasmus, van Wyk and Schenk (2006: 21) argue that because values are created as a person develops within a particular culture, they are extremely resistant to change.

3.4.4 Are Values Important?

Values influence perceptions and lay the foundation for understanding people's attitudes and motivation which is important to the study of organisational behaviour. A focus on values can enrich the quality of relationships within an organisation and, therefore, its effectiveness. For the junior and senior members of staff to understand the values of an organisation and see themselves as a part of the overall whole can have a powerful effect on their motivation. Values are about enabling people to do the toughest of jobs fairly and equitably (Robbins *et al* 2009: 98).

Ranson and Stewart (1994: 41) write that at the level of practice within management, purposes are expressed in more explicit values or interests. Values can be said to articulate desired ends or preferences which become the subject of explicit argument and conflict.

Gouldner in Ranson and Stewart (1994: 41) argues that some management values and interests become institutionalized so as to take on the form of domain assumptions. These reveal entrenched frames of orientation which operate in

every encounter as shared assumptions about the way to approach and proceed in the situation.

Values can contribute to success and to high levels of performance when the individual's values fit the requirements of his/her job, but on the other hand, can also create problems in the workplace. Conflicts may arise in the workplace due to clashing values and may not be easy to solve since values are difficult to change (Swanepoel *et al* 2006: 22).

3.4.5 The importance of diversity of values

In both personal and organisational lives, people sometimes focus on one set of values and dismiss others. In an increasingly diverse world, being sensitive to the values of others must be an essential prerequisite of building a strong sense of community within organisations. Many organisations are increasingly aware of the importance of responding to a range of different cultural and religious values (Shaw 2006: 76).

3.4.6 Conflict between personal and organisational values

Sometimes people are conscious of value sets that do not fit easily between work and home. Fundamental issues arise for people if supervisors ask them to do something that is illegal, to undertake action that is unethical, to present a perspective in a very one-dimensional way that borders on untrue, to delay decisions to a point that it puts a customer in a very difficult situation or to take actions that are contrary to personal values.

For example, if one believes that equal work deserves equal pay and then finds that the organisation pays more on the basis of seniority, it may lead to disappointment; job dissatisfaction and a decision not to exert too much effort because it would not result in greater remuneration. On the other hand, if the individual's personal values were aligned to the organisation's pay policies, it would generally influence the attitudes and behaviours (Robbins *et al* 2009: 100).

3.4.7 The interplay between individual and corporate values

The interplay between corporate and individual values should be a two-way process. In order for values to have any impact in an organisation, there must be an opportunity for people working in the organisation to influence the creation and living out of those values. If they are presented in a top - down way, they will be ignored. Shaw (2006: 59) further argues that values will be at their most powerful when there is a synergy between personal and organisational values.

3.4.8 Distinctive values of the public domain

Ranson and Stewart (1994: 62) express four juxtapositions of public values which celebrate autonomy and '*civitas'* in moral identity; private and public virtue; justice and rights in society, and discourse and public choice in politics and government. The values hold in tension the duality between the individual and the collective virtues of the public domain.

This duality recognises that each person is separate and has fundamental ethical values, but also, their membership to a community or public service organisation requires an inter-dependence between individuality and living within the public domain. In the former, each individual is endowed with rights and privileges as a citizen, yet this must be balanced with the duties and responsibilities towards the community in the public service.

3.4.8.1 Autonomy

Autonomy defines the capacity of citizens to express their mind and advance ideals. Raz (in Ranson and Stewart 1994: 63) states that the quality of autonomy depends upon public virtues. If individuals are to express their autonomy, then public virtues are required to ensure the well-being of the public domain.

Halsey and Tawney cited in Ranson and Stewart (1994: 63) both agree that fraternity is the value which provides the 'creed and code of conduct' that can

morally integrate the community, encouraging a sense of belonging as well as social and moral ties.

3.4.8.2 Private and Public Virtues

Modern society has increasingly taken for granted an agreed framework of moral and political values that are indispensable for any society to adhere at all. Unless a larger area of living is informed and enriched by common values then even the skeletal infrastructure of agreed of procedures is at risk. The challenge for the public domain is precisely the task of creating a shared conception of the good, which is at the same time consistent with a diversity of values.

3.4.8.3 Justice and Rights in distribution of public goods

Justice secures the foundation for the polity's moral purpose. Citizens respect and obey the law because they are equal before it and because it expresses the moral values of their community, especially justice. Hence institutions of society need to be founded on principles of justice as fairness, and if the rights of all are to be protected, then the basic structure of society needs to distribute the primary goods so that all citizens enjoy the same basic liberties and fair equality of opportunity (Ranson & Stewart 1994: 67).

Given the overriding value embodied in the public domain – of citizens gathering together to participate in and take responsibility for the government of the community - public choice may emphasise fair distribution in order to meet the needs of the public as citizens.

3.4.9 Efficiency, Robustness and Equity as Public Sector Values

Hood cited in Rose and Lawton (1999: 73) identified three competing families of values that govern the work of public managers namely efficiency, robustness and equity. He argues that there may be tensions between these values since at any given time, a particular value may dominate which creates a conflicting position in attaining an organisational goal. For example, the efficiency cluster

includes economy, efficiency and effectiveness and a public manager may strive to achieve efficiency by increasing quantities, or output, but the effectiveness may be compromised in the drive for higher volumes.

Stewart in Rose and Lawton (1999: 79) points out that scandals in governments internationally suggest that there are 'impending crises in accountability' which has increased disquiet over the standards of conduct in public life and has prompted several investigations. In October 1994, the Nolan Committee was appointed to investigate the 'Arms to Iraq affair" in the UK and in their Report, highlighted seven principles that were essential for public life: selflessness, integrity, objectivity, openness, honesty, leadership and accountability.

3.4.10 '*Ubuntu*'

The term 'ubuntu', a uniquely African value, has been written about widely in South African management literature and although its precise definition is vague and unclear, it is perhaps summed up best by the Zulu and Sotho (who call it batho) expression 'a person is only a person because of other people' (Robbins *et al* 2009: 101). Various South African authors (Khoza, Avolio & Mbigi) argue that ubuntu includes the principles of morality, humaneness, care, understanding, compassion and empathy.

Swanepoel, Erasmus, van Wyk & Schenk (2006: 363) argue that 'ubuntu' is a humanistic philosophy – African humanism – which focuses on people and literally translated, means: 'I am because we are'. Khoza (in Swanepoel *et al* 2006: 363) points out that 'ubuntu' is opposed to individualism and insensitive competitiveness which may be aligned to transactional leadership, and is instead more closely tied to transformational leadership.

Mbigi (in Robbins *et al* 2009: 101) applied the concept of ubuntu to the workplace and argues that in order to avoid value conflicts in South Africa, it is necessary to incorporate the following four principles of ubuntu into organisations:

- morality;
- interdependence;
- the 'spirit of man'; and
- totality.

3.4.10.1 Core values of Ubuntu

Five core values, depicted on the fingers and thumb of a hand, were identified by Mbigi and Maree cited in Robbins (2009: 101) as follows:

- Respect;
- Compassion;
- Solidarity;
- Survival; and
- Dignity.

This is supported by Swanepoel *et al* (2006: 363) who state that 'ubuntu' places great emphasis on concern for people and is based on the solidarity principle, group conformity and care in the face of survival challenges based on respect, dignity, trust, openness and co-operation.

According to the Batho Pele Handbook (2003: 34), Batho Pele acknowledges the fundamental vulnerability of the human condition, which unites the end-user with the service provider in their mutual quest for recognition, which can only be achieved through respect for the other's dignity as a person. And this is the real power and beauty of Batho Pele: it embodies the values that are enshrined in the Bill of Rights, namely each person's inalienable right to their dignity as human beings.

It can be deduced that there is debate as to whether to incorporate African values into business or whether the important point is the creation of shared values by all - black and white, management and workers, to promote harmonious work relationships of diverse employees in the achievement of

organisational objectives. This is particularly relevant in South Africa with its legacy of apartheid and injustices based on racial discrimination, and the subsequent reconciliation of past bitterness and hatred, to find workable solutions in diverse work forces.

Swanepoel *et al* (2006: 363) propose that the implications of an *ubuntu*–orientated leadership style encourages team members or followers to sacrifice the following:

- their personal goals;
- gains for the goals; and
- gains of the group.

This style includes creative co-operation, open communication, teamwork and reciprocal moral obligations.

3.4.11 ROLE OF VALUES AND NORMS IN ORGANISATIONAL CULTURE

The values and norms of an organisation's culture strongly affect the way managers perform their management functions of planning, organising, leading and controlling. The extent to which managers buy into the values and norms of their organisation shapes their view of the world and their actions and decisions in particular circumstances.

In turn, the actions that managers take can have an impact on the performance of the organisation (George & Jones, 2006: 70). Since the establishment of SASSA, the organisation has developed a Code of Conduct and values and norms which are aligned to the organisational culture that promotes a customer-centric organisation.

The Code of Conduct and Culture of Diligence Policy talk to punctuality, professionalism, an acceptable dress code and efficiency. As recently as June 2009, KZN appointed its first Regional Executive Manager, Mr N Ngidi. One of

the things that was immediately introduced by August 2009 was that all male staff were to dress in shirts with sleeves and collars, and there is strict enforcement of wearing of ties to create a more professional appearance. Clothing items such as jeans, casual sandals and strappy blouses or T-shirts are not allowed. This is to instill confidence in the public perception that the SASSA officials are professionals and will handle their queries in a manner befitting this professionalism which is reflected by their attire (SASSA internal memo: S/4/9: Staff Name Tags and Dress Code: 19 August 2009).

3.5 SOUTH AFRICAN SOCIAL SECURITY AGENCY (SASSA)

The South African Social Security Agency was established in 2006 to improve the efficiency and effectiveness of the administration of grants in all nine provinces. It was also necessary to standardize procedures and ensure consistency and uniformity in the business processes so that all SASSA clients would receive the same type and level of service regardless of where they accessed SASSA services in the country (SASSA Act, 9 of 2004).

3.5.1 SASSA Values

This role function of SASSA is aptly captured in its vision which is "to provide world class social security services" and its values statements which, premised upon the Constitution and the Batho Pele principles, are as follows:
- Promotion and protection of human dignity;
- Confidentiality;
- Integrity;
- Fairness;
- Transparency; and
- Equitability http://www.sassa.gov.za

Klingner, cited in Schwella *et al* (1996: 15), argues that a system of shared values underpins any institution. Furthermore, these important values provide the

120

norms that should govern the conduct of public sector managers and would influence the systems and the resource management decisions and actions.

Bell and William (1999) hypothesized that firstly, the values of any organisation are primarily communicated to its members through the organisational policies that most directly affect them. Furthermore, changes in the values over time impact organisational culture. The values outlined above are also aligned to the Batho Pele Principles which focuses on a 'people first' approach.

3.5.2 SASSA'S CODE OF CONDUCT

Moodali (2001: 28) writes that The Code of Conduct is an abbreviation of The Public Service Act: Code of Conduct for the Public Service, which was issued by the Public Service Commission in 1997. The primary purpose of SASSA's Code of Conduct is to foster a culture of supreme integrity in both conduct and business ethics.

The Code is intended to, among others, set forth values, principles and standards to guide conduct and provide direction to employees when faced with ethical challenges, and provide ethical standards according to which the general public can hold SASSA employees accountable. It also serves as a foundation for discipline.

The organisation has, on numerous occasions, communicated its Code of Conduct and Culture of Diligence Policy to all employees within the organisation. The SASSA Code of Conduct and Ethics Policy (CG/CCE/01/ 2/08) which was approved by Dr Z Skweyiya, Minister of Social Development, on 7 October 2008, further outlines SASSA's ethical values.

SASSA is a public entity and stakeholders and citizens have legitimate ethical expectations from the organisation. Ethical delivery of services is essential to ensure the organisation's continued existence and credibility. The policy clearly

states that employees must conduct themselves in a manner consistent with the values aspired to by SASSA and refrain from any conduct which might bring SASSA's reputation into disrepute. Also, employees in leadership positions must understand that their actions and conduct goes a long way in influencing workplace ethics (CG/CCE/01/ 2/08).

3.5.3 SASSA Ethical Values

SASSA promotes ethical conduct in its Code of Conduct as it is considered to be the foundation that an organisation is built on. The ethical conduct and values should therefore serve as a transformation tool towards a high standard of professional ethics within SASSA. The Agency, as a public entity, subscribes to values that promote democracy and a culture of respect for human rights.

a) Trust

Trust, according to the policy, is a relationship of reliance. Beneficiaries and other stakeholders of SASSA believe in the honesty, benevolence and competence of SASSA employees to fulfill its mandate. Once trust is lost by violation of one or more of these elements, it is difficult to regain it. Some of the key guidelines for employees are:

- Fulfilling their assigned responsibilities;

- Being honest and impartial;

- Consistently applying acts, policy and legislation to their work;

- Being responsible and accountable for efficient use of resources; and

- Providing responsive, effective and efficient services to the community (CG/CCE/01/ 2/08: 10).

b) Integrity

Wikipedia (http:en.wiki.answers.com/integrity) defines integrity as the basing

of one's action on an internally consistent framework of principles. It implies honesty as well as fair dealing in operations, finance and other business of SASSA. In SASSA, employees are encouraged to act with integrity by:

- Being honest, straight forward and sincere in their work;

- Conducting themselves in public in a manner that will promote the image of SASSA;

- Subject to confidentiality, providing stakeholders with all relevant information about SASSA activities;

- Having courage to stand up for what is right and not surrender to the pressures of other colleagues/ principals;

- Not being influenced by personal interests in making decisions;

- Being punctual; and

- Preventing nepotism and patronage.

c) Respect

The Bill of Rights in the RSA Constitution, Act 108 of 1996, enshrines the promotion and protection of human rights. In view thereof, SASSA has a key role to play in this area and recognises that human beings have the right to be treated with respect regardless of status or position. Policy CG/CCE/01/ 2/08: 12 states that an employee must show respect to human dignity, human rights and social justice by:

- Treating the public and other employees with respect and courtesy and having regard for their dignity;

- Treating fellow employees fairly, reasonably and consistently;

- Valuing and using diversity in his/her work environment;

- Communicating decisions in a polite attitude; and

- Undertake corrective action in cases of wrongdoings.

d) Transparency

SASSA subscribes to values that promote democracy and a culture of respect for human rights. Transparency is part of that value system of democracy and human rights. The public sector has an obligation to explain and provide processes, policies and material used in the making of decisions (RSA Constitution, 108 of 1996, S195 (1) (g)). It also means that the public, collectively or individually, has a right to access certain information about decisions made about them.

SASSA therefore provides for the right of stakeholders and the public to know what is going on in its governance and allows diverse views and multiple perspectives to influence its policy decisions.

Transparency can be enhanced by:

- Publishing the strategic plan and annual report;

- Allowing stakeholder participation in the policy decisions;

- Provide reasons for decisions taken; and

- Affording others reasonable avenues of redress against improper or unreasonable administrative decisions (CG/CCE/01/02/08: 12).

e)   Customer-Care Centred Approach

A customer - centred approach to service delivery takes the needs of customers into consideration by developing user-friendly and quality products and services. The Agency commits itself to designing social security solutions based on customer needs, both internally and externally.

It is evident that it is the responsibility of management at all levels to ensure that all new and current employees receive a copy of the Code of Conduct and are fully conversant with it. The requirement is that all employees should sign a commitment form and should continue to sign this annually. This Code also forms part of the Induction Programme and is a mechanism that is used to ensure that a gift register is in place. It also highlights the fraud hotline number which can be used to report unethical behaviour (KZN Customer Care Training Manual, February 2010).

Baloyi (2008: 10) writes that for the public service to remain competent, public servants should, in addition, have the following attributes:

- Breaking new ground;
- Inspiring success;
- Raising the standard;
- A determination that nothing is impossible;
- Making a difference to people;
- Collective responsibility and teamwork;
- Being on board; and
- International activism.

Baloyi (2008: 10) also adds that the code of conduct has been developed for public servants to act as a guideline for what is expected of them from an ethical point of view, both in their individual conduct and in their relationship with others.

It can be inferred that in spite of these Codes being widely disseminated to staff, SASSA still receives negative media publicity as is evident below and begs the question as to whether there is effective implementation and monitoring of these ethical and other Codes of Conduct: "Answers demanded over grants: applicants swamp court rolls – Acting Judge Malcolm Wallis of the Durban High Court described the situation as 'utterly unacceptable' saying last week alone about 60 such applications had cluttered the court roll. Most of the applications were from

people who had been refused social grants, or from those who had received grants, but later had them terminated. Advocate R Ungerer stated that if people feel they are being given no assistance, they come to court. State attorney Krish Govender said that the government should deal with these applications for social grants as a 'state of emergency'. This is a welfare crisis… this is a problem and it needs to be dealt with' (The Daily News 4 March 2008: 2).

Numerous media reports also highlight the frustrations experienced by clients or potential beneficiaries who access SASSA services and one such case was identified during Public Service Week in September 2009:"Premier hears grumbles from queues – Chatsworth residents had a chance to voice their dissatisfaction with the quality of service they receive from public servants when provincial premier S'bu Ndebele paid a surprise visit to the Department of Social Development yesterday. Some angry people accused officials of dishing out harsh treatment, of being sent home when the offices closed after queuing the whole day, and of not being attended to by the public servants because they often spoke on their cellphones in working hours" (The Daily News 17 September 2009).

These articles show that SASSA employees are totally in breach of the Code of Conduct and it is not necessarily due to resource constraints as the article talks to staff attitudes and behaviours as well. It is therefore clear that simply having such policies is not adequate – enforcing and monitoring them is crucial if the organisation is to create a culture of being a 'caring' organisation.

3.5.4 Organisational Culture Reform

Success at SASSA depends to a large degree on its organisational culture. This realization resulted in a commitment to build an organisational culture that will strive for organisational excellence. The Agency intends to invest in its personnel as it believes that its workforce is its greatest asset. A number of initiatives

geared towards building a culture conducive to high standards of service delivery will be embarked upon. These include an ethics programme, which intends to guide the programmes aimed at shaping the behaviour and attitudes of personnel.

To this end, the Agency will ensure that its vision, mission and values are communicated at all levels of the organisation. Delivery of quality services requires a culture of commitment, professionalism and discipline. The Agency further commits to taking corrective action in line with the Labour Relations Act and related internal policies (SASSA Strategic Plan 2010/2011- 2012/2013).

3.5.5 Change Management

The Agency is a fairly new organisation and the emphasis in the first four years has been on establishment, consolidation and operationalisation. As a result the Agency will be embarking on a process of change management. The key focus areas of the change management programme will be proper performance management, good governance, effective and efficient leadership and management and re - engineering of business processes. The intention is to ensure that the Agency becomes a high-performing institution, complying with good governance principles, while striving for operational excellence via continued service delivery improvements to beneficiaries (SASSA Strategic Plan 2010/2011- 2012/2013).

Pugh (in Senior & Fleming 2006: 365) devised a matrix of possible change initiatives based on the different issues that can hamper change and the level at which they occur. This matrix can be used to help with action planning about:

- The type of intervention required to facilitate change in line with the organisation's vision; and

- The levels at which it should take place.

Table 3.6: The Pugh Organisational Development Matrix

	Behaviour (What is happening now?)	Structure (What is the required system?)	Context (What is the setting?)
Organisation-al level	General climate of poor morale, pressure, anxiety, suspicion, lack of awareness of, or response to, environmental changes *Survey feedback, organisational mirroring*	Systems goals- poorly defined or inappropriate and misunderstood; organisation structure inappropriate- centralisation, divisionalisation or standardisation; inadequacy of environmental monitoring mechanisms *Change the structure*	Geographical setting, market pressures, labour market, physical condition, basic technology *Change strategy, location, physical condition, basic technology*
Inter-group level	Lack of effective co-operation between sub-units, conflict, excessive competition, limited war, failure to confront differences in priorities, unresolved feelings *Inter-group confrontation (with third party consultant), role negotiation*	Lack of integrated task perspective; sub-unit optimizstion, required interaction difficult to achieve *Redefine responsibilities, change reporting relationships, improve co-ordination and liaison mechanism*	Different sub-units values, lifestyle, physical distance *Reduce psychological and physical distance; exchange roles, attachments, cross-functional groups*
Group level	Inappropriate working relationships, atmosphere, participation, poor understanding and acceptance of goals, avoidance, inappropriate leadership style, leader not trusted, respected; leader in conflict with peers and superiors *Process consultation*	Task requirements poorly defined; role relationships unclear or inappropriate; leader's role overloaded, inappropriate reporting procedures *Redesign work relationships (socio-technical systems), self-directed working groups*	Insufficient resources, poor group composition for cohesion, inadequate physical set-up, personality clashes *Change technology, layout, group composition*

Individual level	Failure to fulfill individual's needs; frustration responses; unwillingness to consider change, little chance for learning and development	Poor job definition, task too easy or too difficult	Poor match of individual with job, poor selection or promotion, inadequate preparation and training, recognition and remuneration at variance with objectives
	Counseling, role analysis, career planning	*Job restructuring/ modification, redesign, enrichment, agree on key competencies*	*Personnel changes, improved selection and promotion procedures, improved training and education, bring recognition and remuneration in line with objectives*

(Senior & Fleming 2006: 366)

In addition to considering where change may take place, the planning of organisational development interventions must also take into account the degree of change needed. In terms of the Pugh OD Matrix, this means considering whether:

1. people's behaviour needs to change; and/or

2. the organisation's structure and systems need to change; and/or

3. the context or the setting needs to change.

Mabey and Pugh (in Senior & Fleming 2006: 367) state that as action moves from the left to the right column that is, from behaviour to context, a greater degree of intervention and commitment is required. In the behaviour column, methods and changes which address the symptoms without altering the system or setting suggests that this is the least radical of the development strategies.

- **EVALUATION OF THE PUGH MATRIX**

The Pugh Organisational Development Matrix outlined in Table 3.6 is essentially a planned approach to change. It requires extensive consultation and collaboration with those who will implement the change and an action plan to serve as a 'road map' for the change effort. Such change may also require the intervention of a change agent who will need to decide after careful assessment at what level the change initiatives are required namely individual, group, inter - group or organisational level. This has financial implications as well when utilising the services of external organisational development consultants.

In addition, if change is to occur in the contextual setting where, for example, the physical distance needs to be addressed, or if there are strategy changes affecting selection and promotion procedures, for example, then a far greater degree of intervention will be appropriate and these will be accompanied by considerable expenditure of resources (both financial and human) and also a greater likelihood of disruption. Change interventions must also take into account unexpected circumstances and unintended consequences and will have to be flexible to adapt to the change in the transition process. This cannot be undertaken lightly and will require commitment from top management who must also be prepared to commit the attendant resource costs.

3.6 SUMMARY

Culture is viewed as a specific collection of values and norms that are shared by a group of people in an organisation, which tend to influence the way people interact with each other within the organisation and with external stakeholders as well. Organisational culture can, therefore, influence whether employees succeed or fail as shared values and beliefs drive employees' behaviour in an organisation.

Organisations have to survive in a complex, dynamic and ambiguous environment. The opportunities and threats in the external environment lead to paradoxical demands: the need for internal control on the one hand and the need to adapt to the external environment on the other. The reality is, therefore, that organisational cultures need to be open for change and for diverse views themselves (Trompenaars & Prud' Homme 2004: 23).

Organisational culture is influenced by leadership and this is not only an essential part of the process of management, it is also an integral part of the social structure and culture of the organisation since the approaches of leaders all have a major effect on subordinates and ultimately on the success of an organisation. The leadership styles and theories outline the various alternative forms of managerial leadership and it is evident that there is no one best form of leadership.

Different situations may require different types of leadership for effective work performance and to lead to followers' job satisfaction. If the manager is to be successful in dealing with people and influencing their behaviour and actions, this requires a leadership style which helps to foster a supportive organisational culture.

The increasing multiculturalism of workforces pose significant challenges for leaders in South African organisations where challenges may be related to cultural diversity such as language, religion, race and gender issues. There are changes in workplace values and in peoples' values and norms with the implementation of affirmative action and equal opportunity programmes which impacts on styles of management and leadership. Personal and organisational values were highlighted and the importance of values is argued because of its impact on organisations. In the South African context, the concept of 'ubuntu' is given a high degree of importance and it is compared to the western focus on individualism.

SASSA's ethical values such as trust, integrity, respect, transparency and a customer care-centred approach are described as well as the vision and mission of the organisation. The need for organisational culture reform and change management is also highlighted.

Managers in South Africa need to extract the best management tools from camps representing a variety of cultural management orientations both within and outside South Africa, and those managers who understand and value the cultural diversity of the South African workforce, and who are flexible in using what works from a cultural perspective, will more likely have the competitive edge.

CHAPTER FOUR

A COMPARATIVE PERSPECTIVE ON SOCIAL SERVICES ADMINISTRATION

"Poverty is pain. Poor people suffer physical pain that comes from too little food and long hours of work, emotional pain stemming from the daily humiliation of dependency and lack of power, and the moral pain of being forced to make choices - such as whether to use limited funds to save the life of an ill family member, or to use those same funds to feed their children".

Narayan, 2002

4.1 INTRODUCTION

The provision of social services, particularly that of social security, varies from nation to nation around the world, with huge disparities where many countries boast advanced and efficient systems and mechanisms that provide social safety nets to alleviate poverty, to those poorly developed nations that have barely any form of social assistance to mitigate the devastating effects of poverty.

One of the key questions that this research seeks to answer is what trends can SASSA learn from more developed and less developed countries regarding social service delivery?

In order to gain insight into other systems, policies, and mechanisms, it was essential to make a comparative analysis of social security systems in countries where appropriate comparisons could be made. As a result, the New Zealand and Botswana systems were chosen respectively to benchmark best practices and to assist in devising models that would facilitate efficient and effective social security service delivery in South Africa.

New Zealand has a comprehensive social security system with many benefits that cover various categories, and Botswana was selected particularly since, like South Africa, it also subscribes to the SADC Codes on Social Security and has a system that can be compared to South Africa. Most of the other African countries do not have a formal social security system.

This chapter aims to compare and contrast similarities and differences and to identify strengths of other social security systems which can be implemented in South Africa, within the resource constraints, to improve service delivery.

4.2 DEFINITION OF SOCIAL SECURITY

The question arises as to what is social security? This is broadly defined by Olivier (2005: 2) as the measures aimed at preventing social risks from arising, reintegrating and rehabilitating persons when these risks do occur and compensating people when relevant. Traditionally, these risks include but are not limited to health care, disability, unemployment, sickness and maternity.

The International Labour Organisation (ILO Convention 102 of 152) defines social security as:

'The protection which society provides for, through a series of public measures, against the economic and social distress that otherwise will be caused by the stoppage or substantial reduction of earnings resulting from sickness, maternity, employment injury, unemployment, invalidity, old age and death; the provision of medical care and the provision of subsidies for families and children'.

The International Social Security Association http://www.issa.int directs that the term 'social security' means any scheme or programme established by legislation, or any other mandatory arrangement, which provides protection, whether in cash or kind, in the event of employment accidents, occupational diseases, unemployment, maternity, sickness, invalidity, old age, retirement, survivorship, or death, and encompasses, among others, benefits for children

134

and other family members, health care benefits, prevention, rehabilitation and long-term care.

The South African White Paper for Social Welfare (1997: 48) defines social security as:

"A wide variety of public and private measures that provide cash or in-kind benefits or both, never developing, or being exercised only at acceptable social cost and such person being unable to avoid poverty and secondly, in order to maintain children".

The SADC Code defines social security as:

"public and private, or mixed public and private measures, designed to protect individuals and families against income insecurity caused by contingencies such as unemployment, employment injury, maternity, sickness, invalidity, old age and death" (SADC, 2004). The three types of social security according to the SADC Code are namely social allowance, social assistance and social security. The main objectives of these measures are to, *inter alia*:

- Maintain income;
- Provide health care; and
- Provide benefits to families.

4.3 SOCIAL SECURITY IN BOTSWANA

In the SADC Region, Botswana is one of the country's that subscribes to the SADC Code on Social Security and is therefore comparable to South Africa. Formal social security programmes have become imperative in Botswana since there is a gradual disintegration of the extended family which used to cushion individuals in times of need such as during sickness and unemployment. Botswana is a signatory to the Social Charter which provides for the right of every worker to social security (Policy Position Paper on Social Security & Social Protection in Botswana 2007: 2).

4.3.1 Demographics

The Republic of Botswana is situated in Southern Africa, nestled between South Africa, Namibia, Zimbabwe and Zambia. The country is democratically ruled, boasts a growing economy and a stable political environment. Botswana is the largest exporter of gemstone diamonds in the world as well as a large beef exporter to the European Union. In 2007, it was estimated that Botswana has an approximate population of 1,815, 508 people according to the CIA World Factbook on demographics. http://en.wikipedia.org/wiki/Demographics_of_Botswana. Of this total, approximately 38.3% are from 0-14 years; 57.9% from 15-64 years and 3.8% from 65 years and over. The estimated population growth rate has been compared to figures obtained in 2001 in the Botswana census and shows a decline from 2.4% in 2001 to 1.5% in 2007.

- **HIV/AIDS in Botswana**

There has been a significant increase in the death rate which was estimated to rise from 12.4 deaths/ 1000 in 2001 to 29.5/1000 in 2006 and this has been attributed in large part to the HIV/AIDS pandemic (Macro-Economic Impact of the HIV/AIDS Pandemic in Botswana, BIPDA Gabarone: 2000).

The numbers of people falling ill and AIDS-related deaths are increasingly becoming evident in Botswana. Despite the fact the Botswana government and the non-governmental organisations provide health services and disseminate information regarding contraception and HIV/AIDS, their efforts may be fruitless if the sexual behaviour of people does not change (Letamo & Bainame 1997: 97-101).

Table 4.1: Population, Demographic, HIV/AIDS & Economic Indicators

Annual no. of births (thousands), 2007	47
Life expectancy at birth (years), 2007	50
% of population urbanized, 2007	59
Population (thousands), 2007, under 18	783
Population (thousands), 2007, under 5	218
Estimated adult HIV prevalence rate (aged 15-49), 2007	23.9
Estimated number of people (all ages) living with HIV, 2007 (thousands), low estimate	280
Estimated number of people (all ages) living with HIV, 2007 (thousands), high estimate	310
GDP per capita average annual growth rate (%) , 1990-2007	4.2

Source: UNICEF http://www.unicef.org/infobycountry/botswana_statistics

The above data reflects UNICEF estimates in 2007. The Development Economics LDB Database estimated in 2008 that Botswana had a population of 1.9 million people with an average life expectancy of 54, which is higher when compared to sub-Saharan Africa which has an estimate of 52 years. 57% of the population is urbanized and there is an infant mortality rate of 26 per 1000 live births compared to 89 in sub- Saharan Africa (Botswana at a Glance: 2009).

4.3.2 Socio-economic situation

Botswana enjoyed one of the fastest growth rates in per capita income in the world since independence in 1966, with an average growth rate of 9% per year from 1967-2006. However, this slowed considerably between 2007-2008 to only 3% due to the global economic slowdown (Bureau of African Affairs: Botswana: 2010: 9). The main system of livelihood is livestock farming and crop production.

The major source of revenue lies in beef production and mining. Debswana is the largest mining operation in Botswana, formed in equal partnership by the government and the South Africa's De Beers http:// www. botswana/ culture_of_botswana. Social services that are provided include health, education, food rations and infrastructural developments.

Letamo & Bainame (1997: 98) argue that there is an imbalance in power relations and economic opportunities in Botswana which tends to favour men rather than women. Botswana has a patriarchal society where males have the absolute and final say in decision- making, which has tended to compromise women socially and economically due to the cultural and historical background.

The Pula (Setswana for rain) is the national currency in Botswana and is weighted against a basket of currencies internationally.

4.3.3 Poverty and Inequality in Botswana

It has been reported that approximately 30% of the population live below the poverty datum line (Selwe & Gobaaka 2008: 4). In contrast, the Policy Position Paper on Social Security and Social Protection in Botswana 2007 argues that 47% of the population is below the poverty line, which is significantly greater than 30%.

There is a high degree of inequality in the country with a Gini co-efficient of 0.54 on a scale of 0 to 1, indicating a very skewed income distribution (Botswana Vision 2010: 12). The main causes of this are drought, disability, lack of income earning opportunities, diseases, lack of assets and low education and skills. This affects all age groups. This is further aggravated by the ravaging effects of the HIV/AIDS pandemic. Botswana has one of the world's highest HIV-prevalence rates and the world's highest percentages of orphaned children among its population (Miller, Gruskin, Subramanian, Rajaman & Heymann 2006: 1429).

4.3.4 The Principle behind Social Assistance Programmes in Botswana

Social assistance is based on the following national principles of:

- Democracy;
- Self-reliance;
- Development; and
- Unity (Framework for a Long Term Vision for Botswana: 1997: 36).

The National Guiding Document is the Long Term Vision for Botswana (commonly referred to as Vision 2016) which will be discussed in greater detail in this chapter. Botswana subscribes to the values of being "A compassionate, just and Caring Nation." Apart from the four national principles listed above, a fifth principle has been added – that of '*botho*' or humane behaviour, which is drawn from Botswana's cultural heritage (Policy Position Paper on Social Security & Social Protection in Botswana, 2007. Published By Botswana Federation of Trade Unions, February 2007 http://library.fes.de/pdf-files/bueros/botswana/04920.

4.3.5 Policies and Prescripts that guide Social Assistance

A variety of policies are in place and the overarching policy is that of Vision 2016:

- Revised National Policy for Destitute Persons, 2002
  In March 2002, the old National Policy on Destitute Persons was revised to take into consideration the changing economic challenges that the poor and needy face. Interestingly, the objectives of this scheme remained unaltered "to ensure that government provides minimum assistance to the genuine destitute persons to ensure their good health and welfare" (Republic of Botswana, 2002. Revised National Policy on Destitute Persons, paragraph 2.2).

- Short Term Plan of Action for the Orphans in Botswana (STPA), 1999
  The continuing increase in the number of orphans particularly due to HIV/AIDS forced the government of Botswana to adopt the Short-Term Plan of Action for Orphans in 1999 to respond to the immediate needs of

the orphans such as their food and clothing; to identify stakeholders and their roles/ responsibilities and to develop a framework for guiding the long-term development programme for orphans (Botswana Ministry of Local Government and Housing, 1999: Short Term Plan of Action for Orphans).

- Revised Rural Development Policy, 2002

   The Revised Policy on Rural Development seeks ways to improve the coverage, targeting, adequacy, efficiency, and effectiveness of social security programs. The policy proposes mechanisms to increase economic empowerment and self-reliance in the provision of social protection schemes (Botswana Ministry of Finance and Development, 2002: 7).

- Botswana Vision 2016: this policy is described in greater detail in this chapter.

For the purposes of this study, the following policy has relevance:
- National Strategy for Poverty Alleviation, 2003:
  ➢ Aims to provide opportunities for sustainable livelihoods;
  ➢ To enhance the capabilities of the poor through social investment in services and infrastructure to promote economic growth and improve well-being; and
  ➢ To provide social safety nets for those that cannot take advantage of employment opportunities to protect them from specific risks, natural shocks and vulnerabilities which leads to poverty.

4.3.6. Historical Evolution of Social Protection

Botswana attained its independence in 1966 and prior to that, relied on traditional systems of support to address issues of poverty and destitution. Previously, it was customary for extended families to provide support during difficult times, and

children were viewed as a social safety net for elderly, infirm or disabled parents. Another form of protection was in the form of the 'mafisa' system which allowed the destitute to look after rich people's cattle and in return to be able to have access to these cattle and free products such as milk and meat, or to receive some cattle as part payment (Solo 2008: 2).

Post independence, government interventions became urgent due to the devastating effects of drought in the mid-60's and early forms of social security started to emerge as programmes and assistance from the World Food Programme for particularly vulnerable groups such as pregnant women, lactating mothers, pre-school children, tuberculosis patients, malnourished children and children aged 6-10 years. Other community members benefited by receiving food in exchange for work on community projects which included building rural roads, schools, dams and bridges which was on a small scale (Ntseane & Solo: 2004).

4.3.7. Social Security as a National Priority in Botswana

In 1997, Botswana published a document which is now commonly known as "Vision 2016: A Long Term Vision for Botswana" and with respect to poverty, the document pronounces that Botswana will be "a compassionate and caring society, offering support and opportunity to those who are poor, including all people in the benefits of growth." This vision document projects that by the year 2016, absolute poverty will have been eradicated due to concerted joint efforts of the public and private sector so that no person will be living below the poverty datum line.

Vision 2016 which was developed by a special Presidential Task Force in 1997 states specifically about social security that:
"All people will have access to productive resources regardless of ethnic origin, gender, disability or misfortune. Botswana will have succeeded in helping people to escape from the poverty trap….There will be a social safety net for those who find themselves in poverty for any reason. This will go hand in hand with the

provision of good quality social security, in partnership with the private sector and NGO's, aimed at vulnerable groups such as the elderly, disabled, orphans and terminally ill."

4.3.8. Legislation

The Constitution of Botswana, 1966, was promulgated when the country was declared a sovereign Republic and is considered the supreme legislative imperative that guides other prescripts and mandates. However, in Chapter 2, Protection of Fundamental Rights and Freedoms of the Individual (S 3-19), there is no mention of a fundamental right of individuals to social security or social assistance such as is found in the RSA Constitution, 108 of 1996. To date, Botswana does not have national social security legislation in place.

4.3.9. Social Security Programmes in Botswana

Although the Botswana Government provides a wide range of services for families and children that are aimed at reducing poverty as well as providing a social safety net for individuals, groups and families, this section will specifically review *some* of the following programmes:

- Programme for Destitute Persons;
- Orphan Care Programme;
- Supplementary Feeding for Vulnerable Groups;
- Universal Old Age Pension;
- World War II Veterans;
- Labour Based Drought Relief Programme; and
- Programme for Remote Area Dwellers.

The collective reference for these programmes arises from the Botswana Federation of Trade Unions Policy Position Paper on Social Security and Social Protection in Botswana 2007.

4.3.9.1. Programme for Destitute Persons

The National Policy on Destitute Persons was first introduced in 1980. The objective of this policy was to ensure that government provides minimum assistance to the needy persons to improve their health and welfare conditions and to alleviate poverty. This policy arose as a result of urbanization, migration and changing family forms where the extended family system was withering and a significant number of people were left without any means of support.

This policy was revised in March 2002 to take into account the changing economic challenges that the poor and needy face. (Republic of Botswana, 2002: Revised National Policy on Destitute Persons para 2.2).

In this revised policy, a destitute person is defined as:

a. An individual, who, due to disabilities or chronic health condition, is unable to engage in sustainable economic activities and has insufficient assets and income sources. (Insufficient assets and income sources refers to a person possessing not more than four livestock units or earning or receiving an income of less than 120 pula per month without dependents or less than 150 pula per month with dependents).

b. An individual who is incapable of engaging in sustainable economic activity and has unreliable and limited sources of income due to old age, mental or physical disability, emotional or psychological disability or is a terminally ill patient with no means of support.

c. A child under the age of 18 who is in need of care and may not be catered for under the orphan care program or has parent(s) who are terminally ill and are incapable of caring for the child or has been abandoned and is in need of care.

- **Eligibility and Coverage of the Scheme**

Eligibility for destitute benefits is targeted and conditional and in order to register, individuals are required to come forward or can be referred or nominated by family members, individuals or community leaders. There is no discrimination on the basis of age, gender or ethnicity. Following nomination, social workers conduct rigorous assessments to determine whether the individual qualifies.

There are two main classifications of destitute persons:

a. **Permanent**

These are destitute individuals whose age and physical or mental conditions render them completely dependent. They are eligible for benefits for life, with no conditions except an annual assessment by social workers.

b. **Temporary**

These are individuals who are temporarily incapacitated by ill health or natural disasters until they can support themselves.

The following table shows that there has been a steadily growing number of registered destitute persons in Botswana since the program was implemented.

Table 4.2: Number of Registered Destitute Persons (2002-2005)

YEAR	2002/03	2003/04	2004/05	2005/March
NUMBER	23,873	30,873	35,673	38,074

(Department of Social Services. Ministry of Local Government. BFTU Policy Position Paper, 2007).

- **Levels and Types of Assistance**

Deserving individuals under this scheme are provided with food rations, cash entitlement, access to social services including rehabilitation, provision for funeral expenses and shelter.

Table 4.3: Urban versus Rural Benefits

	URBAN		RURAL	
	CASH	**FOOD**	**CASH**	**FOOD**
TEMPORARY	P61.00	PI81.40	P61.00	P181.90
PERMANENT	P61.00	P256.40	P61.00	P256.90

One South African Rand was the equivalent of 1.08 Pula at the time that this was written. Adjustments for inflation are made on a yearly basis.

Table 4.4: Food Basket for an Adult Destitute Person

FOOD TYPE	QUANTITY PER MONTH
Maize Meal	2 X 12.5kg
Sorghum	1 X 12.5kg
Bread Flour	1 X 2.5kg
Vegetables	3.5kg
Greens	2 X 1.5kg cabbage
Pulses	1 X 1kg beans
Meat	1 X 2.4kg
Milk	8 X 500ml (1X 500g nespray)
Sugar	1 X 1kg
Oil	1 X 750ml
Salt	1 X 500g
Tea	1 X 250mg

(Social Welfare Division- Ministry of Local Government, 2002)

A further provision of this policy caters for children under 18 years who are in need of care and may not be catered for under the orphan care program. In addition to food rations, these children may receive assistance in the form of school uniforms, transport, toiletries, tuition in vocational or private schools, payment of additional fees required by the school such as sports and touring fees, and other incidental expenses (Republic of Botswana: Revised Policy on Destitute Persons 2002: 12).

A distinct advantage of this policy is that all destitute persons are exempt from paying publicly provided services such as medical fees, water charges, school fees, service levy and electricity charges. Furthermore, burial expenses for destitute persons are fully covered by Local Authorities and lastly, social workers are also mandated to provide rehabilitation and psycho-social support to enhance quality of life and sustain dignity of the individual clients (BFTU Policy position Paper on Social Security and Social Protection in Botswana 2007: 10).

- **Challenges and Constraints**

The following have been identified:

> ➢ Lack of shelter for eligible destitute persons

Although the revised National Policy on Destitute Persons (2002) clearly states that basic shelter will be made available if the destitute person is found lacking this basic need, the District and Town Council are constrained by financial resources to provide this service. What has occurred, however, is that NGO's, civil society organisations, political parties or other interested individuals have stepped in and played a major role in providing shelter for these people.

> ➢ Exit from destitution

Once destitute persons have been provided with relevant skills, knowledge and the right attitude to engage in sustainable economic and social activities, they are expected to exit the program. The major challenge is that the

majority of beneficiaries are old, sometimes frail and elderly, who have low educational levels and no skills. However, success stories have been recorded in places like Francistown where registered destitute persons and potential orphans are engaged in horticultural activities and make a living out of selling fresh vegetables.

➢ Lack of professional personnel

Botswana has an acute shortage of professional social workers to conduct thorough assessment and registration of destitute persons and needy students. On average, one social worker covers at least five villages. In addition, social workers use a large percentage of their time doing clerical duties such as preparing tenders for food rations and clothing, ensuring that suppliers provide the necessary commodities, and supervising food rations. As a result, these professionals fail to concentrate adequately on the core business of the profession (BFTU Policy position Paper on Social Security and Social Protection in Botswana 2007: 13-14).

4.3.9.2 Orphan Care Programme

In Botswana, an orphan is considered to be "a child below 18 years who has lost one (single parent) or two (married couples) biological or adoptive parents". This also incorporates children who are abandoned by their parents who can no longer be traced.

With the advent of social change coupled with the escalating rate of HIV/AIDS, the number of orphans has continued to increase, but is still deemed to be inaccurate and a serious underestimation as some relatives have refused to register orphans because of the stigma attached to the HIV/AIDS epidemic (Botswana Ministry of Local Government and Housing, 1999: Short Term Plan of Action for Orphans).

The graph below illustrates the rate for 2002, 2004 and 2007.

Graph 4.1: Number of Registered Orphans
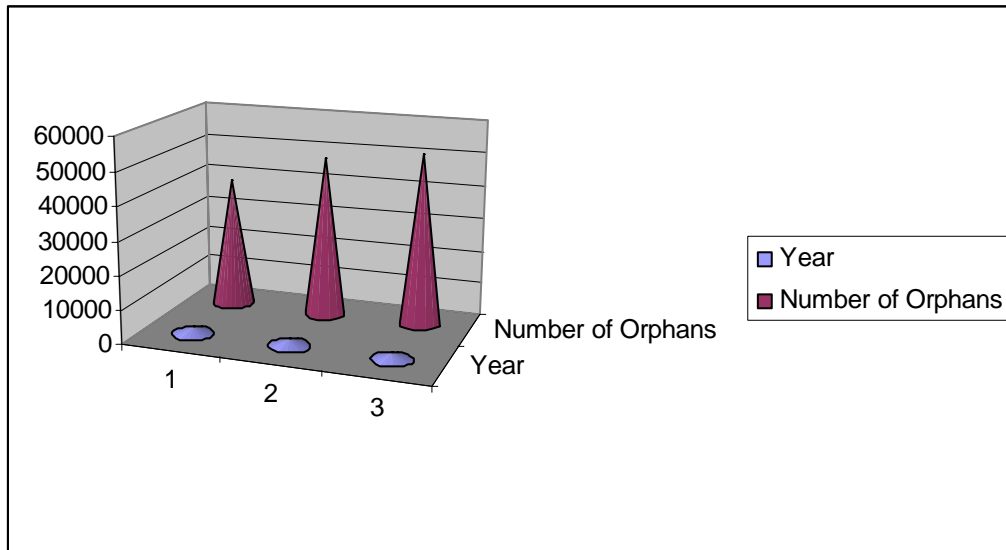
(Official Statistics from Department of Social Services: Ministry of Local Government 2006).

In Botswana, the nation with the highest rate of orphans (20%), an estimated 120 000 children aged 0 to 17 years had lost their mother, father, or both parents to AIDS by the end of 2003. Although an estimated 120 000 children are orphaned in Botswana, the Social Welfare Division had registered only 47 725 by March 2005. This large discrepancy is important because registration is a precursor to the receipt of public-sector material and financial support. In addition, an estimated 200 000 children in Botswana will be orphaned by 2010 (Miller *et al* 2006: 1429).

- **Eligibility and Coverage of the Scheme**

This program, unlike the destitute program, is a social allowance program and is therefore not means tested. Therefore eligibility is open to all Botswana children under the age of 18 who do not have parents and, therefore, lack access to basic human needs such as food, clothing and shelter. Children over 18 years are

covered by the destitute program. The responsibility of identifying orphans rests with teachers, social workers, relatives, community leaders and members. In 2007, 92% of registered orphans were receiving assistance and only 8% were supported by relatives.

- **Levels and Types of Assistance**

Irrespective of geographic location, an orphan received a food basket of P216.00 per month in 2007. This figure is regularly adjusted for inflation at the beginning of each financial year. Orphans also receive additional support such as clothing, assistance with educational needs, counseling and protection from abuse. Other elements of assistance include free medical fees in government health facilities, transport allowance and assistance with utility bills for example, water and electricity.

- **Challenges and Constraints**

Various challenges have been cited, but the major challenge to this programme is that of staff shortages.

> **Staff Shortages**

In 2005, only 42 social workers were responsible for care of more than 100 000 orphans in the 15 districts of Botswana (Miller *et al* 2006: 1432). According to data collected from the Department of Social Services in 2007, only 82 posts were filled which works out to a case load of 629 orphans per social worker per annum. It is evident from this ratio that it is practically impossible for social workers to assess and register all orphans. Staffing constraints is a key setback to effective service delivery and also impacts negatively on the monitoring of those who are registered because of the multiple roles social workers have to play in the delivery of social safety nets.

4.3.9.3 Supplementary Feeding for Vulnerable Groups

This is one of the oldest programmes that provides a social safety net for children and vulnerable groups and was established since Botswana achieved independence in 1966. It is aimed at distributing meals and nutritional supplements to people who are vulnerable to malnutrition and women of child bearing age from poor or low income households.

- **Eligibility and Coverage of the Scheme**

Beneficiaries are pregnant and lactating mothers, nutritionally at risk under-fives and tuberculosis patients. During times of drought, supplementary feeding is provided to all under-fives as well as food rations for lactating mothers. However, in non-drought years, feeding is based on the weight progression of the child and children who are underweight are given preference.

- **Levels and Types of Assistance**

Food rations are provided depending on the type of beneficiary. For example, a child from 4-18 months will receive Tsabana and oil and as a food commodity, and 25ml/day ie 1X750ml bottle/ per month. On the other hand, a pregnant or lactating mother or tuberculosis patient will receive enriched maize meal, dried skim milk, beans and oil as a food commodity, in addition to a food ration.

- **Challenges and Constraints**

Although improvements have been noted in the nutritional status of children with the programme, the HIV/AIDS pandemic poses a major impediment as it impacts negatively on the health and household food security of the beneficiaries.

4.3.9.4 Universal Old Age Pension

The old age pension scheme was introduced in Botswana in 1996. The major objective of the scheme is to provide financial security to elderly citizens who are without means of support due to the disintegration of the extended family support system. Beneficiaries receive their allowances from post offices. According to

records extracted from the Social Benefits Division, Department of Social Benefits in 2007, beneficiaries increased steadily from 84, 577 in 2003 to 86, 859 in 2006. In 2002/2003, a Household and Income Survey was carried out and reveals that 95% of the elderly are registered for this program (Botswana Ministry of Finance and Development Planning National Development Plan 9: 315).

- **Eligibility and Coverage of the Scheme**

Only age (65 years and over) and citizenship in Botswana defines eligibility to the old age pension scheme. This allowance is *not means tested*. An emphasis is placed on gaining access for the elderly poor who reside in isolated remote areas as well. Hospitalised mental patients or those taken care of by their family are entitled to the scheme. Any citizen serving a prison sentence is excluded from the scheme until they complete their sentence. A Botswana citizen in receipt of other pensions whether in Botswana or residing outside are not excluded. Finally, individuals who are registered under the destitute program are given their benefits as long as they meet the stipulated requirements (BFTU Policy position Paper on Social Security and Social Protection in Botswana 2007).

- **Levels and Types of Assistance**

On a monthly basis, 166 pula is issued. This is adjusted periodically according to the changes in the cost of living.

- **Challenges and Constraints**

The age limit of 65 is not harmonised with the retirement age of 60 for public servants. Concerns have been expressed that eligibility of pensions should be harmonised with the age of retirement. The Registration Cards that identify beneficiaries are sometimes lost or misplaced. This poses a big problem in claiming the benefits. Some pensioners lose out because they do not know their year of birth. There have been reported cases of physical abuse of beneficiaries by the members of the public and relatives wanting to get money from the

elderly. Some potential beneficiaries in remote areas and cattle posts are excluded from the program due to lack of information and access to services.

4.3.9.5 Programme for Remote Area Dwellers (RAD)

This programme targets remote area dwellers and is non-discriminatory. The objectives of the programme are as follows:

- Intensify development of the remote settlements in order to bring them to be on par with the rest of the villages in the country;
- Promote production-oriented income and employment generating activities;
- Promote social, cultural and economic advancement of the remote area dwellers; and
- To enhance the remote area dwellers communities' access to land (BFTU Policy position Paper on Social Security and Social Protection in Botswana 2007).

- **Levels and Types of Assistance**

The benefits include 5 heifers plus a bull shared by 25 heifers in a settlement or 15 goats/ person. There are also economic empowerment opportunities and community farms in settlements. In addition, there are school feeding schemes where nutritious meals are provided at all government schools.

- **Challenges and Constraints**

The food basket does not have the flexibility to allow beneficiaries to select items that they are culturally accustomed to. Due to remoteness of some of the areas, the amount allocated is often not enough to cover all the food items prescribed in the package. Many children drop out of school at junior secondary school level and therefore miss out on getting better employment opportunities. Due to low levels of literacy and skills amongst remote area dwellers, the economic promotion fund has not succeeded in getting people out of the poverty trap.

A few measures have been put in place to link the social security system to poverty alleviation. These include the creation of income-generation projects as part of the home-based care programme, rehabilitation of destitute persons to enable them to engage in productive activities, provision of psycho-social support to orphans to integrate them in the mainstream of society, review of the national policy on destitute persons, provision of ARVs and creation of HIV/AIDS workplace programmes that aim at assisting employees to cope with the devastating effects of HIV/AIDS (Republic of Botswana Report on the Review of Remote Area Dwellers 2003).

4.3.10 Evaluation of social security law and responses in Botswana

Apart from the protection in relation to privacy, security, non-discrimination and equality, amongst others, there is no law specifically targeting social security and HIV/AIDS. In Botswana, social security is somewhat underdeveloped, fragmented and in some cases services are delivered without any underlying policy to guide the implementation. Social services rendered to the needy population often have social policy as their basis. As yet no law has been passed encompassing social security.

The role of the State in providing some form of social security in Botswana is comparatively better in the SADC region. However, the current social security system is rather reactive, indirect, unsystematic and fragmented.

What is clear from this analysis is that though the majority of the very poor in Botswana are provided with some basic essential services to sustain their livelihoods, these schemes are not intended to provide skills to enable the poor to get out of the poverty trap. What then remains a challenge is finding innovative strategies that would eradicate poverty in line with Vision 2016. These strategies would have to be preventive and holistic in nature and therefore targeted at eliminating risk and vulnerability ((BFTU Policy position Paper on Social Security and Social Protection in Botswana 2007: 44).

The next section will focus on social security service delivery systems in New Zealand.

4.4 SOCIAL SERVICE DELIVERY IN NEW ZEALAND

Social service delivery in New Zealand will be examined in greater detail below.

4.4.1 Demographics

New Zealand has a relatively young and growing population which is largely due to high levels of inbound migration mainly from countries such as the United Kingdom, Asia and the Pacific. There is a multi-ethnic mix of Maoris, New Zealanders, Europeans, Pacific Peoples, Asian, Middle Eastern, African, and other ethnicities which contributed to a mean estimated population of 4,271,100 in 2008 http://www.stats.govt.nz/people/population. The population breakdown is reflected in Table 4.5 below.

Table 4.5: Population Indicators

	2004	**2006**	**2008**
Mean estimated resident population	4,088,700	4,186,900	4,271,100
Males	2,004,400	2,049,500	2,093,300
Females	2,084,300	2,137,400	2,177,800
Median age (years)	35.2	35.8	36.3
Live Births	58,073	59,193	64,343
Deaths	28,419	28,245	29,188
Life expectancy at birth (years) **Males** 78.0 **Females** 82.2			

www.stats.govt.nz/people/population

From the above, it is evident that although the population is fairly small in relation to South Africa, for example, the average life expectancy is very high which impacts significantly on grants which are the equivalent of the old age pension. However, independent ethnicity studies showed that there is a 6.8 year gap in life expectancy for Maori males versus non-Maori, and a gap of 6.2 years for females in 2006. There has been a slow, steady increase in the mean estimated resident population from 2004 to date with birth rates that have only increased by approximately six thousand live births in four years www.stats.govt.nz/people/population.

According to UNICEF statistics cited in wikipedia http://en.wikipedia.org/wiki/Demographics_of_New_Zealand, the age structure was estimated as follows in 2004:

- 0-14 years: 21.8%;
- 15-64 years: 66.2%; and
- 65 years and over: 12.0%.

The Ministry of Social Development (Social Report 2009: 9 -16) estimated that the population would reach 4.29 million by the end of 2008, with the European ethnic group having the largest proportion of the population (78%), Maori people accounting for 14% and the Asian ethnic group making up 9%. A further 51% of the population comprises females. Of the 1.45 million households in 2006, there were 145, 042 households (28%) with one parent families. Approximately 17% or 660,300 New Zealanders reported disabilities in 2006.

In addition, the HIV/AIDS statistics were as follows:

- Adult prevalence rate: 0.1% (2003 estimated)
  - People living with HIV/AIDS: 1,400 (2003 estimated)
  - HIVAIDS- deaths: less than 100 (2001 estimated)

http://www.unicef.org.infobycountry/newzealand_statistics.html#14

4.4.2 Socio-economic status and inequality

Gini coefficients measure income inequality, with a score of 100 indicating perfect inequality and a score of 0 indicating perfect equality. New Zealand had a Gini score of 34 in 2007, compared to the United States (38), United Kingdom (34), Sweden and Denmark (23) and South Africa at approximately 59 (Social Report 2009: 61).

The effect of income inequality on health reflects both a lack of resources held by individuals, and systematic under-investments across a wide range of community infrastructures. Income inequality is but one, albeit important manifestation of a set of background historical, political, cultural and economic factors that not only produce a particular pattern of income distribution, but also create a context of community infrastructure through policies that affect education, public health services, transportation, occupational health regulations, availability of healthy food, zoning laws, pollution, housing (Poverty, Income Inequality and Health: New Zealand Treasury Working Paper: 2002: 01/29).

Davis, McCleod, Ransom and Ongly (1997: 50) concluded in their report, 'The New Zealand Socioeconomic Index of Occupational Status' that within the occupations, there are obviously differences in socio-economic status, firstly between males and females, and secondly between Maori and Europeans. The Social Report (2009: 46) states that up to March 2009, 4.5% of the population (equal among males and females) were unemployed and actively seeking work. However, whereas the Maori unemployment rate was approximately 8.8% in March 2009, the European unemployment rate was only 3.3%. It can be deduced, therefore, that there are disparities between these ethnic groups with Maoris being subjected to lower economic standards of living.

4.4.3 Historical Evolution of Social Security

New Zealand introduced the Social Security Act of 1938 which had evolved over a period of over forty years. This Act extended the previous benefits by

increasing existing benefits in a more uniform pattern by making the qualifying criteria less restrictive and by creating new classes of benefits.

The insurance concept of social security was rejected in favour of the care and welfare of citizens as a national responsibility. Therefore, it is no longer necessary to match benefits to contributions, and contributions to the Social Security Fund, is not a condition for a beneficiary to receive benefits. Furthermore, the word 'pensions' had developed a distasteful connotation as it had restrictions which hedged granting of benefits and was considered a form of charity. This was dropped in favour of the term 'benefits'. Therefore, the age pensions became age benefits and so on (New Zealand Social Security Act 1964: 22).

National social security consciousness took root in New Zealand steadily over the years and was influenced by the very severe economic crises shortly prior to 1898 and 1938 which resulted in extreme hardships in the communities. The Social Security Act 1938 hence became an expression of this growing consciousness. Prior to 1938, pensions were confined to the aged, invalids, the blind, widows, and miners with a limited system of family allowances. The Social Security Act 1938 introduced a new concept namely, that every citizen had a right to a reasonable standard of living and that it was a community responsibility to ensure that members were protected and safeguarded against the economic ills against which they could not protect themselves http://en.wiki/social_welfare_in_new_zealand.

The introduction of the Social Security Act in 1938 arose as a determination to end poverty in New Zealand. This resulted in the establishment of a comprehensive system of benefits to cover all the main economic hazards which had previously caused poverty. The three main objectives of the Act are as follows:

- To substitute for the existing system of non-contributory pensions a system of monetary benefits to which citizens would contribute according to their means and from which they could draw according to their need;

- To provide a universal superannuation; and

- To inaugurate a universal system of medical care benefits.

The New Zealand Constitution, 114 of 1986 has no provision for social security. However, the Social Security Act, 136 of 1964 consolidated and amended the Social Security Act 1938 and its amendments.

Purpose

- The purpose of this Act is:

    (a) to enable the provision of financial and other support as appropriate:-

    - to help people to support themselves and their dependants while not in paid employment; and

    - to help people to find or retain paid employment; and

    - to help people for whom work may not currently be appropriate because of sickness, injury, disability, or caring responsibilities, to support themselves and their dependants:

    (b) to enable in certain circumstances the provision of financial support to people to help alleviate hardship:

    (c) to ensure that the financial support referred to in paragraphs (a) and (b) is provided to people taking into account—

    - (i) that where appropriate they should use the resources available to them before seeking financial support under this Act; and

    - (ii) any financial support that they are eligible for or already receive, otherwise than under this Act, from publicly funded sources:

(d) to impose administrative and, where appropriate, work-related requirements on people seeking or receiving financial support under this Act.

4.4.4 Broad Overview of the Current Social Security System

New Zealand boasts a social security system which is sophisticated, state– of– the-art, customer-centric with a focus on 'welfare to workfare' or re-integration into the labour market and society. The initial model has moved away from a primarily social security payment model towards more social developmental programmes that promote skills development and re-integration into labour markets and society as the programmes are more holistic and ensures that the services are wrap-around and meet the client's needs (Study Tour Notes from SASSA Visit to Australia and New Zealand, August 2008).

The evolution of social security services over the last two decades has resulted in the integration of various related social security, social insurance, social development institutions or programmes under one Ministry, namely the Ministry of Social Development. This has also ensured more cohesion by the integration of policy and service delivery functions (Changes in structural design in the New Zealand social services sector- Ministry of Social Development).

Table 4.6: Summary of Structural Changes in the Social Sector from 2001−2006

Year	Change	Reason(s) given for the change
2001	The Ministry of Social Policy and the Department of Work and Income were re-coupled to form the Ministry of Social Development.	The Government had decided on the merger to provide a better organisational basis for implementing a social development approach, to deliver more effective solutions to social issues. Better coordination between policy and operations was wanted.
2002	The Office for Disability Issues was added to the Ministry of Social Development.	The Office was established to support the Minister for Disability Issues. The portfolio was established in 2000, and policy capability was wanted following the passing of the new Disability Act (2000).
2003	Capability reviews were done of the Ministries of Women's Affairs and Youth Affairs.	It was decided after the review that the Ministry of Women's Affairs would remain as a stand-alone department because of its over-arching cross-governmental focus.
2003	The Ministry of Youth Affairs moved to the Ministry of Social Development.	The review found that Youth Affairs sits closely with the social development interests of the Ministry of Social Development. This was part of a move to house small ministries under a bigger department.
2003	The Office for the Community and	The Office was established to support the Minister for the

	Voluntary Sector was added to the Ministry of Social Development.	Community and Voluntary Sector. The new portfolio was established in 2000.
2004	The Family and Community Services Group (FACS) was established in the Ministry of Social Development.	The aim was to lead and coordinate government and non-government actions to support families and communities, and to contract out operational funding transferred from the Department of Child, Youth and Family Services.
2006	The Department of Child, Youth and Family Services merged with the Ministry of Social Development.	In light of the departure of the chief executive, and after reviewing four options, the State Services Commission recommended the merger option to achieve better alignment in the social services sector

(Adapted from Study Tour Notes of SASSA Visit to Australia and New Zealand, August 2008)

4.4.5 New Zealand Vision and Values

"An inclusive New Zealand where all people are able to participate in the social and economic life of communities".

It is envisaged that this will be achieved with the social income service delivery and policy components being brought together, where key role-players such as Works and Income Department, Ministry of Youth Development and The Child, Youth and Service Departments have merged into the Ministry of Social Development from 2001-2006.

This approach is based on the case management principles coupled with a family focused approach rather than the individual. Services are therefore integrated

and comprehensive, and are also discretionary since they are needs based and geared to encourage employment or re-integration into working society.

The Ministry of Social Development's values are informed by the principles highlighted below:

- People: clients are the number one priority, people are the number one asset;
- Performance: evidence-based policy solutions and business results are delivered;
- Professionalism: employees aim to be leaders in their fields, working together to put the interests of their clients and the organisation first, and owning what they all do;
- Partnership: the department partners with stakeholders, business and communities; and
- Public Service: the Ministry commits to serve the people of New Zealand with honesty and integrity, being accountable for what is done www.msd.govt.nz.

4.4.6 Social Security as a National Priority

The social protection programme in New Zealand offers individuals and their families a comprehensive basket of services. The Ministry's key priorities or focal areas are:

- The economic and social independence of people in society;
- Senior citizens;
- International benefits across countries;
- Families; and
- Strengthening communities to build self-sustainable communities.

In 2008, there were approximately 200 sites with 9 600 staff members serving 1.5 million people per annum at an estimated cost of 16 billion New Zealand dollars which included both welfare and superannuation payments.

Table 4.7: Statistics

Applications for benefits (per annum)	440,000
Applications for additional support	775,000
Case managers	250,000 clients per annum
Call centres	100,000 calls per week
Case managers	15,000 clients per week

(Study Tour Notes of SASSA Visit to Australia and New Zealand, August 2008)

Case management is in place since the early 1900's where one person is accountable for a client. Caseload size is critical to the outcome and norms and standards indicate that anything more than 300 per social security work while numbers less than 85 are specific to social workers. The optimal case load size ranges from between 150 and 200 per case manager with the aim of looking at the person holistically.

4.4.7 Strategic Focus Necessary to achieve dynamic Social Security

Over the years, the mandate of the Ministry has widened, moving away from social security in the 1930's to the late 1990's, followed by clear focus on employment and unemployment until around 2006. The focus now is on the social development basket of services aimed at effecting critical life changing events in peoples' lives as they face certain crises. The ultimate current aim is to move people off the system by reintegrating them into society.

Since the basket of services is a comprehensive developmental one, shared outcomes have been developed to ensure that all the key agencies from other government departments have shared service outcomes, thus eroding the silos. The success regarding integrated service delivery stems from the fact that the policy and service delivery components which were historically under two separate regimes, have been integrated which has helped ensure that most of

the policy is service orientated (Study Tour Notes of SASSA Visit to Australia and New Zealand, August 2008).

Although policy and service delivery are separate groups within the national office, they work together through cross-cutting soft processes, which allow people from policy and service delivery to work together in teams. There is now integrated case management, and there are shared programmes with other agencies. The importance of bringing the policy and service delivery functions closer together was identified, and now policy and delivery work is undertaken in teams to focus on outcomes, with projects led by different groups, depending on the project.

4.4.8. Challenges

Previously, separating service delivery and policy had not worked in New Zealand due to the fact that:

- The service delivery agents have not been involved in the development of a policy resulting in a policy that does not directly meet the needs of clients or cannot be implemented without increasing the risks and inefficiencies at the coal face; and
- The policy developers are so far removed from the business and the changes in the business and develop policies based on their historical understanding or perceptions of service delivery and the needs of clients.

The biggest challenge came from the fact that the policy developers were designing new policies and initiatives based on the old service delivery paradigm. Moreover, working together effectively became more difficult resulting in considerable conflict. Under the new dispensation, the person responsible for policy is introduced in the region at the coal face and so policy is developed from the ground up to head office, with macro top-down policies also being developed. This is important to align the policy to the service (Study Tour Notes of SASSA Visit to Australia and New Zealand, August 2008).

4.4.9. Social Security Reforms Perspective

The New Zealand Planning Council in their 1982 report *Who Makes Social Policy?* noted that there was a "compartmentalised approach" to social policy and that competition between departments, and defensive attitudes, underlay the very fragmented approach to social planning in New Zealand. Greater interdepartmental cooperation in the exchange of information and in research efforts, which would recognise the inter-relationships and interdependence, was suggested http://www.msd.nz).

The New Zealand Ministry of Social Development was established in 2001, following the amalgamation of the Ministry of Social Policy and Department of Work and Income, with a focus of having an all-inclusive New Zealand where all people are able to participate in the social and economic wellbeing of their communities. In 2003, the Youth Affairs was amalgamated into the Ministry while in 2006, Child, Youth and Family Services was also incorporated to provide comprehensive, integrated services to New Zealanders.

One of the main advantages of this integration is that it brought together different skills and functions in one department, and reduced duplication of services. Also, policy development is available at every service delivery point and real time feedback reflects what works and what does not work, thus also improving relationships between these two areas and ultimately having a positive impact on service delivery www.msd.nz.

The Case Management Approach has also been found to be effective because of its holistic approach to the individual and his/her family. Case managers are not social workers but are trained and developed staff members. Clients undergo a 'work readiness assessment' to enable him/her to develop a pathway to sustainable employment and improved well-being. The Ministry proactively supports the vulnerable financially, while at the same time investing in ways that will enhance self-reliance and reduce a client's need for future social security.

The Work and Income Department www.workandincome.govt.nz has a well established Contact Centre which currently allows about 65% of people to make their initial contact telephonically. At regional offices, clients are allowed to walk in and accss services, while approximately 480 customer representatives from the contact centres work alongside case managers and work brokers to provide the most efficient and effective service. Services provided by the contact centres also include:

- Extended hours of availability;
- 24 hour fax services;
- Telephone and typewriter service;
- E-mail services for hearing impaired clients;
- Service express which allows clients to access information on individual benefit payments, debt balances and declare wages from employment;
- Multilingual services in 11 languages;
- Assisting students aged 15-19 with study utilising Study Link; and
- Assisting rural communities with a range of government services under the umbrella of Heartland Services Centre www.workandincome.govt.nz.

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4.4.10 Service Delivery Model

The mandate has a theme that is people and service delivery centred, running from the strategy to the service delivery level, embracing the present and current demands, while at the same time having a strong futuristic component implying a moving target as peoples' needs change in relation to the global socio-economic environmental changes.

FIGURE 4.1: Service Delivery Model

WELFARE

↓

WORKFARE

↓

SOCIAL DEVELOPMENT
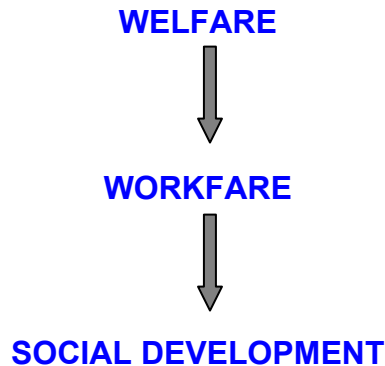
(Study Tour Notes to Australia and New Zealand: August 2008)

This Model is dependent on 2 main factors viz.

i. Institutional Arrangements
ii. Case Management Model

This service delivery model represents a process of supporting those citizens who are in need, and with time, migrating these clients from social benefits (welfare) as soon as they are ready to do so, to a level of taking charge of their lives by unlocking their potential through skills development or finding employment opportunities (workfare). This addresses issues of social inclusion and assists clients to join the socio-economic mainstream through participating in the integrated and comprehensive social security (social development), addressing issues of self-sufficiency and thus encompassing provision of comprehensive packages that cover issues of health, disability, education, housing, employment etc.

4.4.11 Monetary Benefits

The Social Security Department was also established through this Act under the control of a commission to administer the monetary benefit provisions, while medical care benefits are administered through Department of Health. New Zealand has ten different monetary benefits extracted from TeAra government website as follows http://www.TeAra.govt.nz/1966/S/SocialSecurity/en

- Superannuation benefit - Not subject to a means test and is payable to those attaining the age of 65 years and satisfying a residence condition ie requires 20 years residence in New Zealand immediately preceding application.

- Age benefit - Subject to a means test and is payable to those attaining the age of 60 years or, for an unmarried woman unable to undertake regular employment, 55 years. Residence qualification is the same as for the superannuation benefit.

- Widow's benefit - Subject to a means test and is payable to a widow with a dependent child or children born in New Zealand or while the mother was temporarily absent from New Zealand. A widow who no longer has a child or has never had a child may qualify if she fulfils certain conditions as to age, duration of marriage and residence. Married women who have been deserted by their husbands may qualify for benefit as though they were widows.

- Orphan's benefit - Subject to a means test where payment is made in respect of a child whose both parents are deceased. Payment is made to the age of 16 years but may be extended to the end of the calendar year of the orphan attaining 18 years provided that he/she remains at school. Residence requirements also apply.

- Family benefit - This is payable to a child under 16 years irrespective of means. This may be extended up to the end of the child attaining 18 years if he/she continues education as a full-time student, or is totally incapacitated from earning a living. Benefit is usually paid to the mother, but may be paid to the father or some other person having the care of the child if it is deemed necessary.

  A new benefit effective from 1 October 1958 enables payment to be made up to 52 weeks in advance on the birth of the first child of a marriage or in respect of a child commencing his first year of post-primary education.

- Invalid's benefit - Subject to a means test, this benefit is for permanent incapacity for work or total blindness. Residence criteria applies and applicants have the right to appeal to a board of medical practitioners against rejection of an application or cancellation of a benefit on medical grounds.

- Miner's benefit - Payable without a means test to a person who had been employed as a miner in New Zealand for not less than two and a half years and who has resided in New Zealand for not less than five years immediately preceding application, and who is permanently incapacitated through contracting miner's pthisis or other occupational disease associated with mining, or heart disease. Appeal rights are the same for invalid's benefits.

  A benefit, free of a means test, is provided for a widow of a person who dies while in receipt of a miner's benefit.

- Sickness benefit - Subject to a means test, this is payable in respect of temporary incapacity for work through sickness or accident, but is generally not payable for the first seven days of incapacity.

- Unemployment benefit - Subject to means test. Qualifying criteria includes applicants 16 years and over, who have been in New Zealand for at least 12 months and is unemployed, is capable of and willing to undertake suitable work, and has taken reasonable steps to secure employment.

- Emergency benefit - This benefit is available where refusal of an application for one or other grant above would cause hardship. The benefit was designed to cover any person who was not qualified to receive any other cash benefit under the Act but who, by reason of age, physical or mental disability, or for any other reason, was unable to earn a sufficient livelihood for himself or his dependents.

It is not possible to receive two cash benefits simultaneously, except a family benefit and one other can be received concurrently (Social Security Act, 136 of 1964). http://www.legislation.govt.nz/act/public/1964/0136/.

4.4.12 Working New Zealand: Work Focused Support

Announced in October 2006, the Working New Zealand reform includes changes to the service delivery of Work and Income and changes to the Social Security Act 1964. Amending legislation was passed by the New Zealand Parliament in June 2007 including introducing a 'Purpose and Principles' section.

The government says the changes will introduce an intensive employment support to every New Zealander who is receiving a benefit and is able to work.

From September 2007 there have been a number of changes to the delivery of welfare benefits, the changes focus mainly on youth with a goal of having all 15-year-olds to 19-year-olds engaged in employment, training, or education. People applying for the Unemployment Benefit will be required to undertake work or training-related activities in the period between their first contact with Work and Income and their benefit commencing. They will also be required to look for and

accept any offer of suitable work during that time. Similar new measures will also apply to people on Sickness and Invalid Benefits, and the Domestic Purposes Benefit. Beneficiaries could have their benefits cut by up to 50% if they fail to comply http://www.msd.nz.

4.5. EVALUATION OF SOCIAL ASSISTANCE PROVISIONS IN NEW ZEALAND

The New Zealand Social Report (2009: 56) states that basic necessities such as adequate food, clothing and housing are fundamental to wellbeing. The 1972 Royal Commission on Social Security agreed that a useful standard for adequacy was a level of resources that allowed individuals not just to survive but also to participate. They defined participation as meaning, "no-one is ... so poor that they cannot eat the sort of food that New Zealanders usually eat, wear the same sort of clothes, and take a moderate part in those activities which the ordinary New Zealander takes part in as a matter of course".

The desired outcomes statement points to the importance of not only everyone enjoying a decent standard of living, but also of society being as prosperous as possible. Such prosperity gives people choice over how to live their lives. The success of the New Zealand social security safety net is largely attributed to the 'wrap-around' case management approach.

Intervention is holistic and the Work and Income Department enables the client to develop a unique pathway to sustainable employment and improved well-being. Statistics indicate that clients who access social assistance are successfully exited through employment, thus resulting in the intended efficiency gains. This is also due to the effective partnerships with other government agencies, industries and other job search services which have been strengthened. There are also

strong financial management systems, and the Ministry is able to attract and retain its staff.

Lastly, there is integrated information technology which supports the client focused service approach across the call centre and payments with adequate computers and printers which contribute to the success of the Ministry. The well resourced centres, adequate infrastructure and trained, knowledgeable staff in the correct numbers are critical success factors in ensuring efficient and effective service delivery.

The next section will outline how social security is managed and administered by the South African Social Security Agency.

4.6. THE SOUTH AFRICAN SOCIAL SECURITY AGENCY

Post 1994, the South African Government faced a monumental task of dealing with apartheid inequalities and of devising strategies and policies to meet the basic needs of its people by establishing, amongst others, a Social Security system and other safety nets to protect vulnerable groups. The Batho Pele Principles were then introduced to champion service delivery to all entitled citizens in a manner that is transparent, equitable, courteous and provides value for money (White Paper on Transformation of Public Service Delivery, 1995).

- **Poverty and Inequality in South Africa**

According to the Poverty and Inequality Report 2004-2014, approximately 45% of South Africans are living in poverty- with the poorest 15% in a desperate struggle to survive, many of whom live in rural areas and are women. This rural -urban bias impacts directly on access to services as well as provision of services. South Africa is one of the most unequal societies in the world with a Gini co-efficient of approximately 0.60. The closer the number is to 1, the more unequal the household income is (Woolard 2002: 6).

Global Insight Southern Africa (in Kane-Berman & Macfarlane 2009: 305) annotate the figures for people living in poverty by province and race. KZN has the highest figures followed by the Eastern Cape as depicted in the table that follows.

Table 4.8: Provincial Poverty by Race, 2008 (actual numbers)

Province	African	Coloured	Indian	White	TOTAL
KZN	4, 527, 162	15, 198	56, 542	16, 698	4,615, 601
Eastern Cape	3, 760, 311	114, 033	1, 624	13, 705	3, 889, 673

(Kane-Berman & Macfarlane 2009: 305)

It is evident that Africans in KZN are the largest group living in poverty whose households have an income which is less than the poverty income, which ranges from R871 per month for 1 individual to R3314 for a household of 8 members or more in 2005 (Kane-Berman & Macfarlane 2009: 305). It can be deduced that Africans will be the largest group to apply for social security.

Table 4.9: Demographic, Population, HIV/AIDS and Economic Indicators

Population	48, 54 million 2008 (Kane-Berman & Macfarlane, 2009: 7)
Life expectancy at birth (years), 2007 Female Male	53.2 years 49.8 years (UNDP, 2009)
Population (thousands), 2007, under 14	14, 380
Estimated adult HIV prevalence rate (aged 15+), 2005	5,350 000 (Stats SA in Kane-Berman & Macfarlane, 2009: 7)
Estimated number of people (all ages) living with HIV, 2005 (thousands), low estimate	5.500 000
GDP per capita average annual growth rate (%) , 2008	3.1%
Annual no. of births (thousands), 2007	17, 94/1000 population
Infant mortality rate	49/1000 2005-2010 estimated (UN Statistics Division 2010a)
Adult literacy rate Females Males	87,2% 88,9% (UNDP 2009)

Source: http://en.wiki/demographics_of_south_africa

- **Effect of HIV/AIDS**

HIV/ AIDS has a major effect on the structure of the South African population mainly affecting the African component, where the social and economic consequences of this change include increased welfare costs and a smaller labour force (Kane-Berman & Macfarlane, 2009: 11). According to Statistics S.A Mid-Year population estimates, females comprise 51.8% of the total population while males account for 48.2%, and Africans are the largest population group

174

with there being approximately 38 565 100 Africans out of a total of 48 687 000 people in South Africa.

Traditionally, KZN has boasted the highest population from 2006 – 2008, but the mid-year estimates in July 2008 indicate that Gauteng now accounts for 21.5% of the total population and KZN is the second highest at 20.8%. Some of the possible reasons for this change are the effects of HIV/AIDS which is higher in KZN, and the migration patterns of people (Kane-Berman & Macfarlane, 2009: 11).

Table 4.10: Projected Population by race and province, 2009 (actual numbers)

Province		African	Coloured	Indian	White	Total
KZN	ASSA	8,408,083	142,372	861,658	481,405	9,893,518
	BMR	8,139,668	134,654	886,627	642,474	9,803,424

(Adapted from Kane- Berman & Macfarlane 2009: 21)

ASSA refers to the Actuarial Society of South Africa and BMR refers to the Bureau of Market Research: Population and household projections for South Africa by province and population group, 2001- 2021. Research report no. 364: 2007.

Africans are the largest population group in KZN, followed by Indians. Coloureds are the smallest group with there being 142,372 individuals in KZN.

4.6.1 HISTORICAL BACKGROUND: SASSA

The rationale for the establishment of SASSA was to improve efficiency and effectiveness in the management, administration and payment of social grant benefits. Subsequent to its establishment, one of the Agency's priorities was to integrate the nine social assistance programmes into one national function. This entailed standardization of policies, processes and practices to ensure provision of equitable social assistance services to all beneficiaries across the country (SASSA Strategic Plan 2010/11 - 2012/2013) http://home.sassa.gov.za.

According to the Acting CEO, although good progress has been made in that regard, the legacy of the past remains a challenge. This objective has not yet been fully realised. However, the Agency invested significant resources in the development and acquisition of systems, infrastructure and recruitment of personnel as part of its establishment.

4.6.2 LEGISLATION

The Agency derives its mandate from the following Acts:

- The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996);
- South African Social Security Agency Act, 2004 (Act No. 9 of 2004);
- Social Assistance Act, 2004 (Act No. 13 of 2004) as amended; and
- Public Finance Management Act, 1999 (Act No. 1 of 1999) as amended.

4.6.3 GOVERNANCE STRUCTURES

During the establishment of the Agency, the grants administration functions were integrated at both the regional and head office levels. The current administration, management and payment of social assistance grants are delivered in terms of a four-tier system, namely, Head Office operations; Regional operations; District operations and Local office operations.

The Agency believes that good governance is its foundation to deliver quality services, and accountability. Good governance in the Agency's context refers to amongst others, full compliance to policy frameworks, communicating values and goals throughout the organisation, creating fora for exchange of information and views and accountability to all stakeholders. The Agency has developed a Code of Conduct and Ethics which will be effectively communicated at all levels. The Integrity Policy, which seeks to enforce compliance with all existing policies and enhance a culture of integrity, will be finalised and implemented in the financial year 2010/ 2011 (SASSA Strategic Plan 2010-2013: 19).

4.6.4 MANDATES

The mandate of the Agency is to ensure the provision of comprehensive social security services against vulnerability and poverty within the constitutional and legislative framework.

4.6.5 ECONOMIC INDICATORS-GDP

In 2008, the GDP growth rate for South Africa was approximately 3.1% according to the IMF report (IMF 2009: 82). The inflation rate was 11.5% and the external debt ratio was 1.8% of GDP (IMF 2009: 84). Statistics South Africa (2009: vi) cites unemployment at 24.3% between October – December 2009. Health expenditure was 8.7% of the GDP in 2005 (UN Statistics Division 2010c).

4.6.6 SYSTEMS/PROCESSES

> **Continued implementation of policies on social assistance**

The implementation of new policy reforms with respect to extension of child support grant, age equalization for older persons grant and internal grant reviews are all geared towards expanding the Agency's reach to the most vulnerable in society. The Agency intends to engage the Department

of Social Development (DSD) in future to review the current status relating to regulations on insurance policies and other related deductions. In addition, the Agency will develop guidelines on how this should be managed.

> **Customer Care-centred Benefits Administration and Management System**

This priority is significant as it demonstrates that the Agency cares about its customers. It is also concerned with the humane conditions under which beneficiaries receive their grants. Some of the key projects identified under this priority area are:

- Continued implementation of policies on social assistance;
- The Agency Payment System;
- Automated Core Business System; and
- Disability Management.

Figure 4.2: The Grants Application Process

The grant application process consists of the following main steps:

Screen Applicant	→	Attest Application	→	Verify Application	→	Capture Application

Review Beneficiary	←	Pay Beneficiary	←	Notify Applicant of outcomes	←	Approve or Reject Application
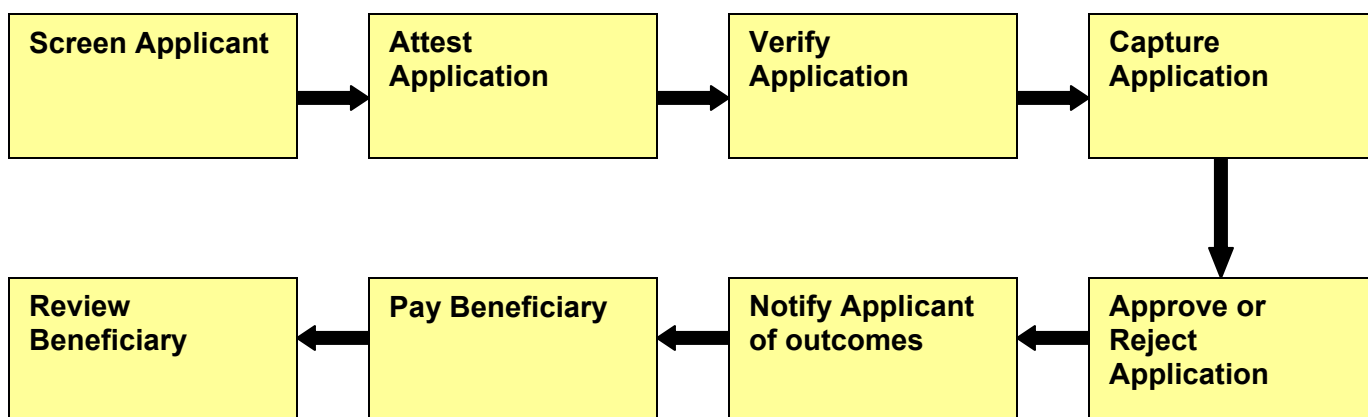
Source: www.sassa.gov.za

Figure 4.2 illustrates the process that is undertaken from the time a potential beneficiary enters a SASSA office till that of a completed application and payment of the grant. In this process, at least six SASSA officials would be required from application to approval stage ideally, with segregation of duties taken into account.

- **TYPES OF GRANTS**

SASSA administers the following grants:

➢ **Older persons grant**

- The applicant must be a South African citizen or permanent resident in this country**;**

- As at 1 April 2010, both males and females must be 60 years or older since the introduction of the age equalisation legislation;

- Applicants' spouses must comply with a means test and must not be in receipt of any other grant for themselves; and

- Applicants must also not be maintained or cared for in a State institution (SASSA: You and your Grants): www.sassa.gov.za.

➢ **Disability grant**

- Not only SA citizens and permanent residents qualify, but also refugees;

- Disability must be confirmed by a medical assessment – this includes an 'evaluation' assessment based on information in a form or medical report by a (state) medical officer in the absence of the patient;

- Assessment is not to be older than three months;

- Permanent disability: is classified as more than 12 months (however, this does not mean "forever"); and

- Temporary disability: is classified as 6 – 12 months.

➤ **Grant-in-aid**

- The person must be receiving an old age grant, a disability grant or a war veteran's grant; and,

- A (state or state-appointed) medical practitioner must certify that the person requires regular attendance by another person due to his / her physical or mental condition (SASSA: You and Your grants 2008/2009).

➤ **Foster child grant**

- The child remains in the custody of the foster parent;

- The foster parent is a SA citizen, a permanent resident or a refugee (no status requirement for the foster child); and,

- The foster parent may not be eligible for a foster child grant for more than six children if the children are not his / her siblings or blood relatives.

➤ **Care dependency grant**

- The child (up to 18 years) must have a medical assessment by a medical officer;

- The requirements are the same as for a disability grant;

- As with foster children, it is no longer a requirement for the care dependent child to be a SA citizen or permanent resident;

- CDG and FCG are the only grants which may be received together for the same child – this is an additional incentive to foster a care dependent

child, otherwise not more than 1 grant may be received in respect of the same person (adult or child);and

- The applicant and spouse must meet the requirements of the means test (except for foster parents) (SASSA: You and Your Grants), www.sassa.gov.za.

> **Child Support Grant**

- The primary care giver must be a South African citizen or permanent resident;

- The applicant must be the primary care giver of the child/ children concerned; and

- The child/ children must be under the age of 16 years as at April 2010.

  > The applicant and spouse must meet the requirements of the means test and cannot apply for more than six non-biological children (SASSA: You and Your Grants) www.sassa.gov.za.

Additional Social Assistance is provided in the form of social relief of distress.

> **Social Relief of Distress (SRD)**

- SRD is one of government's programmes to address extreme hardship. It is an immediate response to a crisis situation and is intended to support someone in need of immediate temporary assistance, such as in the case of a disaster example a flood or fire http://www.sassa.gov.za/ Social relief of distress;

- Criteria to apply for SRD is as follows:-

- The applicant is awaiting permanent aid; the applicant has been found medically unfit to undertake remunerative work for a period of less than 6 months; the breadwinner is deceased and insufficient means are

available; the applicant has been affected by a disaster, and the specific area has not yet been declared a disaster area; the applicant has appealed against the suspension of his or her grant, the person is not a member of a household that is already receiving social assistance; and the person is not receiving assistance from any other organisation;

- Applicants must have **insufficient means** (including spouse's means);

- Applicants must be SA citizens, permanent residents or refugees with a limited definition;

- Applicants must not be in receipt of another grant. SRD supposed to be for a maximum of 3 months, or a further 3 months extension;

- A written report from a social worker or any other person authorised by the Agency is required for an extension http://home.sassa.gov.za/SRD; and

- SRD is in the form of a food voucher (voucher is redeemable for groceries) or a food parcel. An example of the KZN Regional Guideline for Adult Food parcels which are delivered by a service provider to an office is as follows:

Table 4.11: Food Parcels for Adult Destitute Persons

	NO.	FOOD ITEM	QUALITY	QUANTITY
FOOD PARCELS FOR ADULTS				
	1	Maize Meal	Supplied items should meet SABS standard of approval. Food stuff should be of nutritional value.	12,5 kg
	2	Pre-cooked Porridge		1 kg
	3	Dried Beans		5 kg
	4	Sugar		5 kg
	5	Samp		5 kg
	6	Bread Flour		10 kg
	7	Milk / Milk powder		1kg / 1ltr x 6
	8	Soya Mince		2 x 1 kg
	9	Soup Mix		2 x 500g
	10	Salt		1 kg
	11	Cooking Oil		2 ltr
	12	Tea bags		1 x 100
	13	Rice		10kg
	14	Jam		500g
	15	Peanut Butter		400 g
	16	Yeast		5 x 10 g
	17	Washing bar soap		2 x 500g
	18	Candles		450 g x2
	19	Matches		10's
	20	Canned Pilchards		6 x 425 g
	21	Bath Soap		2 x Large Bar
	22	Toilet Paper		10 rolls
	23	Vaseline		100 ml

(SASSA PMB Regional Guideline for Adult Food Parcel)

The value of an SRD voucher may not exceed the value of an adult grant for example, purchases to the value of R1010 which is the equivalent of an old age pension. In this case, quantities and items may vary where clients do select items such as meat, chicken and vegetables as well. The adult food parcel in South Africa can be compared to an adult food basket for a destitute person in Botswana. It is noted that in both, items such as oil, maize meal, flour, pulses and milk constitute important elements for a poor household.

Table 4.12: Number of grants (31 January 2006 - 31 January 2010)

DESCRIPTION	2006/01/31	2007/01/31	2008/01/01	2009/01/01	2010/01/31
Old Age	2,130,611	2,184,013	2,220,118	2,344,981	2,517,517
Disability	1,309,316	1,418,497	1,415,438	1,343,535	1,288,467
War Veteran	2,889	2,403	1,986	1,610	1,272
Grant-in-Aid	26,228	30,422	36,172	44,353	52,118
Care Dependency	88,776	97,794	101,607	106,126	110,381
Child Support	6,880,558	7,771,592	8,136,049	8,528,845	9,351,938
Foster Care	300,379	381,925	436,996	474,376	510,713
TOTAL	10,738,757	11,886,646	12,348,366	12,841,826	13,832,456

(SOCPEN): http://home.sassa.gov.za

The Child Support Grant (CSG) is the state's largest social assistance programme in terms of the number of beneficiaries reached. The primary objective of the grant is to ensure that caregivers of young children living in extreme poverty are able to access financial assistance in the form of a cash transfer to supplement, rather than replace, household income (Review of the Child Support Grant 2008: 7).

In comparison to Botswana, where only 86, 859 beneficiaries were registered for old age benefits in 2006, South Africa had already registered a total of 2, 130, 611 old age beneficiaries which grew steadily to over 2, 5 million in 2010. Also, over three hundred thousand foster children received government support in the form of cash transfers for FCG compared to 51, 600 in Botswana in 2006. Unlike New Zealand, both these countries have challenges and constraints such as staff shortages and illiteracy, and many eligible customers are unable to access information about the services or are unable to access the services themselves. Miller *et al* (2006: 1432) also state that the real figures for AIDS orphans are under - reported and under - estimated, and therefore hinders access to social security.

4.6.7 MODELS

The models utilised by SASSA will be discussed in greater detail below.

> **The Agency's Payment System**

Social grant payouts are recognised as the single most effective poverty alleviation programme of Government. One of the key challenges faced by the Agency is the current cash payment model for social grants. The system inherited from the provinces has come at a huge premium to the fiscus, where the theory of economies of scale has sadly never been realised. The payment system fails to provide for the integration of beneficiaries into the mainstream economy of the country (SASSA Strategic Plan 2010/2011- 2012/2013).

The Agency seeks a payment solution that will enhance its services to its beneficiaries, address the current cash payment challenges and enhance the quality of the beneficiary experience in receiving the social grant whilst at the same time reducing the untenable cost of service delivery associated with the dispensing of the social grants. As such, the Agency will over the MTEF, review

current payment system and develop a new payment strategy. The payment systems envisaged will reduce the exorbitant handling costs, centralize payment data and at the same time move beneficiaries to an effective electronic payment system while facilitating their integration into the economy of the country (www.sassa.gov.za).

> ## Disability Management Model

The Social Grants Disability Management Model (SGDMM) is intended to ensure standardization and uniformity of all disability related processes throughout the Agency. The Disability Management Model is comprised of the following elements:

• Gate keeping and national booking procedure;

• Medical assessment process and medical form management;

• Training and development;

• Contracts management;

• Claims management;

• Quality assurance; and

• Risk and fraud management.

(SASSA Strategic Plan 2010/2011- 2012/2013: 23).

> ## Improved Grants Administration Programme (IGAP)

IGAP is a standard and uniform way of processing grant applications nationally driven by three main steps: Screen-Attest-Verify. It is supported by Social Pension (SocPen) and Management Information Systems (MIS) and it consists of three main role players. It takes a duration of approximately one hour to start and finish the processing of one application.

FIGURE 4.3: IGAP STEPS
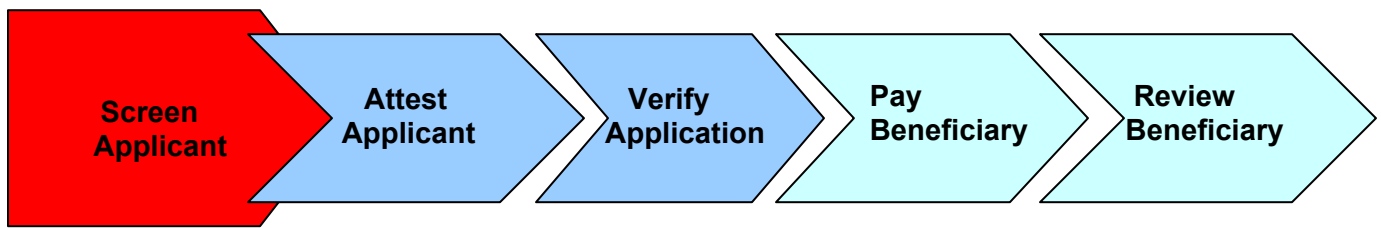
(Source: www.sassa.gov.za/IGAP)

Figure 4.3 illustrates the positive difference that the IGAP system makes which enhances the grants application process. In contrast to Figure 4.2, the IGAP system only requires 3 SASSA officials from application to approval, and applications are captured on-line immediately. Client waiting times are also drastically reduced from an average of 6-8 hours to 45 minutes to 1.5 hours. Table 4.13 sums up the major differences between the current manual processes and the IGAP process.

Table 4.13: Differences between Current System and IGAP

Current Grant Application Process	IGAP
Application form is completed manually first.	Screening is done electronically.
Screening is done manually.	Applications directly captured on the system – once off capture of date.
Second person to verify manual application form, annexure(s) and documents.	Grant application application is used only when the system is off line/black out/no connectivity.
Applications are captured in batches onto SOCPENen by back office personnel, second capture.	Capturer performs an interview with applicant.
Registry process forms part of the process.	Registry process is outside grant application process.
Applications are batched and send to processing unit/back office.	Batching of applications is eliminated – one application through the pipeline.
Applications are verified this time on the system and approved or rejected.	Verification and approval combined and performed by one individual.
Notification letters are posted through registered mail (Registry process).	Notification letter handed to applicants on the same day.
Transportation of applications form part of the process.	Transportation of applications is eliminated – transport only to central registry for filing.
5 to 7 personnel involved in the process depending on the regional variations.	Only three personnel involved in the process.

(Source: www.sassa.gov.za)

Figure 4.4: IGAP Benefits- Balanced Scorecard Perspective

Financial Perspective
Savings in planned staff costs
Reduction in litigation costs
Reduction in fraud
Reduction in mailing costs

Customer Perspective
Reduced waiting time in application processing
Reduced application enquiries
Customer satisfaction

Improved Service Delivery

Business Processes
Elimination of backlogs
Tight controls – reduction in fraud
Elimination of red tape
Improved quality

Learning & Growth
Effective utlisation of human resources
Staff capacitation through training and multi-skilling
Increase staff performance

(Source: www.sassa.gov.za)

The balanced scorecard in Figure 4.4 clearly outlines the advantages and benefits that are derived from implementation of the IGAP system. From a Batho Pele perspective, it is important to note that customers have reduced waiting

times, reduced application enquiries and increased customer satisfaction. Other benefits are also the reduction of bureaucracy, enhanced risk and fraud management mechanisms, and overall financial savings.

4.6.8 Improved Systems Integrity

This priority focuses mainly on enhancing the Agency's capacity *via* the development and implementation of frameworks, strategies and policies that are aimed at realising the goal of transforming the Agency's culture and enhancing people's capabilities. This priority is mainly aimed at enabling the Agency to effectively and efficiently deliver on its core mandate, which is articulated in the first and third priorities. This priority encapsulates the following key projects:

- Change Management (organisational culture reforms);
- Institutional configuration
- Human Capital Management Reforms; and
- The Agency Systems Integrity (SASSA Strategic Plan 2010/2011-2012/2013: 31).

4.6.9 CHALLENGES

The establishment of the Agency arising from the combination case of provincial entities was intended at centralisation of the administration of social grants, in order to address serious social delivery challenges, especially the delay in the approval and payments of grants, possible fraud and corruption in the system, inhumane pay-points facilities and huge administration costs in delivering social grants.

Significant success was achieved particularly with the consolidation process. However, the intended objectives of transforming the administration of social grants and reducing the costs for disbursement of grants remain a challenge. For example:

- The Agency still has different operating models in place in various regions;

- The social assistance payment methods and mechanisms offered by the Agency are costly and have not kept abreast of the infrastructure development in the country;

- The Agency is experiencing serious budget pressures, with an unfunded deficit of R401 million at the end of the 2008/09 financial year, which is likely to escalate in the current financial year and over the 2010 MTEF period; and

- The mandate to pay the beneficiary anywhere and anytime has not been realised. (SASSA Strategic Plan 2010/2011- 2012/2013).

The following two examples cited from a study undertaken in 2008 on the implementation and obstacles to the child support grant reveal some of the frustrations experienced by vulnerable clients (Review of the Child Support Grant 2008: 59).

You catch a taxi and when you get there they cannot help you. They tell you to come back on another day and when you go back, they say their systems are down and you have to come back on another day. Sometimes there are long queues so you have to go back and come back the following day, and most of the time you are using borrowed money.' **Non-recipient, KwaZulu-Natal**

'I went to apply for a child grant in January (2007) and they told me to come back after three months. And I went back in April and there was no money. They told me to come back after three months again. Then I went back in June, there was no money. They told me to come and check again after three months. I went back in October because it was not there in August. They then told me to go and check it at the post office. I went there, it was not there. At the post office they told me to go and check it at the bank. When I could not find it at the bank they told me to go back to the post office. I then went to (the) social workers and I explained to them that I have since applied for a child grant and have not yet being successful. They checked on their computer and told me that my papers

were not properly processed. They told me that I will have to re-apply.' **Non-recipient, Lethlabile, North West**

4.6.9.1 Challenges with Adjudication Institutions, Monitoring and Enforcement Mechanisms

In South Africa, there are a variety of routes that could be utilised to enforce or monitor social security rights. These routes, stemming from a variety of social security statutes and the common law, include the following: courts (for example, Constitutional Court, High Court, Labour Courts and Magistrates Court), boards (for example, Special Pensions Board, Special Pensions Review Board, Appeals Committee of the Unemployment Insurance Board etc), tribunals (Pensions Fund Adjudicator, Council for Medical Schemes, Commission for Conciliation, Mediation and Arbitration etc), offices (Director General of the Department of Social Development, Minister for the Ministry of Social Development etc) and commissions (e.g., the South African Human Rights Commission).

The abovementioned variety of routes that could be followed to, for example, enforce social security rights, highlights the problem of a lack of a uniform social security adjudication system in South Africa. This has in turn produced a variety of problems. To mention but a few: "there is little consistency, as different bodies or officials are called upon to hear complaints and appeals in respect of different parts of the social security system, undue delays are common and the power of the courts to deal with these matters is unsatisfactory" (Becker & Olivier 2008: 18).

4.6.9.2 Obstacles to accessing the Child Support Grant

The lack of documentation and problems associated with accessing documentation through Home Affairs were a major stumbling block in terms of

access to the CSG. As one NGO respondent stated, 'It is important for SASSA to acknowledge that they are in a marriage with Home Affairs and Home Affairs notoriously underperforms'. Until this relationship can be addressed, the barriers to accessing the grant will remain (Review of the Child Support Grant 2008: 59).

4.7 EVALUATION OF SOCIAL SECURITY PROVISIONS IN SOUTH AFRICA

South Africa has one of the highest levels of income inequality in the world. Perry (in St John 2007: 2) argues that income support is one of the most powerful instruments that a government has at its disposal for its poverty alleviation and resource redistribution goals. In 1994, the first democratically elected government inherited a fragmented social security system with racially differentiated benefits. The main challenge faced by the government was to give meaning to the manadate in the new Constitution which stated that "'everyone has the right to have access to social security, including, if they are unable to support themselves and their dependants, appropriate social assistance" (RSA Constitution 108 of 1996, S 27 1(c).

South Africa's social security system is a system of targeted social grants. The grants are implemented and administered by a separate national government agency, the South African Social Security Agency. The current system was implemented and reformed in stages and there are five main types of social grant with associated cash benefits. The amounts paid have increased significantly in real terms since 2001, while the coverage of the Child Support Grant (CSG) has expanded, from all children below seven years to all children below sixteen years in 2010. This decision was largely influenced by the findings and recommendations of the Committee of Inquiry into Comprehensive Social Security (commonly referred to as the Taylor Committee) which examined the shortcomings of social security in South Africa. For example, the CSG rose from R100 in 2001, to R180 in 2005, a nominal increase of 80% even though

cumulative inflation was less than 30% (Samson, MacQueene & van Niekerk 2006: 3). Currently, the CSG amounts to R250 in 2010.

Olivier (2008: 13) writes that the direct impact and effect of social assistance has been to reduce poverty, stating that in South Africa, the old age grant has lifted 94% of the aged out of absolute poverty. Samson *et al* (2006: 3) concur stating that the effectiveness of South Africa's social security system in improving the welfare of beneficiaries has been widely recognised.

Duflo, Maitra and Ray (in Samson *et al* 2005: 3) finds that households, including women eligible for a State Old Age Grant, reported significantly better weight-for-height indicators for girls, although there was no significant difference for boys or in households with eligible men, while it was shown that the households that receive public pensions both have higher expenditure shares on food and education, and lower expenditure shares on alcohol, tobacco and entertainment than other households. Studies by the Economic Policy Research Institute cited in Samson *et al* (2005: 3) corroborate and extend these results, documenting the extent to which South Africa's social grants reinforce developmental impacts within households in terms of nutrition, education, health, and vital services.

In addition, Olivier (2008: 15) argues that studies show that children in households that receive social grants are more likely to attend school and that the positive effects of social security on education are greater for girls than for boys, helping to remedy gender disparities, 'to the extent that social grants promote school attendance, they contribute to a virtuous cycle with long term dynamic benefits that are not easily measured by statistical analysis'. In South Africa, more than 13.8 million beneficiaries were benefiting from social grants in January 2010 www.sassa.gov.za, which is an indication that the target set by the government to alleviate poverty by half, by 2014 is being somewhat addressed by these programmes.

However, some of the major challenges include adjusting such cash entitlements so as to ensure that they remain commensurate with prevailing community living standards; reaching the designated groups particularly in rural areas; provision of incentives to encourage and/or enable the social security recipients who are able to work to enter the work force by introducing effective welfare-to-work measures in an effort to reduce dependency; minimising administrative costs particularly the high cost to payment service providers such as Cash Paymaster Services in KZN; ensuring a mode of administration that is as simple and as decentralised as possible, especially from the perspective of the end user; and ensuring uniform delivery of standards particularly associated with the means test, which has been subject to different interpretations and has undermined efforts at equity and uniformity (Dixon 2000: 59; Samson *et al* 2006:4).

4.8 SOCIAL SECURITY SIMILARITIES AND DIFFERENCES

The important similarities and differences in social security service delivery in Botswana, New Zealand and South Africa will be discussed in the SWOT analysis below.

- **Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis**

The similarities identified in the social security systems are, firstly, that the legislation enshrines the rights of citizens to access to social security in New Zealand and in South Africa. This is a definite strength, however, Olivier (2005: 15) argues that there are grey areas with regard to legislation pertaining to access to social security in South Africa and in the SADC Region as it does not take into account migration in SADC unlike countries in the European Union, and that there are distinct differences in entitlement between citizens and residents.

In New Zealand, the major strength is that of a service delivery model which is holistic as it starts from welfare to workfare, that is, clients are supported and assisted with employment opportunities and income generation. Also, there is amalgamation of the policy and implementation departments for social welfare and social security which allows better understanding and enhances service delivery on the ground as there is reduced tension and bureaucracy which is the case in South Africa after SASSA migrated from Social Development.

The New Zealand Ministry has established an excellent mechanism *via* e-services to enable customers to obtain a wide range of information *via* the internet and make applications online. The service is very user-friendly and extremely informative, which is inadequate in the SADC countries.

One of the main differences in the New Zealand system is that it recognises a two-fold feature which is critical for development and advancement:

- Poverty, as a lack of disposable income or resources; and
- Social exclusion, which is a multi-dimensional and dynamic concept that encompasses not only the lack of access to goods and services which underlies poverty and basic needs satisfaction, but also the exclusion from security, from justice and from representation.

A weakness identified in both Botswana and South Africa is the lack or shortage of resources, particularly trained and skilled human resources, as well as facilities and other resources. In addition, developing countries also have huge financial constraints. Furthermore, there are insufficient opportunities in South Africa to link social grant beneficiaries to employment or income generating projects, as well as to assist the poor and vulnerable who are not eligible for any type of grant to be linked to a project for sustainable livelihood.

A distinct threat in the SADC region is the high prevalence of HIV/AIDS which is devastating families and resulting in a negative impact on people affected or infected by the disease. The increasing number of AIDS orphans and the number of individuals who apply for a disability benefit impact on spiraling costs to social assistance.

Opportunities that exist include the training of social auxiliary workers to expand the human resource base so that there is better cohesion between SASSA and Social Development referrals in future. The use of technology and mobile units allows SASSA to penetrate deep rural areas where illiteracy and poor access are obstacles to obtaining SASSA services, and to overcome these barriers. The organisation is also in its infancy stages and is therefore able to implement serious change management interventions to support and embed in its staff a caring and customer-orientated culture.

FIGURE 4.5 The Balanced Scorecard
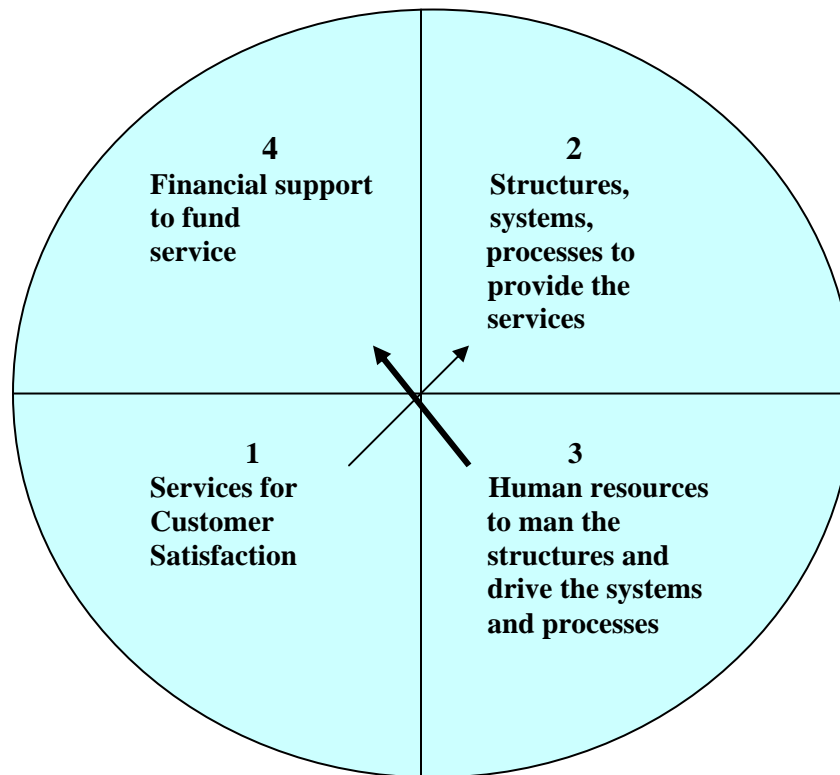
(Source: Batho Pele Handbook 2003: 25)

The balanced scorecard clearly depicts the need for adequate human and financial resources, accompanied by the necessary structures, processes and systems to ensure customer satisfaction. In SASSA, there are deficits in resource allocation, but more importantly, the attitude and behaviour of staff does not always lend itself to supporting a vision of providing 'world class social security services".

4.9 BEST PRACTICES

"The key thing about the customer is the way we behave. You may not provide the service that the member of the public wants, but the manner in which you treat that individual can make them feel happy even if they did not get what they wanted" (Magosi 2006: 78).

In order to achieve world class service standards, SASSA needs to give due consideration to implementing total quality management, where things are done right the first time round, every time.

4.9.1 Total Quality Management (TQM)

Morton (1994: 5) questions how organisations become "world class" and argues that quality assurance, total quality management and Kaizen are approaches which are multi-faceted and need to be integrated to achieve lasting world class quality standards. This is also dependent on cultural change in organisations where they are applied.

TQM was pioneered by Edwards Deming and is a broad- based, systematic approach for achieving high levels of quality. TQM pulls together a number of well-known managerial principles into a coherent and systematic framework. Through systematic interaction of these principles, TQM has the potential to lead to increased quality (Senior & Fleming 2006: 52). TQM principles emphasise:

- Articulation of a strategic vision;

- Objective and accurate measurements;

- Benchmarking;

- Widespread employee empowerment and team building;

- Striving for continuous improvement;

- Emphasis on a systems view of quality that conceptualizes quality-related activities as being highly interdependent;

- Leadership committed to quality; and

- Great emphasis on customer satisfaction.

Penceliah & Dayaram (2006: 390) write that TQM emphasises the importance of people as the key to quality. Human resource management and quality management converge to give total quality. Universal standards of organisational effectiveness are not easily achievable without fully trained, developed and committed people at all levels within an organisation. In addition, it is important for an organisation to have a corporate culture that engenders commitment, pride and patriotism among its employees. Clearly, the corporate culture anchors the development of total quality and is essential to a successful TQM strategy.

A major criticism in the public sector is that very often, there is limited focus that is dedicated to quality initiatives, managers are too busy to spend time on quality matters even though it directly affects service delivery, and there is no dedicated post or personnel to ensure that this is carried out. This is an area that requires greater focus and monitoring (Penceliah & Dayaram 2006: 390).

4.10 SUMMARY

In this chapter, a comparative overview was undertaken of social security service delivery in Botswana, New Zealand and South Africa. Systems, processes, structures and resource allocation were reviewed and compared and contrasted. Social assistance is one form of social protection that is aimed at providing basic support to eradicate poverty, and is means tested. It is intended to be the first pillar of protection and to serve as a buffer against poverty which makes it crucial for survival.

It emerged that South Africa and New Zealand have constitutional and other legislative imperatives that guide access to social security in those countries, unlike Botswana. Also, it is evident that South Africa provides substantially larger numbers of grants to significantly greater numbers of beneficiaries than either of the other two countries that were compared.

In the SADC developing countries, resource constraints pose serious challenges to effective and efficient service delivery. There is some fragmentation and duplication of service delivery in South Africa. There also appears to be a pervasive public service culture which is characterised by shoddy and poor service delivery and ethical propensities that are replete with negative attributes and what the communities in general are uncomfortable with (Mafunisa in Matshabaphala 2008: 5).

New Zealand on the other hand, has a holistic approach to service delivery and is committed to ensuring a welfare to workfare status that is focused on ensuring that beneficiaries are linked to appropriate employment opportunities. SASSA has developed systems, processes and structures that have enhanced the grants application process. However, it is still beset by litigation, delays in query resolution, unsatisfactory appeals procedures and challenges with access to services. Part of this is due to inadequate resource allocation, however, another component is largely due to staff attitudes, behaviours, values, ethics and a type of culture that violates peoples' rights to quality service.

In addition to adequate resources, it is evident that culture change and total quality management initiatives are implemented and monitored. This includes modeling behaviour and leadership apart from the other quality processes.

CHAPTER FIVE

RESEARCH METHODOLOGY

5.1 INTRODUCTION

Bless and Higson-Smith (2000: 11) broadly defines scientific research as the translation into practice of the relationship between facts and theory presented in order to acquire specific information. It can be further argued that in practice, good social research is where approaches are selected because they are appropriate for specific types of investigation and specific kinds of problems, and where the choices are reasonable and made explicit. Research design is used to describe how the study is to be arranged when it comes to the selection of participants.

This empirical research focuses on organisational culture and values in SASSA within a Batho Pele perspective with particular reference to KZN. The research is useful as it can enhance effective service delivery, productivity, staff motivation and customer satisfaction through improved leadership, performance management, entrenched values and adapting to the best type of organisational culture model.

In this chapter, the research methodology is explained and it incorporates the main objectives of the study, the sampling techniques and description and the statistical analysis and interpretation of the data.

5.2 OBJECTIVES OF THE STUDY

In Chapter One, the following primary objectives are highlighted:

- To examine organisational culture and values in SASSA within a Batho Pele perspective, and

- To evaluate how Batho Pele assists in equity/redress and accountability in SASSA's service delivery.

Furthermore, it seeks to draw comparisons in social service delivery between developed and developing countries, and to propose suggestions to make SASSA a truly world class social security agency, which can be used and implemented at the front-line of customer service delivery therefore impacting on reduction of pre-litigation and litigation within the organisation.

5.3 KEY QUESTIONS TO BE ANSWERED IN THIS RESEARCH

The following key questions are identified:

- What does the term organisational culture and values mean within a Batho Pele perspective?;
- How does Batho Pele assist in equity/ redress and accountability in public service delivery within SASSA?;
- What policies, legislative frameworks and institutional arrangements impact on social service delivery?;
- What resources (human, technological, financial and physical) have been allocated to ensure the vision and mission of SASSA is realised?;
- What trends can SASSA learn from first and third world countries regarding social service delivery?; and
- What suggestions can be proposed to make SASSA a truly world class social security service delivery organisation?

5.4 HYPOTHESIS

According to Jupp (2006: 137), a hypothesis is 'an untested assertion about the relationship between two or more variables. The validity of such an assertion is assessed by examining the extent to which it is, or is not supported by data generated by empirical inquiry.' Bless & Higson-Smith (2000: 154) concur and

state that a hypothesis is a tentative, concrete and testable explanation or solution to a research question.

5.5 VALUE OF ACTION-ORIENTED RESEARCH

Action-oriented research is beneficial and differs from other forms of applied research because of its explicit focus on action, in particular, promoting change within the organisation. In addition, the researcher is involved in this action for change and subsequently application of the knowledge gained elsewhere (Saunders, Lewis & Thornhill 2000:95).

5.6 SAMPLING PROCEDURE

Sampling utilises techniques to select groups from a wider population. Due to time or financial constraints, it is not always possible to include the whole population in research and sampling may be the only practical method of data collection, particularly when the population is indefinite or extremely large (Bryman & Cramer 2001: 96).

Denscombe (2007: 130) argues that although evidence gathered from a portion of the whole in the expectation and hope that what is found in that portion will apply equally to the rest of the population, it is not good enough to assume that findings for the sample will be replicated in the rest of the population. The sample in the first place, needs to be carefully selected if there is to be any confidence that the findings from the sample are similar to those found amongst the rest of the population being investigated.

According to Bless & Higson-Smith (2000: 85), good sampling implies:
- A well-defined population;
- An adequately chosen sample; and
- An estimate of how representative of the whole population the sample is. In other words, the sample must reflect population validity which is the

extent to which sample distributions mirror those of the population which the sample is supposed to represent (Jupp 2007: 312).

Sampling theory, according to Descombe (2007: 271), is based on the assumption that inferences can be made, or conclusions can be drawn about the population from which the sample is taken. Bless & Higson-Smith (2000: 84) concur with this and state that sampling theory is the study of the relationship between a population and samples drawn from it.

Since the aim of research is to determine some characteristics of a certain population, one of the objectives of sampling is to draw inferences about the unknown population parameters from known sample statistics.

The population, as defined by Bless & Higson-Smith (2000: 85) is the 'set of elements that the research focuses upon and to which the results obtained by testing the sample should be generalised'. Bryman & Cramer (2001: 96) define a population as a discrete group of units of analysis and not just populations in the conventional sense. It is interesting to note that Sekaran, cited in Pillay (2007: 194) further explains that a sample is a subset of the population, however, not all the elements of the population would form the sample.

Descombe (2007: 17) writes that bias is generally regarded as a negative feature of research and as something that can and should be avoided. It can cause distortion or aberration of the data or systematic deviation from the truth or some deformation of research practice that produces such deviation. Although research may inevitably be affected by the social and personal characteristics of the researcher, and this can have positive value as well as be a source of systematic error. It does not require one to give up the principle of objectivity in other words, the commitment to avoiding bias.

Bless & Higson-Smith (2000:140) support this notion fully and state that throughout the research process, the beliefs of the researchers, their political, religious and racial attitudes and convictions play an underlying role and could lead to choosing a particular population, adopting a certain sample, asking or refraining from asking specific questions, deliberately omitting to take into consideration some theories or research findings that contradict the validity of their approach due to bias.

It is, therefore, the responsibility of the researcher to ensure that bias is limited to a minimum and that inconsistencies in research results can be explained after taking into account shortcomings and limitations of the research.

5.6.1 Non-probability sampling

Bless & Higson-Smith (2000: 155) state that non-probability sampling is sampling techniques where the probability of each element of the population being included in the sample is unknown. Jupp (2006: 196) agrees and further elaborates that there are several techniques associated with this approach, for example, convenience sampling, snowball sampling and quota sampling. Denscombe (2007: 17) argues that with non-probability sampling, there is a departure from the principle which underlies probability sampling: that each member of the research population stands an equal chance of being included in the sample.

Some of the reasons for choosing this approach, as purported by Denscombe (2007: 16) are because:

- it is not feasible to include a sufficiently large number of examples in the study;
- the researcher may not have sufficient information about the population to undertake probability sampling; or

- it may prove exceedingly difficult to contact a sample selected through conventional probability sampling techniques, for example, research on drug addicts or the homeless would not lend itself to normal forms of probability sampling.

5.6.2 Probability sampling

This technique ensures that the probability of each element of the population being included in the sample can be determined. It is also defined by Jupp (2006: 238) as any method of sampling that uses some form of random selection that will ensure that all units in the population have an equal probability or chance of being selected. The assumption is that in random sampling, provided that there are sufficiently large numbers of examples selected, and the selection has been genuinely 'at random', then the resulting sample is likely to provide a representative cross-section of the whole.

5.6.2.1 Stratified random sampling

This method of sampling is designed to ensure that the sample has certain characteristics that are usually representative of the population on key variables. In other words, the principle of stratified random sampling is to divide the population into different groups, called strata so that each element of the population belongs to one and only one stratum. For example, the population may be stratified according to the criterion of gender, in which case two strata- male and female- will be generated (Bryman & Cramer 2001: 98).

Denscombe (2007: 15) writes that the significant advantage of stratified sampling over pure random sampling is that the researcher can exert some control over the selection of the sample in order to guarantee that crucial people or crucial factors are covered by it, and in proportion to the way they exist in the wider population. This is supported by (Bryman & Cramer 2001: 99) who also agree that the advantage of stratified sampling is that it offers the possibility of greater

accuracy by ensuring that the groups which are created by a stratifying criterion are represented in the same proportions as in the population.

5.6.3 Sample size for correlation with acceptable absolute precision

Researchers normally work to a 95 percent level of certainty, meaning that if the sample was selected 100 times, at least 95 of these samples would be certain to represent the characteristics of the population (Saunders, Lewis & Thornhill 2000: 155). The margin of error describes the precision of the estimates of the population.

Nichols (1991: 52) argues that realistically, cost is usually the main factor determining sample size. Also, when deciding on a sample size, it is advisable for the researcher to estimate confidence intervals for some of the most important variables he/she is studying. Gustavsson (2007: 28) emphasises that the size of the sample affects the potential to make correct inferences, however, the method used to select the sample is equally important.

5.7 DESCRIPTION OF TARGET POPULATION

Saunders *et al* (2000: 150) defines a population as the full set of cases from which a sample is taken. Bless & Higson-Smith (2000: 84) concur and state that the entire set of objects or people which is the focus of the research and about which the researcher wants to determine some characteristics is called the population. Nichols (1991: 50) writes that at an early stage of survey design, the researcher needs to define exactly which group of people or units he/ she is interested in, and that the full group of interest is the target population.

The target population for this study was the staff and clients from SASSA in KZN. Staff comprised both senior managers and other categories of staff from local and district offices. Clients were selected from rural and urban areas.

5.8 DATA COLLECTION TECHNIQUES

According to Pillay (2007: 197), data collection is a method of obtaining information from a group of respondents by means of direct contact, personal interviews or self-administered questionnaires.

Bless & Higson-Smith (2000: 97) write that data consists of measurements collected as a result of scientific observations and can be classified according to the way in which it was collected or in terms of its intrinsic properties. For example, when researchers collect their own data for the purpose of a particular study, the data is called primary data.

Very often, however, researchers must use data collected by other investigators in connection with other research problems, or as part of the usual gathering of social data in the case of a population census. Such data constitutes secondary data.

The data collection technique adopted for this research was that of personal interviews and questionnaires.

5.8.1 Data collection using personal interviews

An interview involves direct personal contact with the participant who is asked to answer questions relating to the research problem. Kahn and Cannell cited in Saunders *et al* (2000: 242) state that an interview is a purposeful discussion between two or more people.

Some of the distinct advantages of personal interviews are as follows:
- It helps the researcher gather the most valid and reliable data that are relevant to the research question;
- It is most accurate;
- It obtains the highest response rate;

- Interviewers can ensure that all items on the questionnaire have been considered and that respondents do not omit difficult questions;

- They can be administered to respondents who cannot read or write; and

- They help overcome misunderstandings and misinterpretations of words or questions (Bless & Higson-Smith 2000: 108).

The researcher had an opportunity of interviewing and interacting with the Deputy Minister of the Department of Public Service and Administration (DPSA), the Honourable Mr. Roy Padayachie and his team from 29-30 April 2010, 30 June 2010 and again on 5 July 2010. The SASSA Verulam Local Office was selected as a government service delivery point to be visited during the Deputy Minister's Public Participation Programme in the Tongaat and Verulam areas to evaluate the services according to the DPSA's Batho Pele checklist.

A two-fold approach was adopted whereby a team of technical experts evaluated the service delivery for all categories of the Batho Pele principles, and a discussion was held between management and the Deputy Minister and his team from the Service Delivery Improvement and Transformation Section in DPSA on 29 April 2010. Service delivery challenges and possible interventions required from a national level of government were examined to improve service delivery.

The researcher explained the focus of her doctoral dissertation to the Deputy Minister and his team, and utilised this opportunity to also pose relevant, probing questions to them about Batho Pele Service Delivery initiatives involving change management and the DPSA pilot study of establishing a Service Delivery Improvement Forum. The findings are integrated in Chapter Six.

After careful evaluation, this method was utilised for obtaining responses from senior managers within SASSA as it was regarded as the most reliable survey method to obtain responses of a sensitive nature.

The following table highlights the senior managers that were interviewed in SASSA KZN, and the details of the dates and venues.

TABLE 5.1: INTERVIEWS WITH SENIOR MANAGERS

NAME	TITLE	DATE	PLACE
Mrs. R Ramdin	Senior Manager: Customer Care	11/09/2008	Durban District Office, Durban
Mr. DA Mkhize	Acting Senior Manager: Durban District	12/09/2008	Durban District Office, Durban
Mr. MD Chili	Senior Manager: Durban District	19/09/2008	Durban District Office, Durban
Mr. I Moodley	Senior Manager: ICT	8/12/2008	Durban District Office, Durban
Mr. D Sewrathan	Senior Manager: Facilities Management	14/11/2008	SASSA Regional Office, Pietermaritzburg

A copy of the interview schedule is provided in the appendices of the study.

5.8.2 Data collection using questionnaires

Saunders *et al* (2000: 278) broadly define a questionnaire as a term to include all techniques of data collection in which each person is asked to respond to the same set of questions in a pre-determined order. They include the following techniques:

- Non-scheduled, unstructured interviews;
- Non-scheduled, structured interviews;
- Scheduled, structured interviews; and
- Non-personal data collection such as self-administered and mailed questionnaires.

A questionnaire is one of the most widely used data collection techniques because it can reach large numbers of people with little time or cost involved. Also, another advantage is that it can ensure anonymity of the respondents, and hence helps to gather honest responses. However, one of the major disadvantages of mailed questionnaires is the low response rate due to various reasons, and this can have serious negative consequences on the quality of the research.

5.8.3 Construction of the questionnaire

Whether a questionnaire is conceived to be filled in directly by a respondent or by an interviewer, it remains a complex instrument of data collection. In constructing a questionnaire, certain guidelines are given by Bless & Higson-Smith (2000: 113) in order to avoid particular pitfalls and for the study to be a success:

- The needs, interests and problems of respondents must be considered;
- Time and venue must be convenient to respondents;
- The environment should allow for some privacy;
- Language and vocabulary used should be adapted to the respondents;
- Questions should be simple, short and easy for respondents to understand and answer;
- Leading questions should be avoided;

- Double-barrelled questions should be avoided and made into two separate questions;

- Questions should be unambiguous and avoid being too vague or general;

- The flow and length of the questionnaire should encourage and sustain the interest of the reader;

- The intended responses should be easy to edit and codifiable; and

- Response set, which is the tendency of respondents to answer all questions in a specific direction regardless of the content of the questions, should be avoided.

In addition, Imenda & Muyangwa (in Pillay 2007: 201) state that in constructing a questionnaire, the following should be avoided:

- Avoid leading questions, that is, questions which somehow suggest a preferred answer;

- Avoid jargon, that is, use of high-level professional language/ terminology;

- avoid complex sentences with various sub-clauses and/or double negatives;

- Make sure instructions for completing the questionnaire are clear;

- Make sure that the subject matter of the question is readily identifiable, that is, conceptually as well as linguistically;

- Avoid ambiguous questions;

- Avoid the use of inappropriate vocabulary;

- Questions that lead to bias or distorted responses, for example, use of leading questions or questions linked to authority figures; and

- Sensitive or embarrassing issues should also be approached with care. Direct questions about unacceptable attitudes or behaviours often lead to understatements of those characteristics by respondents. Positive attitudes or behaviours, on the other hand, are usually overstated.

Denscombe (2007: 164) also adds that it is equally important to avoid the following when constructing a questionnaire:

- Do not make unwarranted presumptions in the questions. For example, questions about peoples' reading habits should not start with 'How many novels have you read in the past few months?' as it can be annoying to respondents who do not share the presumption. Instead, the researcher should start off by asking 'Do you read novels?' and then ask supplementary questions; and
- Avoid words or phrases which might cause offence.

5.8.4 Questionnaire as the chosen method

Denscombe (2007: 154) suggests that a questionnaire consists of a written list of questions designed to collect information which can be used subsequently as data for analysis.

The aim of the questionnaire was to obtain information on culture, leadership and values in SASSA and whether Batho Pele principles were being utilised to provide social security services to citizens, particularly in KZN. Denscombe (2007: 169) purports that there are several advantages of questionnaires as a method of investigation. Some of these include:

- Questionnaires are economical;
- They are easier to arrange as compared to, for example, personal interviews;
- Questionnaires supply standardized answers with little scope for data to be affected by 'interpersonal factors';
- It encourages pre-coded answers which allows for speedy collation and analysis of data; and
- There is data accuracy particularly with surveys that use the internet so that the human error factor is eliminated.

However, there were various disadvantages that were associated with the use of questionnaires, the most important being low response rates and these have been concisely summarized by Bless & Higson-Smith (2000: 115) as follows:

- Respondents do not have enough time;
- The respondent may not have received the questionnaire from his/her manager at the local office;
- The participant lacked interest and could not be bothered to fill it in; and
- Respondents lacked knowledge of the issues contained in the questionnaire.

Further general disadvantages were as follows:
- It can be difficult to interpret subject's responses;
- It is difficult to check whether the respondent understands the questions fully.
- There were incomplete or poorly completed answers; and
- The researcher cannot check the truth of the answers.

5.9 DESIGN OF THE QUESTIONNAIRE

The design of the questionnaires went through three drafts, which required reviewing and readjustment, until they were acceptable as final research instruments. The questionnaires for this survey were designed keeping the study objectives in mind.

The following were considered to be important during the design of this survey:
- The literacy and intellectual level of the respondents;
- The relevance to the study objectives;
- The length of the questionnaire, ensuring that all questions vital for the research were covered;

- The pertinence of the various types of statistical techniques to be employed; and

- The sequencing of the statements could affect the response rate if respondents become annoyed with questions that they found irritating at the beginning of the questionnaire.

5.10 DESCRIPTION OF THE QUESTIONNAIRE

This research used a pre-coded questionnaire which was carefully constructed and amended on the advice of the supervisor to obtain the maximum responses and detailed information pertaining to the topic of the research.

The questionnaire was directed to staff and customers at SASSA. The questionnaire aimed to survey the extent to which the organisational culture, Batho Pele Principles and values that are propogated by the organisation impact on social service delivery.

There were 60 questionnaires issued to staff, of which only 48 completed questionnaires were returned. The questionnaires were administered from August to October 2008.

A copy of the staff questionnaire is contained in the appendices of the study.

In addition, 191 customer questionnaires were administered from August 2008 until December 2008.

A copy of the customer questionnaire is contained in the appendices of the study.

The questionnaire was divided into the following sections for staff and customers:

SECTION A	BIOGRAPHICAL DETAILS
SECTION B	SERVICE DELIVERY AND BATHO PELE (CUSTOMERS) ORGANISATIONAL CULTURE AND VALUES (STAFF)
SECTION C	SERVICE DELIVERY AND BATHO PELE (STAFF)
SECTION D	MANAGERIAL (STAFF)

Customer respondents were given a brief explanation of the concepts in Section A – B before the questions commenced.

A covering letter addressed to the respondents outlined the importance and nature of the study and contained the contact details of the researcher and the supervisor. The respondents were assured that confidentiality and anonymity would be strictly maintained. The covering letter also indicated the institution that the researcher is studying at and was signed by the researcher and supervisor to assure authenticity and facilitate co-operation from the respondents.

Instructions were given on how to complete the questionnaire and respondents were informed that additional space was available for any further information. Copies of the questionnaires are attached in the annexure.

5.10.1 Coding

This may be done as pre-coding, coding at data collection and coding after data collection. Saunders *et al* (2000: 332) recommend that all data types, with few exceptions, be recorded using numerical codes. It enables data to be entered quickly and with fewer errors as well as makes subsequent analyses, in

particular, those that require re-coding of data to create new variables that are more straightforward.

5.11 STATISTICAL TECHNIQUES

Statistics are used in the analysis of data to aid in decision-making. A large number of statistical techniques are available for analyzing data and it is imperative that the researcher select the correct and appropriate technique which is dependent on the nature of the survey undertaken.

5.11.1 Descriptive statistics

Descriptive statistics describes the organising and summarising of quantitative data. Univariate and bivariate analysis is most appropriate for descriptive statistics. Univariate analysis is concerned with measures of central tendency and measures of dispersion. The most appropriate measure of central tendency for interval data is the mean and the most appropriate measure of dispersion for interval data is the standard deviation. Bivariate analysis concerns the measurement of two variables at a time (Lind, Marchal & Mason 2001: 6).

Descriptive statistics is useful as it summarises results for an experiment, thereby also allowing for more constructive research after more detailed analysis. Descriptive data analysis aims to describe the data by investigating the distribution of scores on each variable, and by determining whether the scores on different variables are related to each other.

Linear correlation is an associated degree of measure between two interval variables. The level and the direction of any relationship between the perception and expectation variables are therefore described by the correlation coefficient calculated by correlating the two means of the variables (Lind *et al* 2001: 457 – 460).

The Pearson's r-value gives an indication as to the strength of the relationship between the variables. The closer values are to ±1, the stronger the relationship (both positive and negative). The closer the value is to 0, the weaker the relationship.

5.11.1.1 Frequencies

The simplest way of summarizing data for individual variables so that specific values can be read is to use a table (frequency distribution). For descriptive data, the table summarises the number of cases which is the frequency (Saunders *et al* 2000: 338). In SPSS, the statistical programme employed for this study, a frequency distribution is 'obtained by selecting and analysing descriptive frequencies which usually includes a percentage for each value (Fielding & Gilbert in Pillay 2007: 214).

5.11.1.2 Central tendency

When data for both samples and populations is described quantitatively, it is usual to provide some values that could be seen as common or average. These are termed measures of central tendency and the three most common ways of measuring these in research are mean, mode and median (Tredoux & Durrheim 2002: 40).

5.11.1.3 Mean

The mean is a value which is often known as the average score in a distribution, which includes all data values in its calculation (Tredoux & Durrheim 2002: 40).

5.11.1.4. Median

This is the middle value or mid-point in a distribution after the data has been ranked. It is the average of the two middle scores, and hence is defined as the 50th percentile, the point on the scale of measurement below which 50 percent of the scores fall (Sheskin in Pillay 2007: 215).

5.11.1.5 Mode

The mode is the value which occurs most frequently (Saunders *et al*: 2000: 352-353).

5.11.2 Inferential statistics

The process of generalizing from findings based on the sample of the population is called statistical inference (Bless & Higson-Smith: 1995: 86). Inferential statistical analysis is concerned with the testing of hypothesis. The independent t-test is the most appropriate parametric test for a comparison of the means. This tests any significant difference between the two variables. Primary data was collated and analysed and comments and concluding discussions are thereafter based on the results obtained (Lind *et al* 2001: 348 – 351). Inferential statistical analysis allows the researcher to draw conclusions about populations from sample data.

The services of a qualified statistician were utilised to assist in the analysis and presentation of data. However, the overall research undertaking and the findings of the study remains the ownership of the researcher.

5.12 SUMMARY

The purpose of this chapter is to demonstrate the connections between the investigation's purpose, its organisation and the manner in which its conclusions are drawn. The chapter focuses on a few research questions such as what is the problem; which sample should be used to investigate the problem; in what context should the data be collected and what research design and statistical methods should be used to analyse the data.

CHAPTER SIX

PRESENTATION AND ANALYSIS OF RESULTS

6.1 INTRODUCTION

In this chapter, the findings of the research survey are presented and analysed. Two sets of questionnaires were administered, firstly, to SASSA employees, and secondly, to SASSA customers within the four SASSA Districts demarcated in the KwaZulu- Natal (KZN) Region. In addition, interviews were conducted with SASSA senior managers in the KZN region who represent various portfolios.

The findings are presented in graphic illustrations using descriptive statistics to enhance the presentation of data and to simplify the analysis. Furthermore, the research attempts to examine significant relationship between variables and to present these findings to support the key objectives presented in Chapter One of the research. The analysis was presented using these three categories of role-players, and wherever possible, a summary of each category's response is captured in table and graph formats.

6.2 RELIABILITY

The statistician conducted a test on the survey to gauge the level of reliability of the scores. The following table reflects the results of a reliability test after the scores were analysed, interpreted and grouped together. Through Cronbach's Alpha Theory, overall reliability for the different respondent groupings is depicted in Table 6.1. The table below is a summary of the Cronbach's alpha reliability scores for the service dimensions of the **customer** and **staff** questionnaires.

Table 6.1: Overall Reliability for different Respondents

	Customers	Staff
Overall	0.731	0.946
Information	0.705	0.757
Service Standards	0.706	0.759
Courtesy	0.338	0.879
Consultation	-0.220	0.843
Access	0.582	0.673
Redress	0.738	0.718
Value for money	0.772	0.817
Openness and Transparency	0.654	0.724

The overall reliability scores of approximately 0.731 and 0.946 indicates a reasonably high degree of acceptable and consistent scoring for the different components in this research. An analysis of the categories indicates that the reliability may not be as consistent as one would desire. The reason for this lies in the interpretation of the questions by the respondents. This will be further analysed in the section on factor analysis.

The two most important aspects of precision are **reliability** and **validity**. Reliability refers to the reproducibility of a measurement. Reliability is quantified simply by taking several measurements on the same subjects. Poor reliability degrades the precision of a single measurement and reduces the ability to track changes in measurements in experimental studies. Validity refers to the agreement between the value of a measurement and its true value. Validity is quantified by comparing one's measurements with values that are as close to the true values as possible. Poor validity also degrades the precision of a single measurement, and it reduces the ability to characterise relationships between variables in descriptive studies (Tredoux & Durrheim 2002: 210-218).

6.3 FACTOR ANALYSIS

Why is factor analysis important?

Factor analysis is a statistical technique whose main goal is data reduction. A typical use of factor analysis is in survey research, where a researcher wishes to represent a number of questions with a small number of hypothetical factors. For example, as part of a national survey on political opinions, participants may answer three separate questions regarding environmental policy, reflecting issues at the local, state and national level (SPSS version 17.0, Help Menu).

Each question by itself, would be an inadequate measure of attitude towards environmental policy, but *together* they may provide a better measure of the attitude. Factor analysis can be used to establish whether the three measures do, in fact, measure the same thing. If so, they can then be combined to create a new variable, a factor score variable that contains a score for each respondent on the factor.

Factor techniques are applicable to a variety of situations. A researcher may want to know if the skills required to be a decathlete are as varied as the ten events, or if a small number of core skills are needed to be successful in a decathlon. You need not believe that factors actually exist in order to perform a factor analysis, but in practice the factors are usually interpreted, given names, and spoken of as real things (Tredoux & Durrheim 2002: 289 - 306).

Table 6.2: Communalities

	Customers	Staff
Information: Clients are given correct information.	.738	.844
Information: Information to customers is complete.	.642	.835
Information: Clients have access to personal information.	.725	.882
Information: Information is provided in a variety of languages.	.823	.752
Service Standards: Applications are completed in 1 day	.807	.892
Service Standards: Outcomes of applications are issued on the same day	.799	.850
Service Standards: Service standards are realistic	.625	.857
Service Standards: Service standards are displayed to all potential users of SASSA services	.422	.893
Courtesy: Staff are courteous and respectful to clients	.687	.818
Courtesy: Staff adhere to the specified code of conduct	.631	.727
Courtesy: Staff are identified by name	.667	.781
Courtesy: Staff performance is monitored regularly	.477	.795
Courtesy: Front line staff provide feedback to supervisors to improve customer care	.409	.749
Courtesy: Staff receive training on customer care	.544	.854
Consultation: Clients are consulted about method of payment	.527	.792
Consultation: Stakeholders are engaged to determine services to be provided	.686	.823
Consultation: Customers are allowed to choose service points	.619	.807
Consultation: Consultation influences decision making about deployment of resources	.655	.856
Access: SASSA service points are accessible to customers	.643	.825
Access: Clients have access to information	.663	.779
Access: Service offices are accessible to persons with disabilities	.738	.749
Access: Sensitivity to cultural diversity assists to remove cultural barriers to access	.727	.584
Redress: All service points have a complaints procedure	.461	.838
Redress: Customer complaints are reviewed regularly	.416	.850
Redress: Staff address customer complaints swiftly	.617	.821
Redress: Complaints are dealt with effectively	.726	.760
Redress: Staff are trained on complaints handling procedures	.564	.816
Value for money: The one day turn around time ensures clients receive cost effective services	.695	.831
Value for money: Customer queries are handled efficiently the first time around	.601	.843
Value for money: Procedures are simplified to reduce inefficiency	.676	.794
Openness and Transparency: Customers are made aware of service targets	.364	.767
Openness and Transparency: An annual report is published	.634	.875
Openness and Transparency: Reports to citizens are publicized widely	.632	.835

The communality for a given variable can be interpreted as the proportion of variation in that variable explained by the factors that make up the variable. In this instance for example, there are four variables that make up the first component (as indicated in the component matrix table below). The data is analysed similar to that for multiple regression: signage against the two common factors yields an R^2 = 0.732 (for the first variable for customers), indicating that about 73.2% of the variation in terms of the client being given the correct information is explained by the factor model.

This argument can then be extended to the rest of the model as some of the communality values are high for the variables, especially the staff communalities.

It is noted though that certain components are split into finer components. This is explained below in the rotated component matrix. An assessment of how well this model is doing can be obtained from the communalities. The ideal is to obtain values that are close to one. This would indicate that the model explains most of the variation for those variables. In this case, the model is fairly decent for customers as it explains approximately 63% of the variation for the eight categories. The average score for the staff communalities is approximately 81%, indicating an excellent explanation of the model for the staff scores.

The average scores of the categories are as follows:

Table 6.3: Average Scores

	Customer	Staff
Information	0.732	0.828
Service Standards	0.663	0.873
Courtesy	0.570	0.787
Consultation	0.622	0.819
Access	0.693	0.734
Redress	0.557	0.817
Value for money	0.657	0.823
Openness and Transparency	0.543	0.826

Factors that load perfectly have high communalities and those with low communalities load across various factors. These are illustrated in the rotated component matrix.

This gives the percentage of variation explained in the model. This might be looked at as an overall assessment of the performance of the model. However, this percentage is higher than the proportion of variation explained by the first eigen value, obtained earlier. The individual communalities tell how well the model is working for the individual variables, and the total communality gives an overall assessment of performance.

6.4   DESCRIPTIVE STATISTICS

Fox & Bayat in Subban (2008: 258) write that descriptive statistics refer to statistical techniques and methods designed to reduce sets of data and make interpretation easier. Reference is actually made to a number of methods and techniques where numerical data is collected, displayed and analysed scientifically; from which logical decisions, conclusions and recommendations may be made. Descriptive statistics may therefore be defined as the collection, organising, presentation and analysis of data. The questionnaire commenced with the biographical data of customers, staff and senior managers who participated in the survey.

6.5 GRAPHICAL REPRESENTATION

- BAR CHARTS: In a bar chart, the length of each bar represents a data value or statistic. The length of the bar also depends on the number of cases in the category.

- PIE CHARTS: A pie chart represents information from a frequency table that is easier to see if it is turned into a visual display. Each 'slice' represents a row of the frequency table.

In this section, the survey undertaken with SASSA **customers** is laid out.

The sample survey was drawn from four different areas, each consisting of approximately fifty respondents. The locations chosen were representative of rural or urban areas, as most respondents from a particular area were of a similar race group.

The results are presented below.

Section A

Table 6.4: Type of Grant

What grant/s have you applied for?				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Child Support Grant	78	40.8	43.8	43.8
	Foster care Grant	10	5.2	5.6	49.4
	Old Age Grant	12	6.3	6.7	56.2
	Disability Grant	75	39.3	42.1	98.3
	Care Dependency Grant	3	1.6	1.7	100.0
	Total	178	93.2	100.0	
Missing	System	13	6.8		
Total		191	100.0		
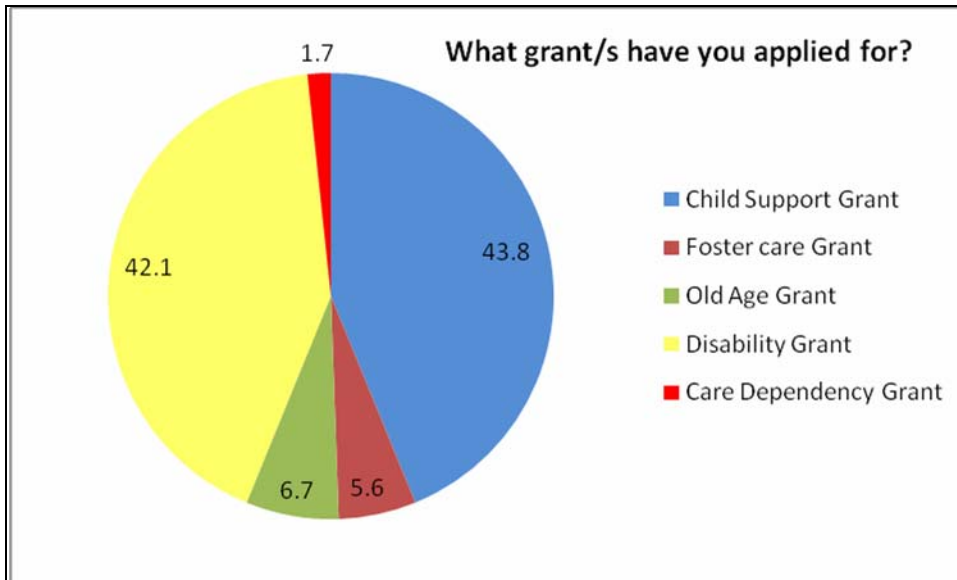
Figure 6.1: Type of Grant

The pie chart indicates that there is almost a 1:1 ratio in terms of the largest two grants that are applied for; those being child support grant and the disability grant (average of 43%). The care dependency grant forms the smallest component (1.7%), whilst the remaining two grants, foster care and old age have a similar weighting as well.

It is observed that the two equally major grants that are applied for are the Child Support Grant and Disability Grant (86%). An investigation of the tables for population, gender and age, indicates that only 7% of the respondents applied for Old Age Grants. Apart from the White race group, the number of females is much greater than the number of males. Most of these are young women. The proportion of teenage pregnancies in South Africa in 2003 was 11% nationally according to the Health Systems Trust (in Kane-Berman & Macfarlane 2009: 51). It is therefore reasonable to deduce that they would be applying for child support grants. However, there are as many older women and men who have applied for the disability grant.

Table 6.5: Duration of Grant

		Frequency	Percent	Valid Percent	Cumulative Percent
	How long have you been in receipt of a grant (in years)?				
Valid	.100	1	.5	.9	.9
	.110	1	.5	.9	1.7
	.600	9	4.7	7.7	9.4
	1.000	27	14.1	23.1	32.5
	2.000	15	7.9	12.8	45.3
	2.500	1	.5	.9	46.2
	3.000	19	9.9	16.2	62.4
	4.000	11	5.8	9.4	71.8
	5.000	8	4.2	6.8	78.6
	6.000	10	5.2	8.5	87.2
	7.000	8	4.2	6.8	94.0
	8.000	3	1.6	2.6	96.6
	8.500	1	.5	.9	97.4
	9.000	1	.5	.9	98.3
	10.000	2	1.0	1.7	100.0
	Total	117	61.3	100.0	
Missing	System	74	38.7		
Total		191	100.0		
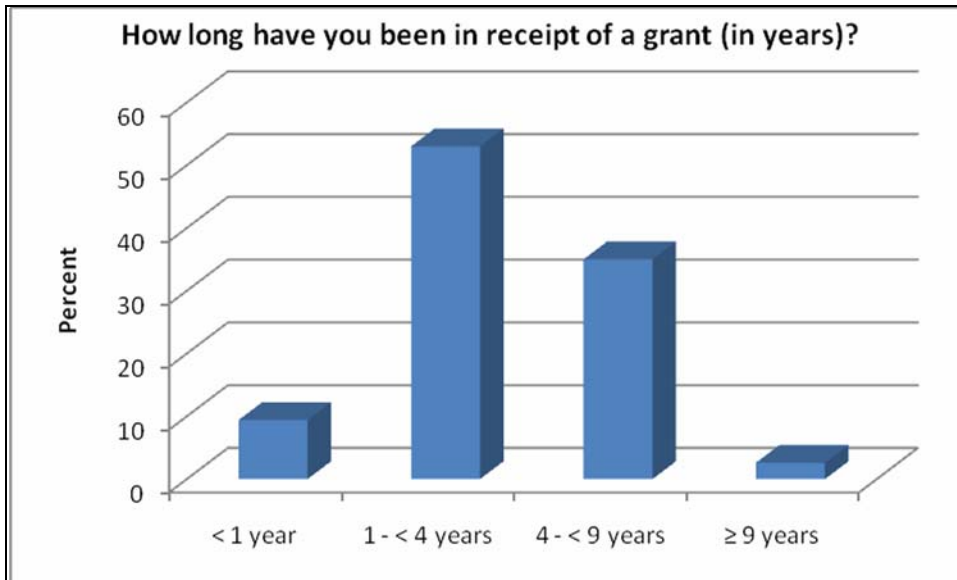
Figure 6.2: Duration of Grant

The majority of clients interviewed (71.8%) indicated that they were in receipt of a grant for at least 1 – 4 years while the second largest group, of approximately 27%, were receiving grants for 4 – 9 years. The smallest group of clients (under 2%) had been collecting grants for more than 9 years whereas less than 10% of respondents collected grants for less than a year. This bears some indication that it is a challenge to exit clients from the grant system into sustainable livelihoods.

Unicef Child Information Service estimated in 2007 that there were 2.5 million orphans in S.A who had lost one or both parents due to all causes, and 1.4 million orphans who had lost one or both parents due to HIV/AIDS www.childinfo.org/orphans.php. In S.A, eligible children are entitled to the child support grant till the age of 16 as at 2010, and to the foster care grant and care dependency grant until age 18. Also, old age and permanent disability grant recipients continue to receive their grants indefinitely, and there is little or no scope for employment, particularly for disability recipients.

Dube (2005: 6) states that the available statistical data on prevalence of disability in S.A is not comprehensive or accurate. Concerning implementation of the

Employment Equity Act and based on information submitted by national departments and provincial administrators for 797, 750 employees in the public service, it was found that there are 2, 007 disabled people employed in the public service. This represents an average of 0.25% - a figure that falls far short of the 2% needed to be achieved by 2005. Employers in the private sector and government reported to the Employment Equity Commission that there was a total of 26, 539 employees with disabilities in 2002. This amounted to 1% of all employees included in the 2002 employment equity report. One can therefore infer that it is a challenge to exit people with disabilities into sustainable livelihoods as there are numerous factors that inhibit this as discussed in the literature review.

Table 6.6: Method of Payment of Grant

Where do you collect your grant?				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Bank	67	35.1	36.4	36.4
	Post Office	59	30.9	32.1	68.5
	SASSA Local Office	2	1.0	1.1	69.6
	Paypoint	56	29.3	30.4	100.0
	Total	184	96.3	100.0	
Missing	System	7	3.7		
Total		191	100.0		
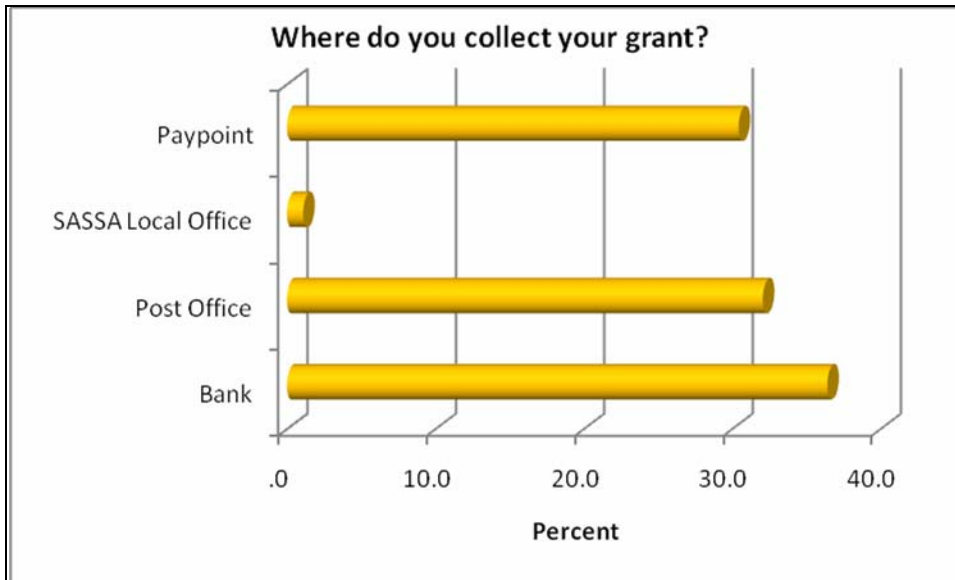
Figure 6.3: Method of Payment of Grant

Majority of respondents (36.4%) were paid their grants directly into a bank account followed closely by 32% who collected their monies at a post office. There is a similar response by clients who were paid at a pay-point which includes community halls or faith-based organisations. Of significance, is 1% of respondents who continue to collect their grant at a SASSA Local Office for which there could be various explanations including degree of illiteracy, fear of utilising technology at banks and automatic transmission machines, and reluctance to incur bank charges.

The above trends support the fact that SASSA has tried to decentralise payments from local offices to other methods of payment such as banks, post offices, and community halls to allow the client to access their monies under more convenient circumstances.

Table 6.7: Gender Distribution of Respondents

Gender					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	47	24.6	26.0	26.0
	Female	134	70.2	74.0	100.0
	Total	181	94.8	100.0	
Missing	System	10	5.2		
Total		191	100.0		
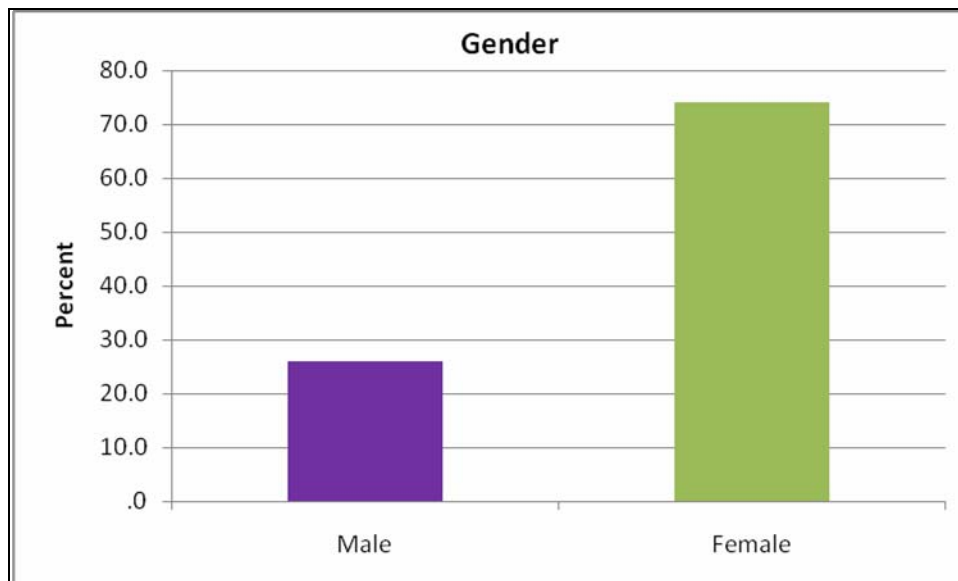
Figure 6:4: Gender Distribution of Respondents

The male: female gender distribution was approximately in the ratio 1 male: 3 females. Statistics South Africa estimated in 2009 that of the total population in S.A, 52% (approximately 25.45 million) is female www.statssa.gov.za/Publications HTML/ P03022009. The Health Systems Trust estimated that in 2007, the antenatal HIV prevalence was the highest in KZN at 37.4% while the Western Cape had the lowest prevalence at 12.6% www.hst.org.za/healthstats/13/data. This affects the health of women and may lead them to apply for disability grants. In addition,

Woolard (2002: 3) argues that surveys done on South African households revealed that households headed by women are more likely to be poor, and it can be inferred that women will be more likely to seek social assistance.

Table 6.8: Racial Composition of Respondents

Population Group				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	African	170	89.0	89.5	89.5
	Coloured	4	2.1	2.1	91.6
	Indian	13	6.8	6.8	98.4
	White	3	1.6	1.6	100.0
	Total	190	99.5	100.0	
Missing	System	1	.5		
Total		191	100.0		
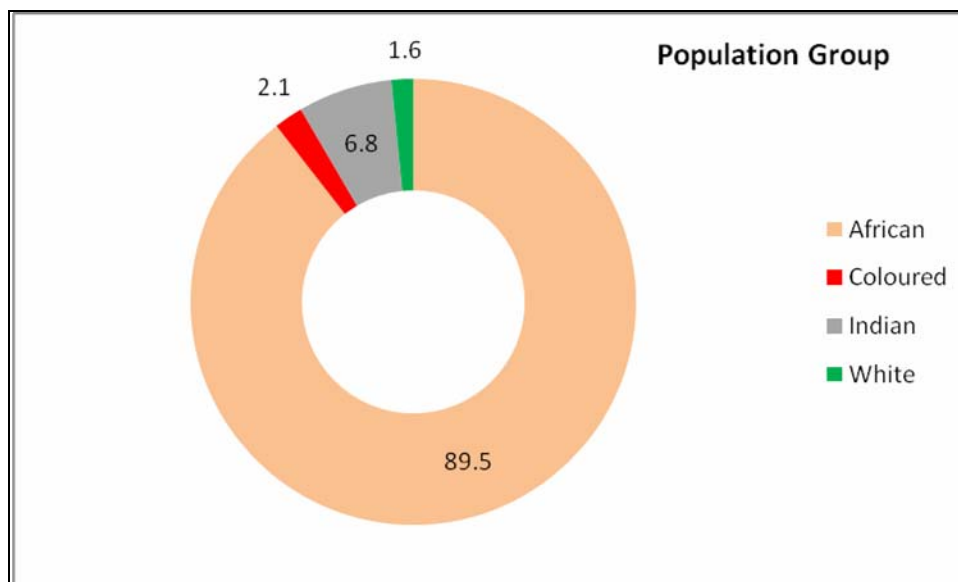
Figure 6.5: Racial Composition of Respondents

African and Indian respondents made up more than 96% of the respondents. Historically, with the legacy of apartheid and inequality in South Africa, this

234

presentation aligns itself closer to the social standing of historically disadvantaged groups than it does to racial profiles. Woolard (2002: 2) argues that while poverty is not confined to any one racial group in S.A, it is concentrated among Blacks, particularly Africans. The 1999 Household Survey found that 52% of Africans are poor and that while Africans make up 78% of the population, they account for 95% of the poor. The literature survey also supports the fact that Africans are the largest and poorest group with KZN having the highest provincial figures.

Table 6.9: Nationality of Respondents

		Nationality			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	South African	186	97.4	98.4	98.4
	Other	3	1.6	1.6	100.0
	Total	189	99.0	100.0	
Missing	System	2	1.0		
Total		191	100.0		

The majority of respondents (98.4%) were South African citizens. It is interesting to note that 1.6% of respondents or three clients who were not South African were at a SASSA office. The only exception to this occurs if a refugee who is of another nationality applies for a foster care grant or a care dependency grant for a minor child.
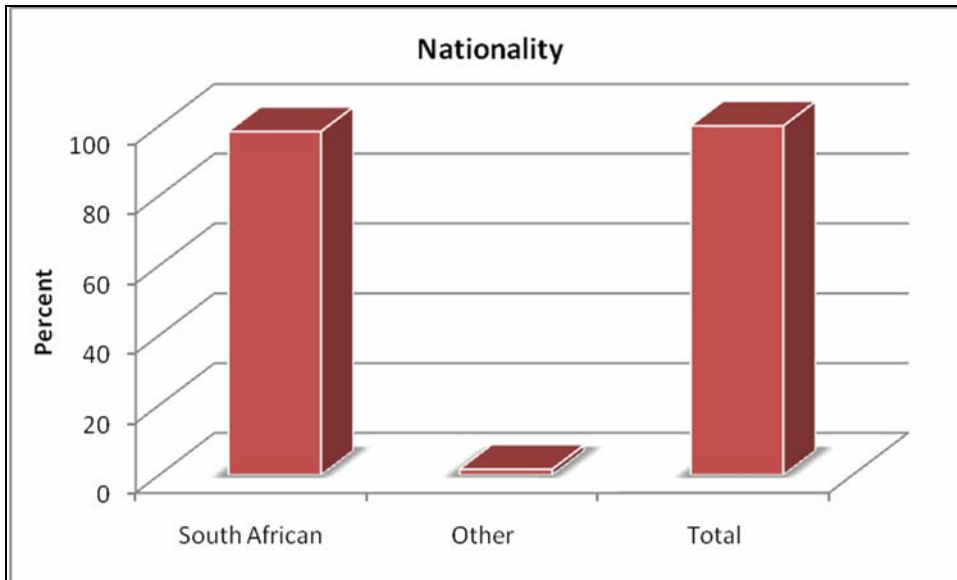
Figure 6.6: Nationality of Respondents

Table 6.10: Qualifications of respondents

Educational Qualifications					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No formal education	14	7.3	7.4	7.4
	Primary School	65	34.0	34.2	41.6
	High school	106	55.5	55.8	97.4
	College	2	1.0	1.1	98.4
	University	2	1.0	1.1	99.5
	Other	1	.5	.5	100.0
	Total	190	99.5	100.0	
Missing	System	1	.5		
Total		191	100.0		
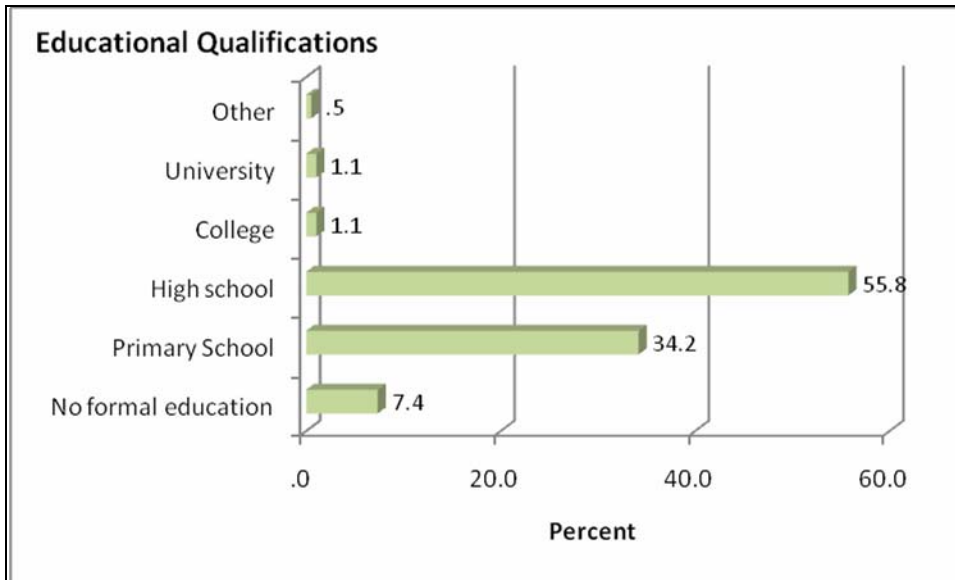
Figure 6.7: Qualifications of respondents

Less than 2% of the respondents were people of professional standing. This correlates closely with the qualifications that respondents possess. Majority of respondents (55.8%) had completed high school whereas a significant proportion (34.2%) had only attained education at a primary school level. Although not conclusive in this study, the qualification of respondents could indicate that there are some respondents who would have greater difficulty in obtaining employment and may depend on a state grant.

The Education World Development Indicators Index is calculated by analyzing the country's literacy rate, and gross enrolment rate for primary, secondary and tertiary education (Kane- Berman & Macfarlane 2009: 206). In 2009, there were at least 94 000 people out of 4, 184 million people with no schooling who were unemployed; 1, 255 million people out of 4, 184 million people who completed secondary schooling who are unemployed and 216 000 people out of 4, 184 million people who completed tertiary education who were unemployed. A further 9.2% of South Africans aged 20 years or older had no schooling. This indicates that even though people have educational qualifications, it is difficult to obtain employment and it may be deduced that some of these individuals would access social grants as a means of survival.

Table 6.11: Number of Dependents

		Frequency	Percent	Valid Percent	Cumulative Percent
	Number of Dependents				
Valid	None	18	9.4	9.4	9.4
	1 - 2	68	35.6	35.6	45.0
	3 - 4	53	27.7	27.7	72.8
	> 4	52	27.2	27.2	100.0
	Total	191	100.0	100.0	
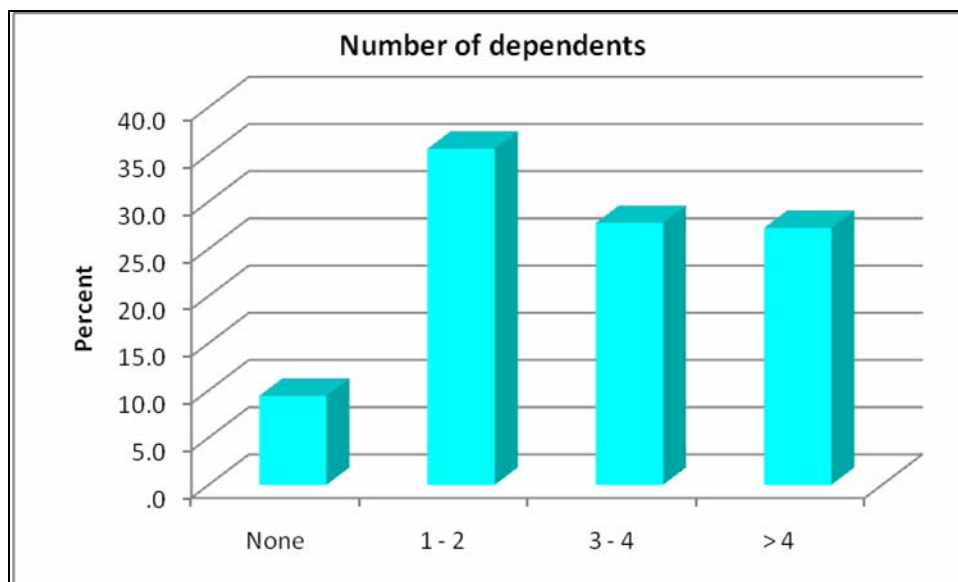
Figure 6.8: Number of Dependents

The highest percentage of respondents (35.6%) stated that they had –one or two dependents while an almost equal proportion of respondents averaging 27.2% had three or four or greater than four dependents. Less than 9.4% of respondents indicated that they had no dependents. This fact is significant since many households are dependent on a single grant to provide sustenance for extended families as well.

The South African Advertising Research Foundation found that in 2008 there were 10% of households with one person only; 18% of households with two or three

people; 19.7% with four people; 13.9% with five people; 7.5% with six people; 5.2% with seven people and 2.3% with ten or more (Kane-Berman & Macfarlane 2009: 43). KZN also had 24 000 child-headed households in 2007, and South Africa had a total of about 148 000 child-headed households in the same year who would most probably require social assistance.

Table 6.12: Distribution of Age of Respondents

		Age (years)			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	15 - 24	28	14.7	14.7	14.7
	25 - 34	58	30.4	30.5	45.3
	35 - 44	45	23.6	23.7	68.9
	45 - 54	36	18.8	18.9	87.9
	55 - 64	18	9.4	9.5	97.4
	65 - 74	5	2.6	2.6	100.0
	Total	190	99.5	100.0	
Missing	System	1	.5		
Total		191	100.0		
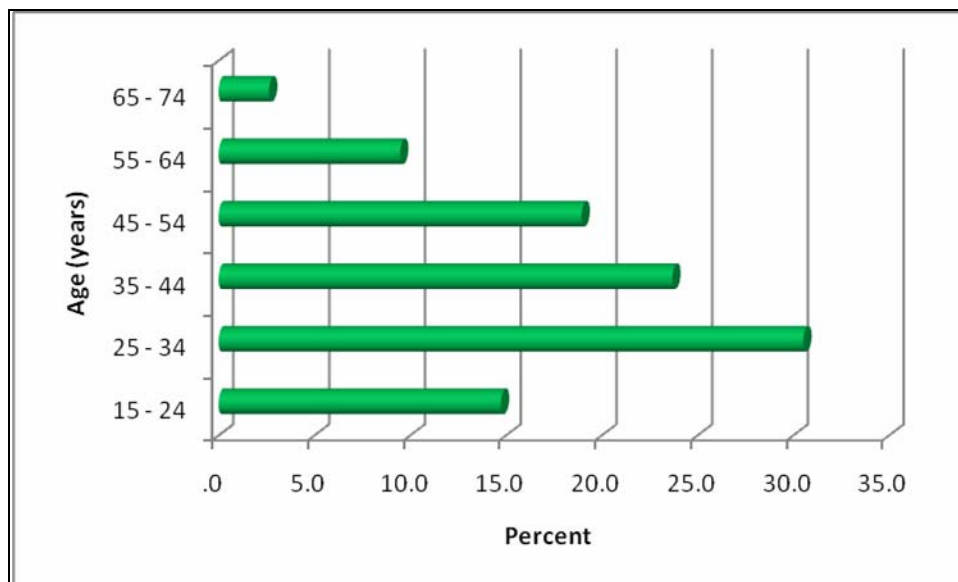
Figure 6.9: Distribution of Age of Respondents

239

Of significance, is that the distribution of age was the largest for respondents in the 25- 34 age group (30%) who are generally viewed as the economically active age group in any country. This is followed closely by the 35-44 age group (23.7%) and there was approximately 12% of respondents over 54 years.

The age distribution correlates somewhat with the type of grant applied for since the largest grant type was child support grant and female clients are typically in this age group. However, considering that the child support grant is followed closely by the disability grant, it is interesting to note that the age group does not have a direct relation to disability since a younger population is now applying for the disability grant as well. This is likely to be influenced by the impact of HIV/AIDS where the total number of HIV infections in KZN in 2010 is estimated to be 1, 572, 457 or 15.8% prevalence rate, and 5, 813, 088 in South Africa which is approximately 11.8% of the total population (Actuarial Society of S.A 2003 AIDS and Demographic Model in Kane-Berman & Macfarlane 2009: 65).

Table 6.13: Distribution of Marital Status of Respondents

Marital Status					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Single	139	72.8	73.2	73.2
	Married	44	23.0	23.2	96.3
	Widowed	1	.5	.5	96.8
	Divorced	5	2.6	2.6	99.5
	Other	1	.5	.5	100.0
	Total	190	99.5	100.0	
Missing	System	1	.5		
Total		191	100.0		
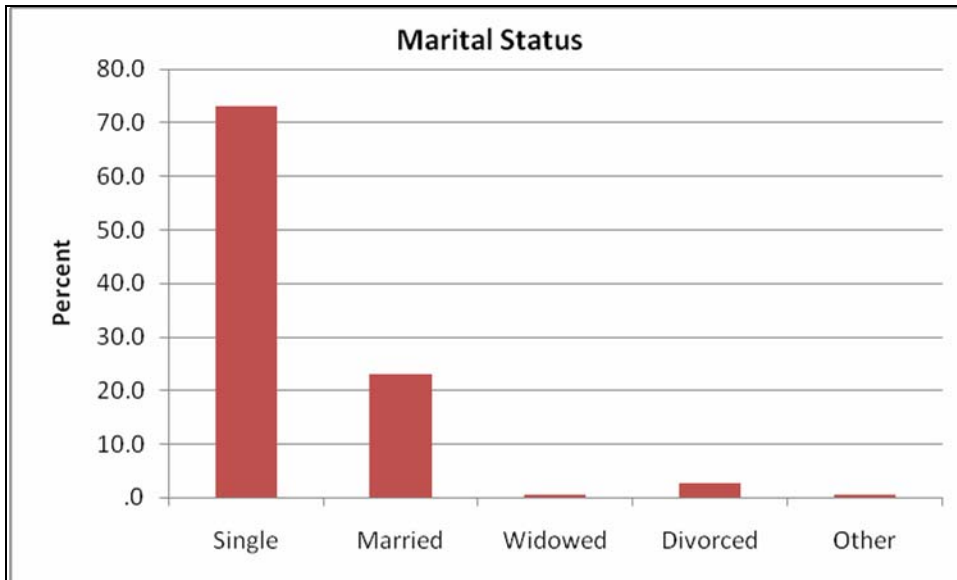
Figure 6.10: Distribution of Marital Status of Respondents

More than 70% of respondents were single while just over 20% were married. A very small proportion of respondents which was less than 10% were widowed or divorced or other. This is a further indication that single adults are the caregivers of children who receive child support grant as was evidenced that almost 62% of respondents have between 1 - 4 dependents.

Section B: Service Delivery and Batho Pele

Customer responses to information dissemination and effectiveness of the SASSA offices are summarized.

Table 6.14: Length of Waiting Period at a SASSA Office

			On average, how long have you had to wait (in hours) at a SASSA office before you were attended to?		
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.100	2	1.0	1.1	1.1
	.200	2	1.0	1.1	2.2
	.300	5	2.6	2.8	5.0
	.450	8	4.2	4.4	9.4
	.500	13	6.8	7.2	16.7
	1.000	38	19.9	21.1	37.8
	1.500	8	4.2	4.4	42.2
	2.000	32	16.8	17.8	60.0
	2.500	3	1.6	1.7	61.7
	3.000	20	10.5	11.1	72.8
	3.450	1	.5	.6	73.3
	3.500	2	1.0	1.1	74.4
	4.000	18	9.4	10.0	84.4
	5.000	9	4.7	5.0	89.4
	6.000	12	6.3	6.7	96.1
	6.500	1	.5	.6	96.7
	7.000	4	2.1	2.2	98.9
	8.000	2	1.0	1.1	100.0
	Total	180	94.2	100.0	
Missing	System	11	5.8		
Total		191	100.0		

The waiting period of ten minutes before being attended to was confirmed by 1% of respondents. About 21% of respondents had to wait for one hour before being attended to, while 11% were only attended to after waiting for three hours. The average waiting period was approximately two hours and twenty eight minutes, with a standard deviation of one hour and fifty three minutes. This is one of the important

service standards that need to be displayed in government service offices, according Telite (2006: 103), who explains that the KZN Citizen's Charter outlines Batho Pele service delivery standards such as service standards, and gives customers an indication of when they will have the right to complain if these times are exceeded with no explanation being rendered.

Table 6.15: Did you receive all the necessary information?

Did you receive all of the necessary information from the SASSA official?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	148	77.5	78.3	78.3
	No	41	21.5	21.7	100.0
	Total	189	99.0	100.0	
Missing	System	2	1.0		
Total		191	100.0		

It is clear that 78% of respondents received all the necessary information pertaining to their visit to access services at a SASSA office, while 21% disagreed that all necessary information was disseminated. Information generally includes informing clients of eligibility of applying for a grant, the relevant documents to bring to the office such as a bar-coded identity documents, and the processes and procedures to be followed. These include for example, the lodging of appeals, making applications, or how to undertake a medical assessment at an approved SASSA district surgeon.

If a client is not given all the information, it may result in repeated visits to the office at the client's own cost, at a time when there is already a constraint on financial resources. It would also cause duplication of work and use of resources such as human resources and computers when there are already large crowds and limited resources.

Did you receive all of the necessary information from the SASSA official?
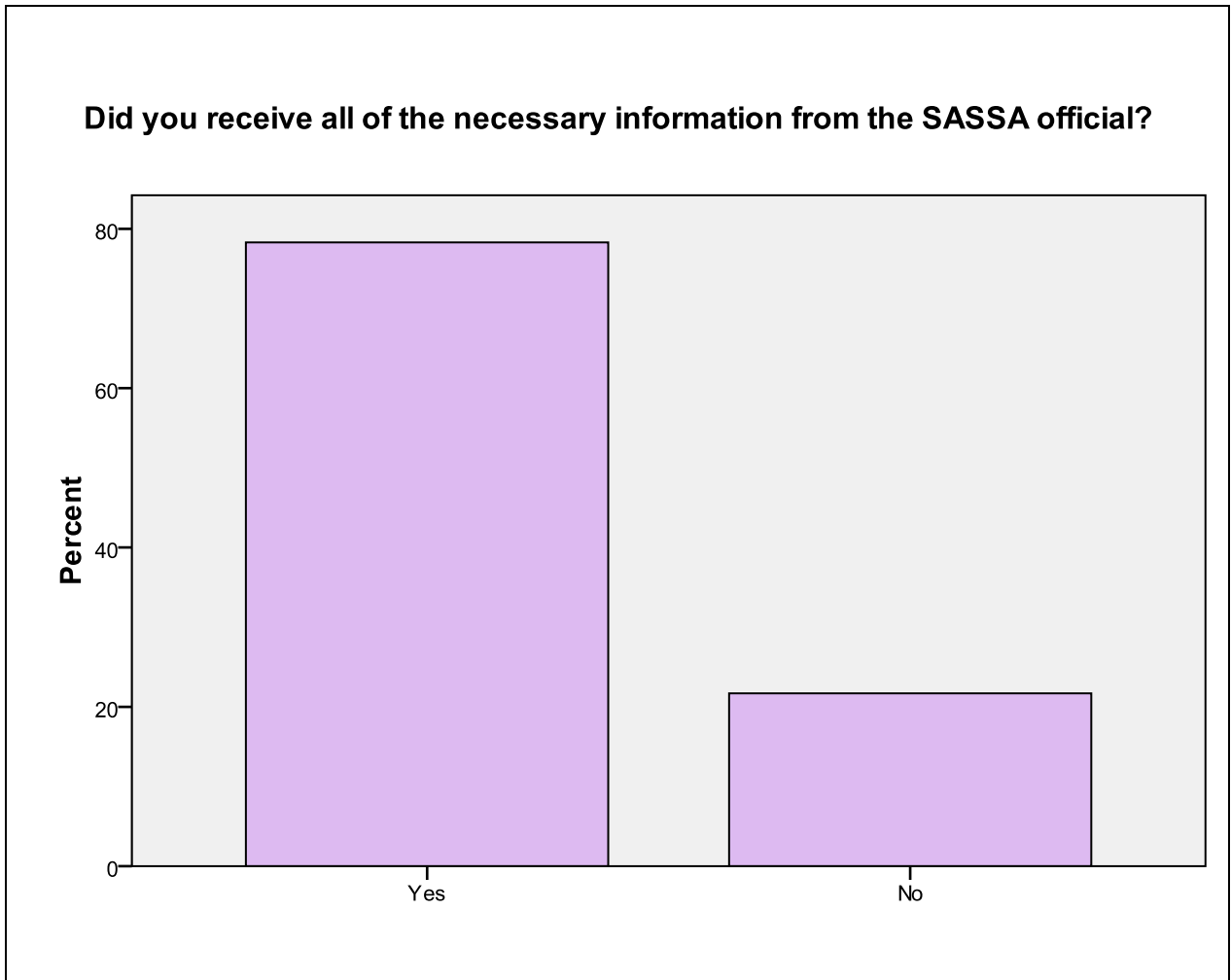
Figure 6.11: Information received from SASSA official

Section 32(1) (b) of the RSA Constitution, 108 of 1996, gives everyone the right of access to information held by someone else which is needed to effect or protect a right. The access to information requirements of Section 32, as expanded upon in Promotion of Access to Information Act, 2 of 2000 are there to ensure that every person may access certain information held by private and state bodies which may affect them. Having a right to information is generally premised on the notion that a person should have access to information held by another (in most cases the state) which will affect them. Seventy eight percent of the respondents indicated that they received the necessary information from the SASSA officials.

Table 6.16: How many times did you attend the SASSA office to finalise your business?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Once	16	8.4	8.4	8.4
	Twice	90	47.1	47.1	55.5
	Three times or more	85	44.5	44.5	100.0
	Total	191	100.0	100.0	

Header row: How many times did you attend the SASSA office to finalise your business?
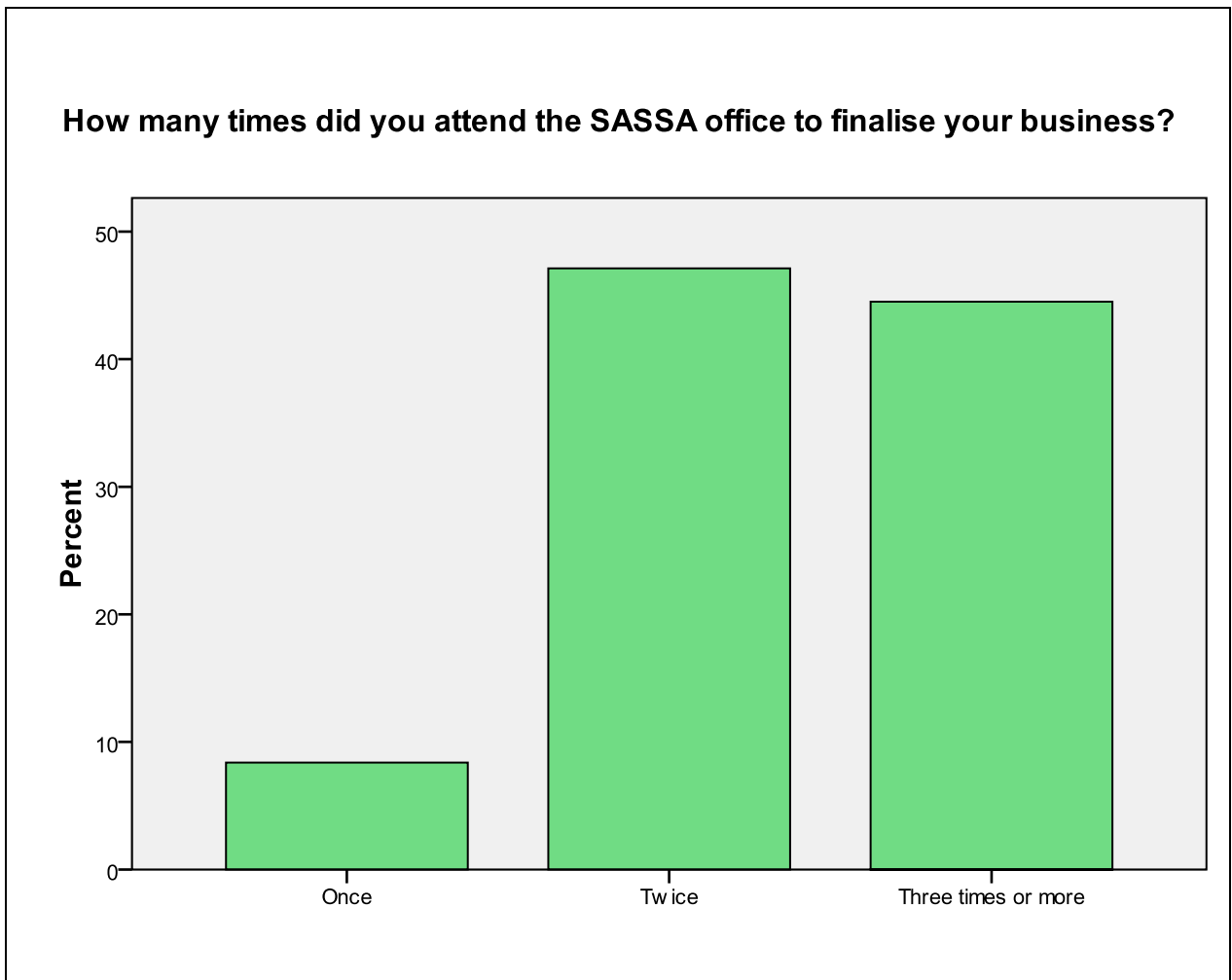
Figure 6.12: Number of visits to SASSA office

On more than 90% of the time, a customer had to return to the SASSA offices to conclude his business. It is necessary to analyse why the customer had to return as it may be a normal part of the business process and not necessarily indicate inefficiency.

Table 6.17: Why did you have to return to the SASSA office?

Why did you have to return to the SASSA office?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Incomplete documentation	48	25.1	35.3	35.3
	Problem with bar coded ID document	4	2.1	2.9	38.2
	Computer system off-line	1	.5	.7	39.0
	Incomplete information	27	14.1	19.9	58.8
	Other	56	29.3	41.2	100.0
	Total	136	71.2	100.0	
Missing	System	55	28.8		
Total		191	100.0		
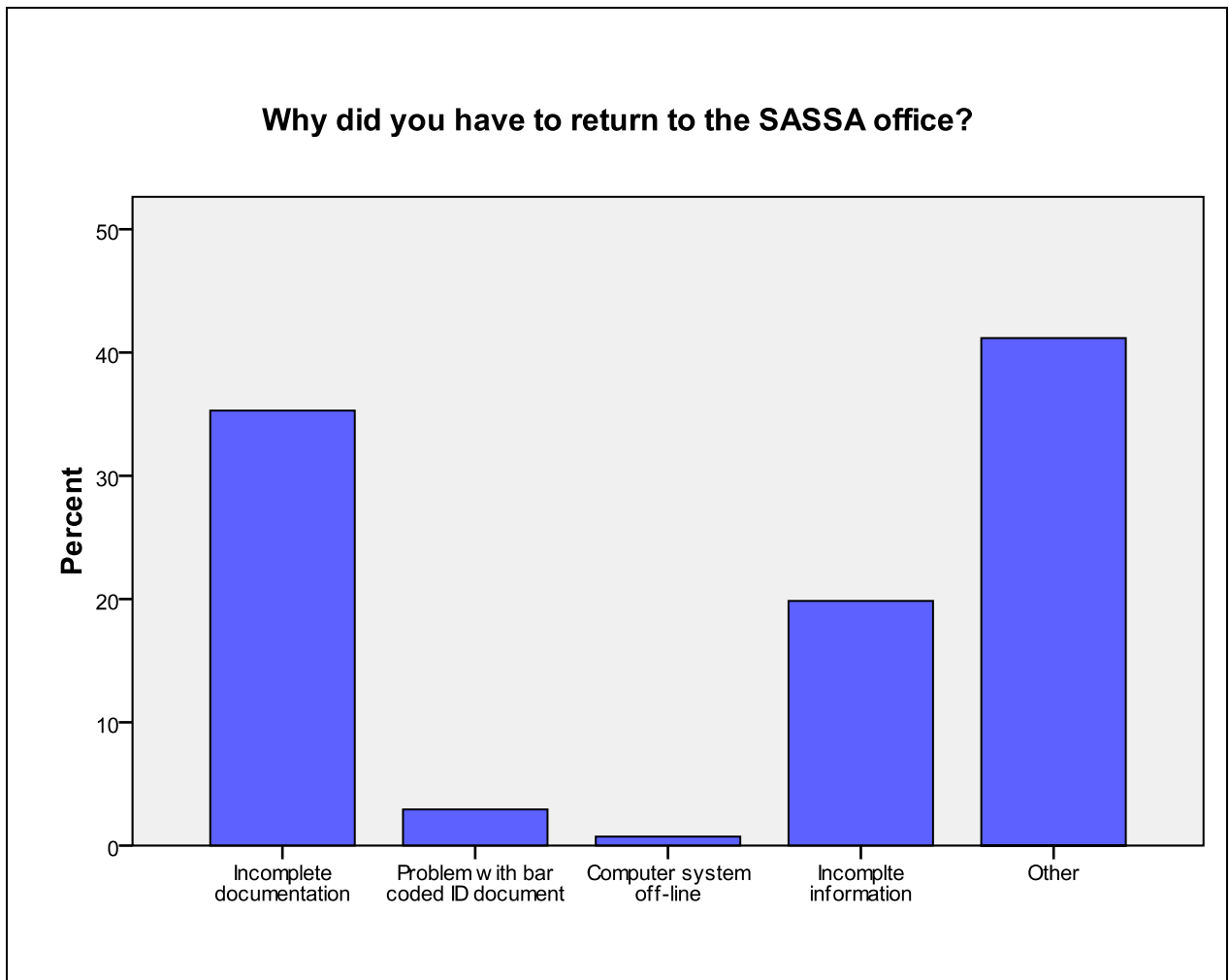
Figure 6.13: Reasons for returning to SASSA office

The two main factors for having to return were due to documentation being incomplete and other factors as illustrated in the graph below. Without the necessary documentation, such as a birth certificate, identity document, marriage or death certificate, it is not possible to assist the customer any further as these documents are prerequisites for applications, assessments or reviews.

The important issue for consideration here is:

- whether the customer did not have all the necessary documentation at the very first visit and then needed to be given a checklist of requirements to complete an application; and

- whether the customer was given incomplete information by SASSA officials at the first visit and still did not have all the required documentation on subsequent visits which is not the approved process.

The impact of this would result in non-adherence to Batho Pele Principles of information and value for money which becomes a disadvantage for the customers.

Table 6.18: Other Reasons for returning to a SASSA Office

	Why did you have to return to the SASSA office? – Other				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	By appointment dates	59	30.9	61.5	61.5
	Shortage of staff	6	3.1	6.3	67.7
	Staff arrived too late	3	1.6	3.1	70.8
	Referral to district surgeon	22	11.5	22.9	93.8
	Missing file	1	.5	1.0	94.8
	Not attended to	2	1.0	2.1	96.9
	Original documents required	2	1.0	2.1	99.0
	Application failed	1	.5	1.0	100.0
	Total	96	50.3	100.0	
Missing	System	95	49.7		
Total		191	100.0		
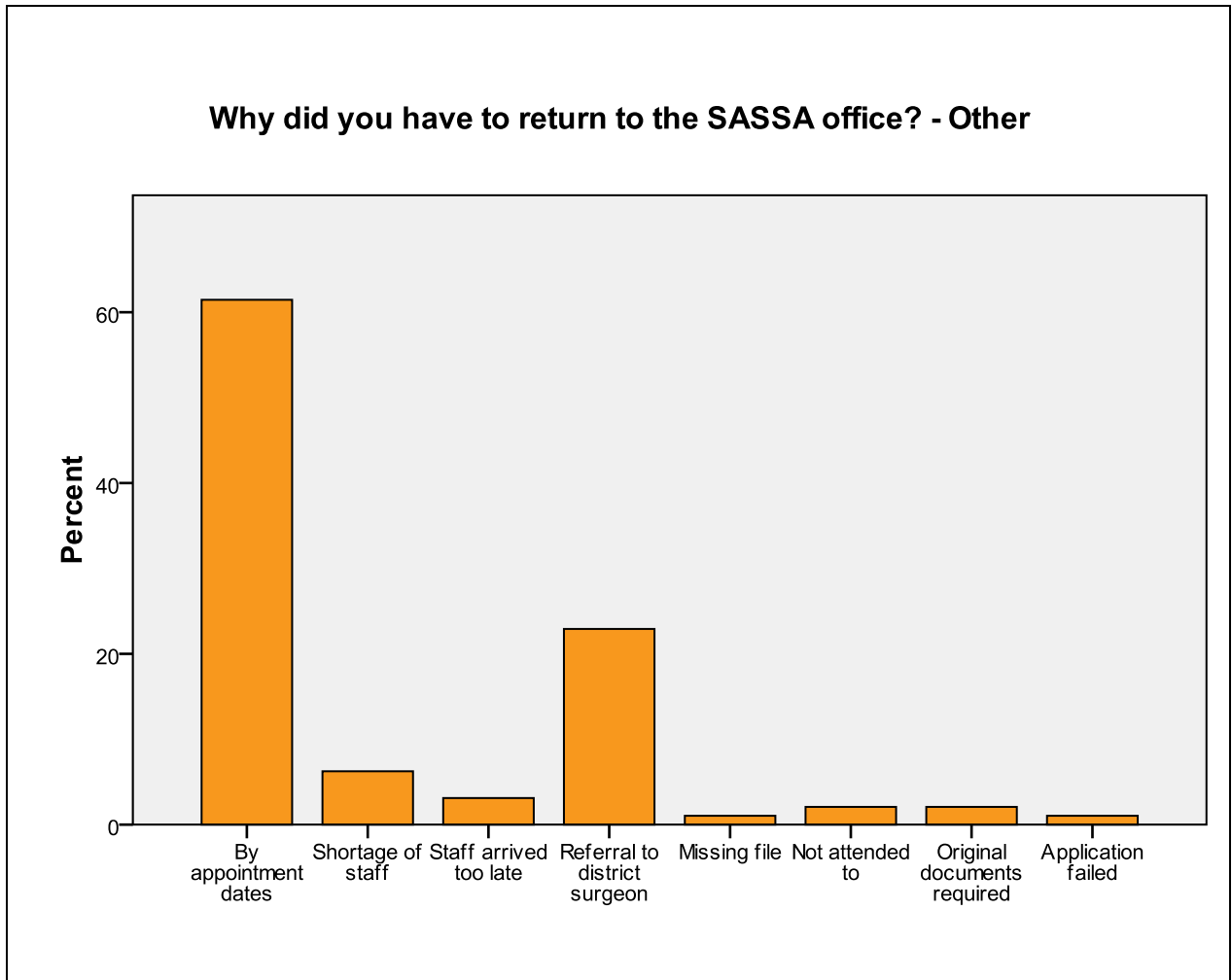
Figure 6.14: Other reasons for returning to SASSA to finalise business

The majority of respondents (61%) had to return as per scheduled appointments whereas 23% of respondents had to visit a district surgeon for a medical assessment prior to applying for a disability grant. Almost 6% of respondents indicated that there were staff shortages while a further 2% could not be attended to possibly due to staff shortages or other challenges such as computer downtime. In addition, 3% of respondents felt that staff arrived too late at work that impinged on their working hours and the number of customers that can be seen, which indicates non-compliance with the Culture of Diligence Policy.

Staff responses are highlighted below.

Table 6.19: How many people are employed in your organisation?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	14.00	8	16.7	17.0	17.0
	18.00	2	4.2	4.3	21.3
	19.00	3	6.3	6.4	27.7
	20.00	1	2.1	2.1	29.8
	22.00	1	2.1	2.1	31.9
	23.00	2	4.2	4.3	36.2
	24.00	7	14.6	14.9	51.1
	25.00	1	2.1	2.1	53.2
	26.00	1	2.1	2.1	55.3
	27.00	6	12.5	12.8	68.1
	28.00	2	4.2	4.3	72.3
	29.00	4	8.3	8.5	80.9
	30.00	1	2.1	2.1	83.0
	52.00	1	2.1	2.1	85.1
	53.00	2	4.2	4.3	89.4
	54.00	1	2.1	2.1	91.5
	70.00	3	6.3	6.4	97.9
	410.00	1	2.1	2.1	100.0
	Total	47	97.9	100.0	
Missing	System	1	2.1		
	Total	48	100.0		

Number of people	Percent
10 - < 20	27.2
20 - < 30	52.2
30 - < 40	2.1
40 - < 50	
50 - < 60	8.4
60 - < 70	
70 - < 80	6.3
> 70	2.1
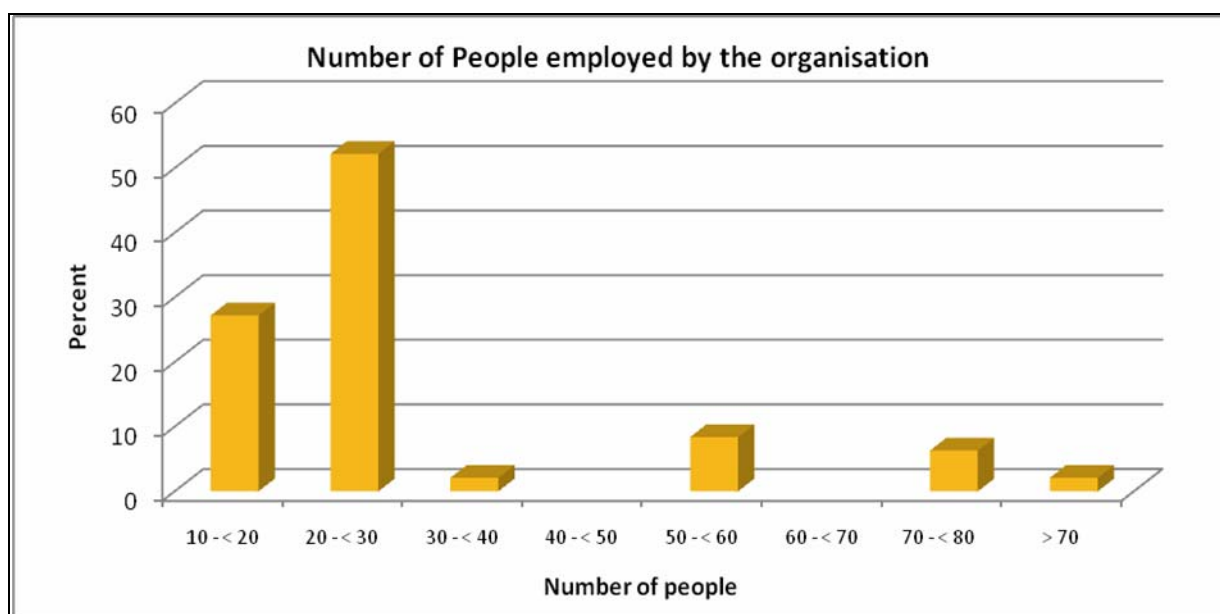
Figure 6.15: Distribution of number of people employed

On average, each organisation (service office) has approximately thirty six people working in it, with the average length of employment being 8.75 years.
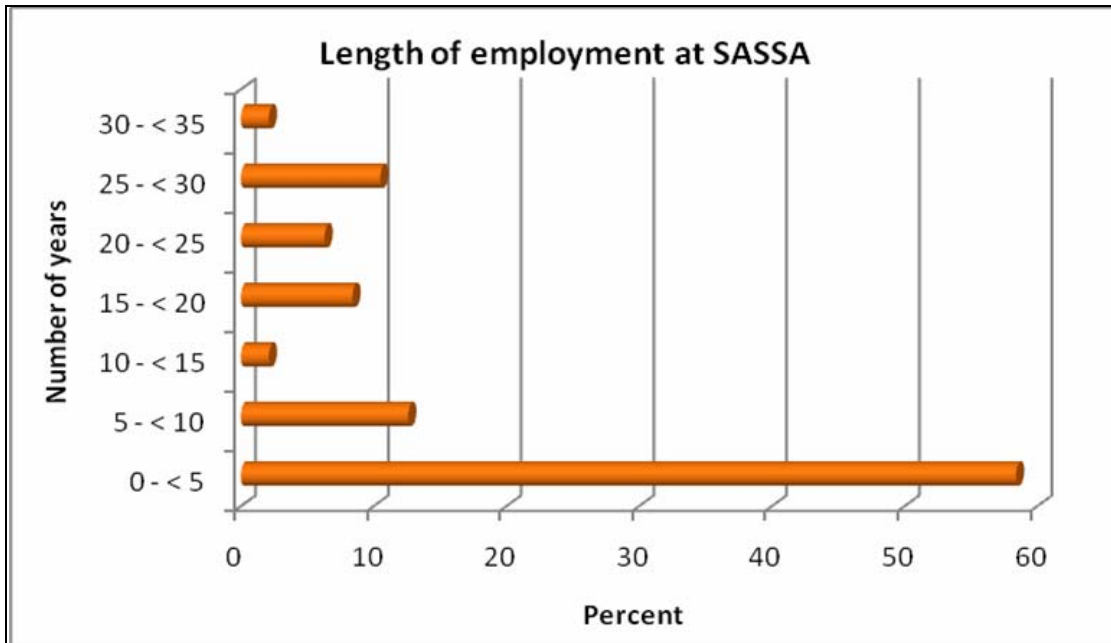
Figure 6.16: Length of employment at SASSA

There was an indication from the majority number of respondents that they were employed at SASSA for two years. Other respondents indicated that they were employed for up to 30 years. It must be noted that the possibility exists that staff use the terms SASSA and Department of Social Welfare interchangeably, since SASSA had only been in existence for just a few years at this stage. The following question highlights this as 88% of respondents had previously worked at Department of Welfare.

Table 6.20: Previously employed by the Department of Social Welfare

Were you previously employed by the Department of Social Welfare?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	42	87.5	87.5	87.5
	No	6	12.5	12.5	100.0
	Total	48	100.0	100.0	

252
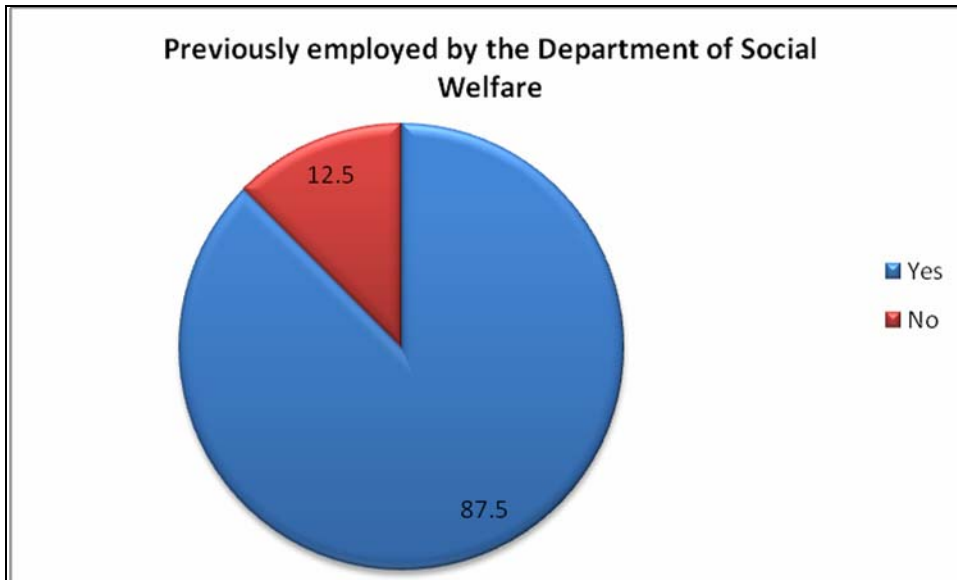
Figure 6.17: Previous employment in Department of Social Welfare

From table 6.16, it is observed that the largest group of respondents (87.5%) were previously employed by the Department of Social Welfare. This is significant in many ways. Firstly, this could indicate that staff have previous experience, knowledge, skills and expertise in the area of social security and grants administration and are familiar with the business processes.

On the other hand, it also indicates that most of the staff that belong to SASSA were not newly employed, but were migrated from the Department of Welfare to SASSA with their existing conditions of service. Therefore, even though SASSA is a relatively new organisation in its infancy stages and is trying to embed a new organisational culture, staff may have already imbibed a public service culture and adopted the work ethos of their previous environment. This may have possible negative ramifications and could obstruct the organisational change and development of SASSA.

Table 6.21: Gender of Respondents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	23	47.9	47.9	47.9
	Female	25	52.1	52.1	100.0
	Total	48	100.0	100.0	
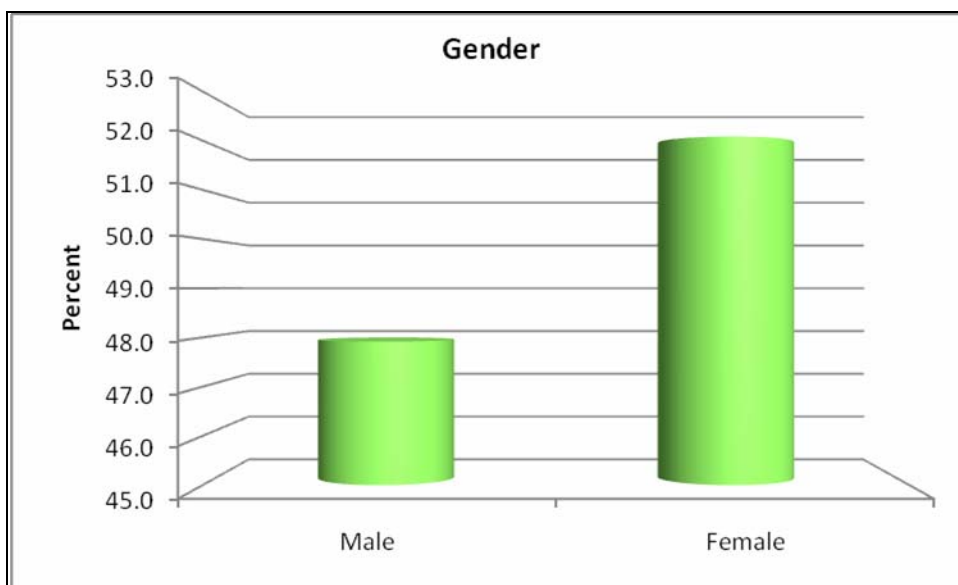
(Gender)

Figure 6.18: Gender Distribution of Respondents

The ratio of male: female staff is just below 1:1. The employment equity target for gender in SASSA is 50% of females at all levels. Therefore, the approximate ratio of 1:1 is acceptable. In SASSA KZN, there are 1385 employees as at June 2010, with males accounting for 52.8% of the total and the remaining 46.9% being comprised of females (Employee Equity Targets June 2010- SASSA KZN).

Table 6.22: Nationality of Respondents

Nationality					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	South African	48	100.0	100.0	100.0

All staff (100%) are of South African origin.

Table 6.23: Population Group

Population Group					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	African	28	58.3	58.3	58.3
	Coloured	1	2.1	2.1	60.4
	Indian	18	37.5	37.5	97.9
	White	1	2.1	2.1	100.0
	Total	48	100.0	100.0	
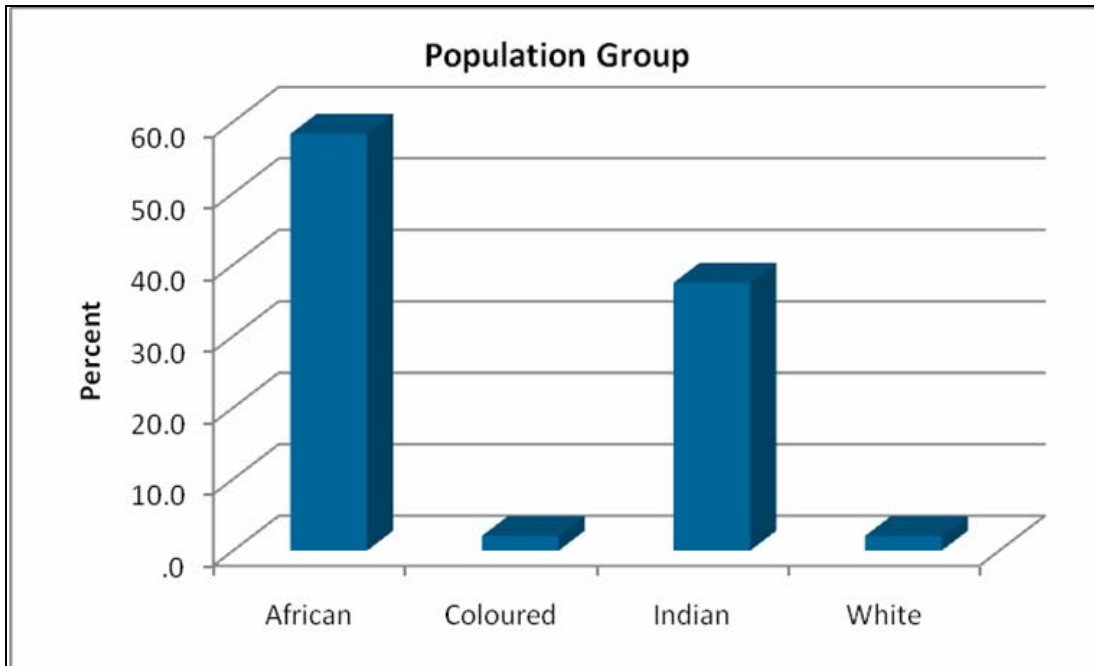
Figure 6.19: Population distribution of Respondents

The largest percentage of staff (58%) comprised Africans, followed by 37% of Indians. Of the respondents who participated, only 1 staff (2%) was White. The race group does have an influence on the language that is used to communicate with customers. In KZN, IsiZulu is predominantly spoken by African clients who formed the largest group of respondents in the customer section. An inability to speak and understand the language may therefore impact on communication and information.

Table 6.24: Educational Qualifications

Educational Qualifications					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No formal education	1	2.1	2.1	2.1
	High school	12	25.0	25.5	27.7
	College	4	8.3	8.5	36.2
	Technikon	11	22.9	23.4	59.6
	University	19	39.6	40.4	100.0
	Total	47	97.9	100.0	
Missing	System	1	2.1		
	Total	48	100.0		
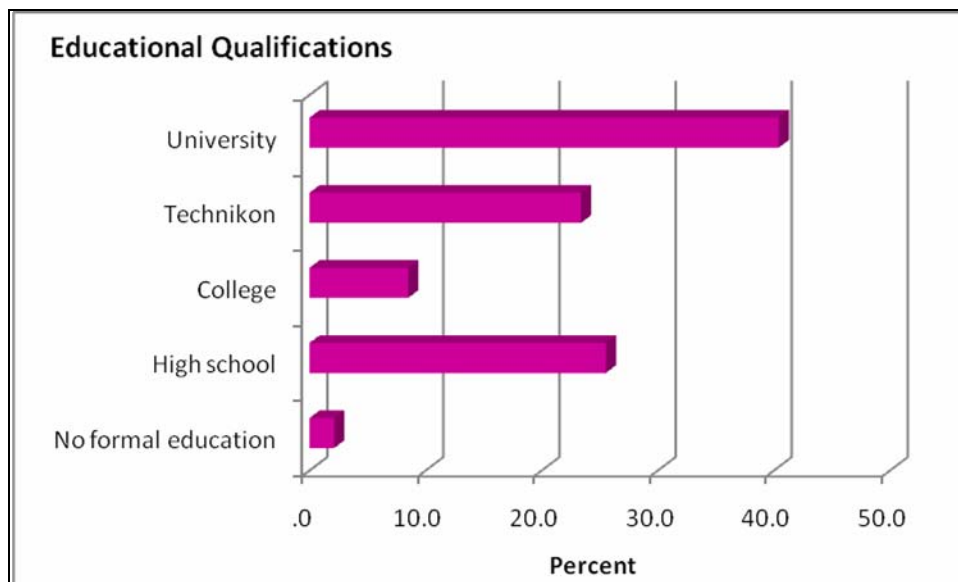
Figure 6.20: Qualification of Respondents

Almost 75% of the staff have post school qualifications. It is interesting to note that 2% of staff had no formal education since Adult Basic Education and Training (ABET) has been widely promoted in government to empower and capacitate staff.

Table 6.25: Age distribution

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	25 - 34	14	29.2	29.8	29.8
	35 - 44	23	47.9	48.9	78.7
	45 - 54	10	20.8	21.3	100.0
	Total	47	97.9	100.0	
Missing	System	1	2.1		
	Total	48	100.0		
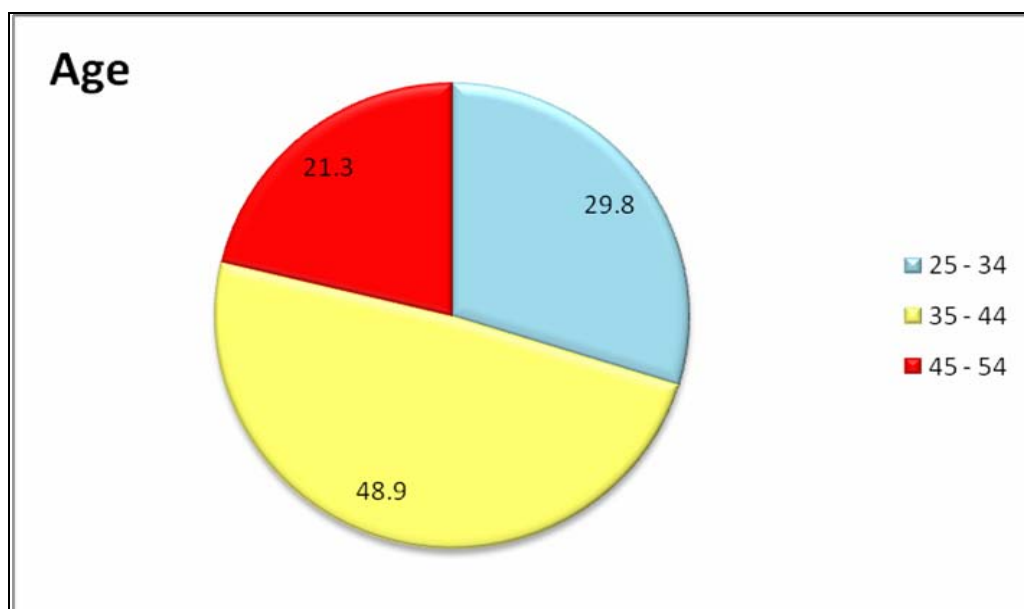
Figure 6.21: Distribution of Age of Respondents

The largest group of respondents were in the 35-44 year age group which is almost double the number of respondents in the youngest age category of 25- 34. Also,

from the previous graph, 87.5% of respondents had previous experience in the Department of Social welfare.

Robbins (2009: 52) states that as employees get older, they are more likely to be perceived by managers as having experience, judgement and a strong work ethic. However, on the negative side, they are perceived as lacking flexibility and being more resistant to new technology. Many perceptions about productivity declining with age are also proven wrong according to Robbins (2009: 52) who cites research studies where age and job performance are unrelated.

Table 6.26: Marital Status

Marital Status				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Single	23	47.9	47.9	47.9
	Married	20	41.7	41.7	89.6
	Widowed	2	4.2	4.2	93.8
	Divorced	3	6.3	6.3	100.0
	Total	48	100.0	100.0	
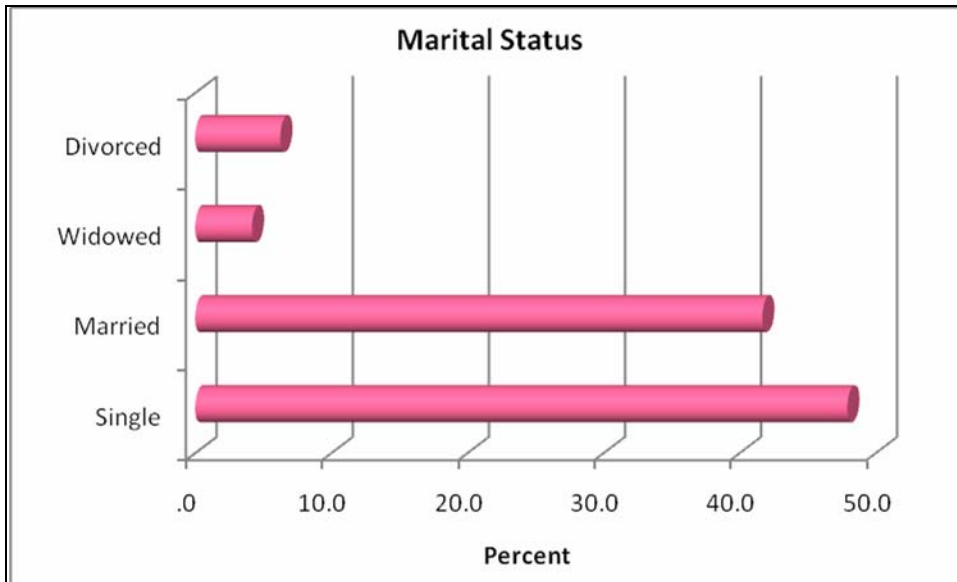
Figure 6.22: Distribution of Marital Status of Respondents

Figure 6.22 shows that almost 48% of respondents were married while 41% were single. At an Employee Wellness Presentation undertaken by Human Capital Management at the Extended Regional Management Meeting (EREMANCO) in Pietermaritzburg on 8 March 2010, statistics that were presented revealed that nine employees have requested employee assistance due to marital problems. This has a direct impact on their productivity and wellness in the organisational environment.

Section B: Organisational Culture and Values

This section will focus on organisational culture and values.

Table 6.27: SASSA's Culture of Diligence policy has been widely disseminated

		Frequency	Percent	Valid Percent	Cumulative Percent
	SASSA's Culture of Diligence policy has been widely disseminated.				
Valid	Disagree	4	8.3	8.3	8.3
	Neither agree nor disagree	8	16.7	16.7	25.0
	Agree	30	62.5	62.5	87.5
	Strongly agree	6	12.5	12.5	100.0
	Total	48	100.0	100.0	

There was agreement by 75% of respondents that the policy on culture of diligence has been widely disseminated by the organisation. This policy describes the code of conduct and ethical values that the organisation subscribes to. There is a high degree of fraud prevalent within the organisation and the fact that approximately 8% of respondents disagreed suggests that this may either be a deliberate attempt to ignore the policy, or that the organisation has been unsuccessful in sensitizing all employees to the contents of the policy which is critical firstly, for adherence and compliance to the policy, and secondly, for optimum service delivery.

Table 6.28: Does this policy describe the Code of Conduct to be followed by SASSA officials?

Does this policy describe the Code of Conduct to be followed by SASSA officials?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	45	93.8	95.7	95.7
	No	2	4.2	4.3	100.0
	Total	47	97.9	100.0	
Missing	System	1	2.1		
	Total	48	100.0		
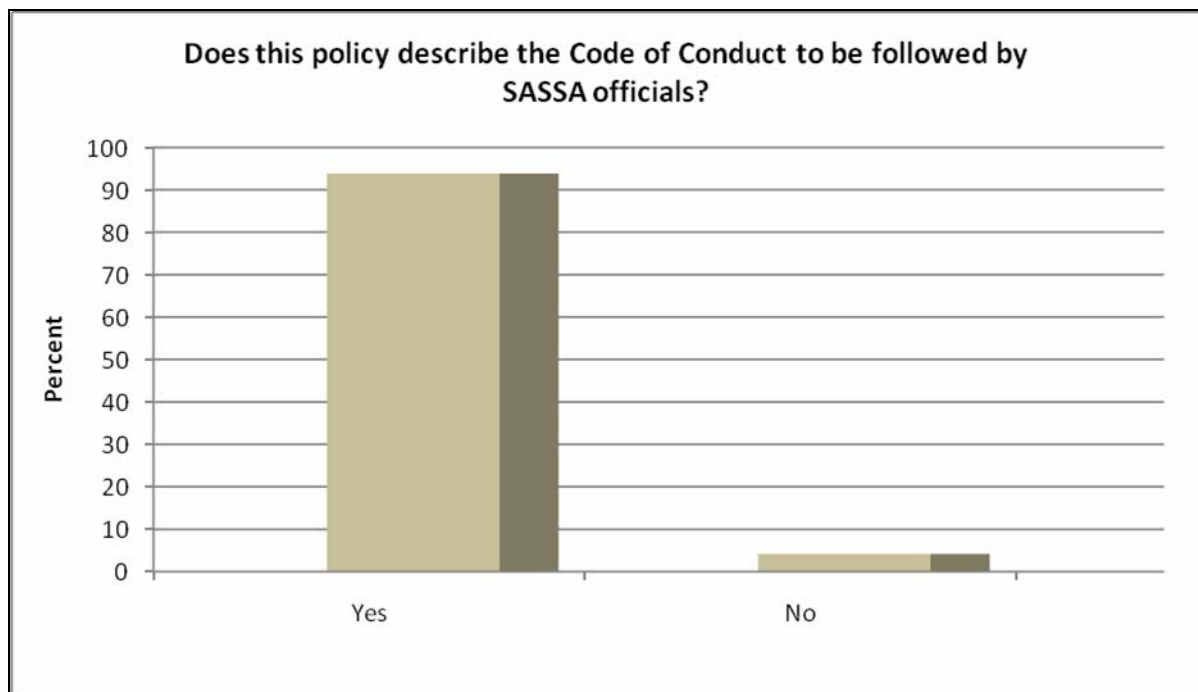
Figure 6.23: Does this policy describe the Code of Conduct to be followed by SASSA officials?

It is interesting to note that in the previous table, 8% of respondents disagreed on the dissemination of this policy. However, the large majority (95%) agree that this

policy describes the SASSA code of conduct, which is in contradiction to the previous question as it demands knowledge about the contents of the policy.

Table 6.29: Do you think that this policy is being adhered to?

		Do you think that this policy is being adhered to?			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	35	72.9	72.9	72.9
	No	13	27.1	27.1	100.0
	Total	48	100.0	100.0	
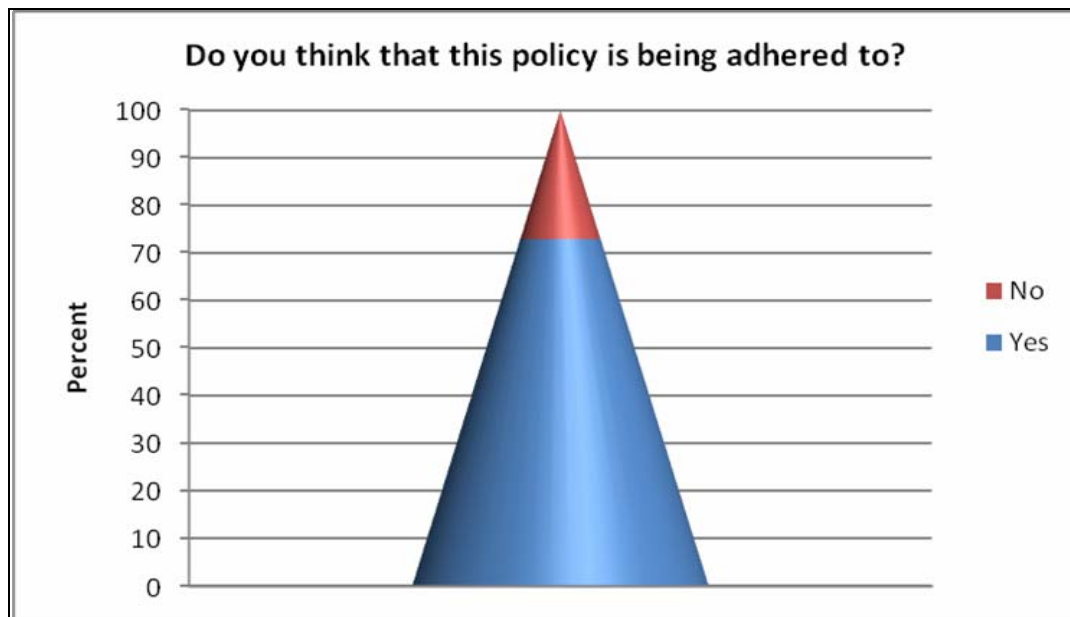
Figure 6.24: Do you think that this policy is being adhered to?

Again, 73% of respondents agree that the culture of diligence policy is being adhered to. Baloyi (2008: 10) argues that the way public servants conduct themselves has an impact on service delivery. Furthermore, South Africa's success in the realization of its historic vision of creating a better life for all will be

determined by the performance profile of the public servants and the prevalence and the internalization of the will to serve. However, he writes that it is equally important that in order for public servants to comply with the code of conduct and Batho Pele principles, the employer needs to ensure that there exists a supportive and enabling environment.

Table 6.30: In your opinion, which of the following statements best describes what SASSA exists for?

In your opinion, which of the following statements best describes what SASSA exists for?		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	To meet organisational goals	1	2.1	2.1	2.1
	To improve social grants administration	11	22.9	22.9	25.0
	To beat poverty	5	10.4	10.4	35.4
	All of the above	30	62.5	62.5	97.9
	None of the above	1	2.1	2.1	100.0
	Total	48	100.0	100.0	
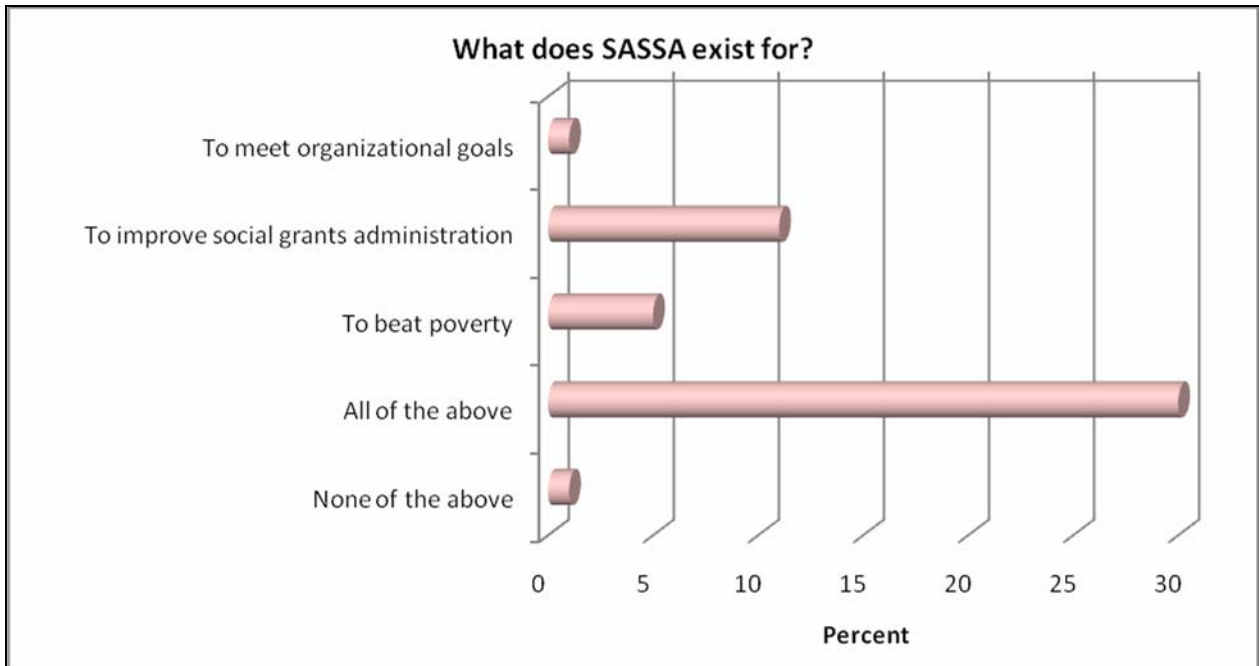
Figure 6.25: What does SASSA exist for?

Most of the staff (almost 98%) believe that the role of SASSA is a combination of the first 3 variables namely to meet organisational goals; to improve social grants administration and to beat poverty. It can be deduced that the organisation has been successful in ensuring that its employees know and understand the vision and mission statement.

Table 6.31: Which of the following best represents SASSA? Efficiency

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	36	75.0	92.3	92.3
	No	3	6.3	7.7	100.0
	Total	39	81.3	100.0	
Missing	System	9	18.8		
	Total	48	100.0		

From Table 6.31, it is noted that the large majority of staff (92.3%) agree that efficiency is an important feature that represents SASSA.

In the SASSA Code of Conduct, the organisation commits itself to the efficient utilization of all the Agency's resources in compliance with the following:

- The Code of Conduct for the Public Service;
- Principles of Batho Pele, as set out in the White Paper for the Transformation of Service Delivery, 1997; and
- The values and principles, which SASSA, as a public entity, ascribes to. Such principles include confidentiality, integrity, fairness, transparency and equitability.

It can be inferred that efficient, economic and effective use of resources are promoted and expenditure is in accordance with the Public Finance Management Act, 1 of 1999 as well as Treasury Regulations. Programme outputs are clearly defined and there is credible evidence that they have been achieved.

Table 6.32: Which of the following best represents SASSA? Integrity

Which of the following best represents SASSA? Integrity					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	22	45.8	88.0	88.0
	No	3	6.3	12.0	100.0
	Total	25	52.1	100.0	
Missing	System	23	47.9		
Total		48	100.0		

The SASSA Code of Ethics document outlines in the preamble that the organisation is committed to organisational integrity. This document has been rolled out to all

266

employees during induction as well as during intermittent human capital management policy rollout sessions. 88% of staff agree that integrity is one of the factors that best represents SASSA's values. It also alludes to the fact that in upholding this value, SASSA ensures that cases of misconduct where a disciplinary hearing has been conducted, comply with the provisions of the Disciplinary Code and Procedures for the Public Service (Julie 2009: 9).

Table 6.33: Which of the following best represents SASSA? Confidentiality

<table>
<tr><td colspan="6">Which of the following best represents SASSA? Confidentiality</td></tr>
<tr><td></td><td></td><td>Frequency</td><td>Percent</td><td>Valid Percent</td><td>Cumulative Percent</td></tr>
<tr><td>Valid</td><td>Yes</td><td>18</td><td>37.5</td><td>78.3</td><td>78.3</td></tr>
<tr><td></td><td>No</td><td>5</td><td>10.4</td><td>21.7</td><td>100.0</td></tr>
<tr><td></td><td>Total</td><td>23</td><td>47.9</td><td>100.0</td><td></td></tr>
<tr><td>Missing</td><td>System</td><td>25</td><td>52.1</td><td></td><td></td></tr>
<tr><td>Total</td><td></td><td>48</td><td>100.0</td><td></td><td></td></tr>
</table>

In the SASSA Ethical Code of Conduct, it is stated that employees must respect the confidentiality of information acquired in the course of their work and must not disclose any such information to a third party without specific authority or unless there is a legal or professional duty to disclose it, nor should confidential information be used for personal advantage or for the advantage of the third party. This is an important aspect in the administration of grants as disclosure of information incorrectly has led to beneficiaries being defrauded by unscrupulous parties previously. However, although 100% of staff are orientated and inducted into this ethical principle, only 78% agreed that it best represented SASSA.

Table 6.34: Which of the following best represents SASSA? Impartiality

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	10	20.8	71.4	71.4
	No	4	8.3	28.6	100.0
	Total	14	29.2	100.0	
Missing	System	34	70.8		
Total		48	100.0		

Almost 72% of respondents agreed that impartiality is an important factor that is best representative of SASSA. Impartiality is also promoted in Section 195 (d) of the RSA Constitution, 108 of 1996 which imperative stipulates that:

"the public service must be governed by the democratic values and principles enshrined in the Constitution, including the following principles: Services must be provided impartially, fairly, equitably and without bias, implying that all citizens must be treated fairly and impartially irrespective of race, religion and gender".

Table 6.35: Which of the following best represents SASSA? Accountability

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	26	54.2	83.9	83.9
	No	5	10.4	16.1	100.0
	Total	31	64.6	100.0	
Missing	System	17	35.4		
Total		48	100.0		

The majority of respondents (84%) agreed that accountability is important in SASSA and this relates to being accountable for the utilization of all resources, including

human and financial resources; being accountable to the customers and stakeholders about whether the service standards have been met and reasons why they have not; and being accountable by publishing an annual report which details all of the above and more and is subjected to an independent audit. SASSA officials are accountable for the delivery of appropriate services and, being accountable, they need to demonstrate that they are providing the services required by the end-users, both in terms of quantity and quality. This means the services must be visible and measurable.

The Promotion of Administrative Justice Act (PAJA), 3 of 2000 was enacted to create a culture of accountability, openness and transparency in the public administration or in the exercise of a public power or the performance of a public function, by giving effect to the right to just administrative action. Accountability also relates to performance management being exerted over all departmental programmes and ensuring fraud prevention plans, based on thorough risk assessments, are in place and are implemented (Sing & Pillay 2008: 573).

On a more practical level at the point of service delivery, staff would need to understand the accountability required when rendering SASSA services, and that the service transaction should be satisfactorily finalized within a particular timeframe, and that utilization of any resource such as a motor vehicle for a home visit, can be justified and accounted for.

Table 6.36: Which of the following best represents SASSA? Honesty

					Cumulative
Which of the following best represents SASSA? Honesty					
		Frequency	Percent	Valid Percent	Percent
Valid	Yes	18	37.5	78.3	78.3
	No	5	10.4	21.7	100.0
	Total	23	47.9	100.0	
Missing	System	25	52.1		
Total		48	100.0		

According to Table 6.36, 78% of staff agreed that honesty is one of the ethical values that best represents SASSA. Honesty is closely aligned to integrity and to fair dealing in operations, finance and other dealings of the Agency. It can be inferred from the high prevalence of fraud and the negative media publicity highlighting fraud and corruption that this principle has not been internalised by all employees and is therefore not practiced fully. For example, two SASSA officials were arrested for allegedly fraudulently registering disability grants in Ulundi District, KZN for over R4 million over a period of 2-3 years (The Mercury, 8 June 2010: 6 & Sowetan, 8 June 2010: 7). On the other hand, 88% of staff in Table 6.33 agreed that integrity best represents SASSA.

Table 6.37: Which of the following best represents SASSA? Representivity

					Cumulative
Which of the following best represents SASSA? Representivity					
		Frequency	Percent	Valid Percent	Percent
Valid	Yes	13	27.1	81.3	81.3
	No	3	6.3	18.8	100.0
	Total	16	33.3	100.0	
Missing	System	32	66.7		
Total		48	100.0		

Section 195 (i) of the RSA Constitution, 108 of 1996, states that public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation. It also encapsulates the fact that SASSA implements diversity management principles (Julie 2009: 10). It is noted from Table 6.39 that 81% of respondents agreed that representivity is important in SASSA.

Overall, the staff ratings of the factors that they considered the best representation of SASSA are summarised in the table that follows:

Table 6.38: Summary of the Factors they consider best representing SASSA

Factors	Percent
Efficiency	92.3
Integrity	88
Confidentiality	78.3
Impartiality	71.4
Accountability	83.9
Honesty	78.3
Representivity	81.3
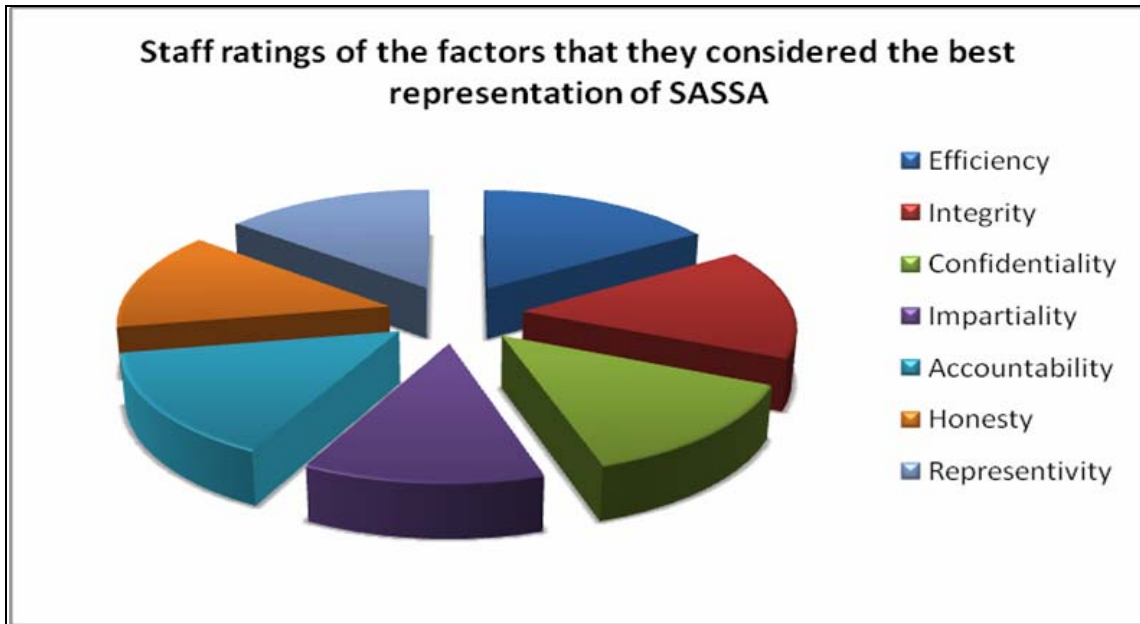
Figure 6.26: Staff Ratings of factors they consider best represents SASSA

In general, the high percentage values indicate that staff considers all of the factors as being important.

Table 6.39: I am aware of the Batho Pele Principles

I am aware of the Batho Pele principles					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	48	100.0	100.0	100.0
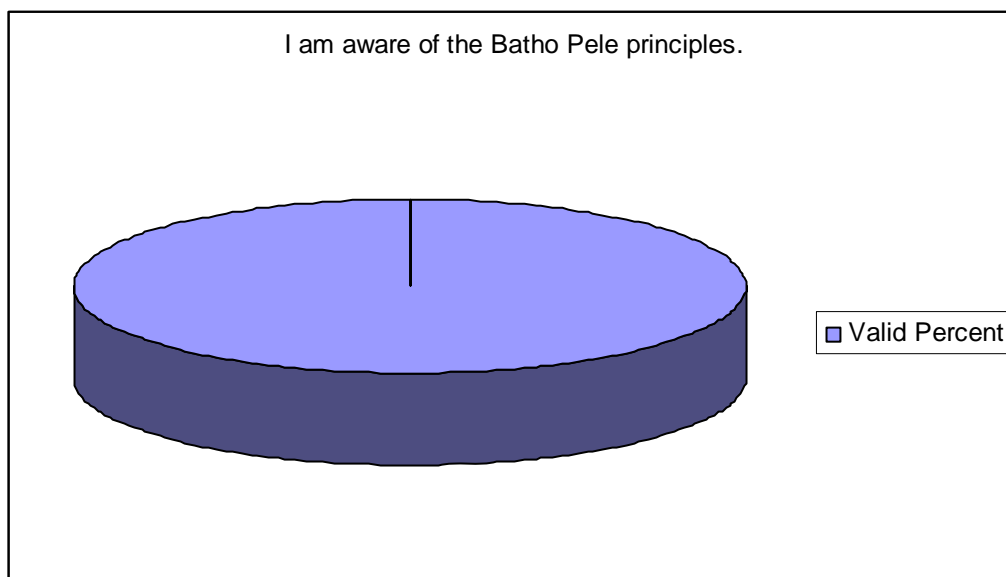
Figure 6.27: Awareness of Batho Pele Principles

All of the staff (100%) indicated that they were aware of the Batho Pele principles. It can be deduced that the organisation has succeeded in its awareness programmes and training initiatives to sensitise all staff to these important principles.

Table 6.40: The Batho Pele principles have improved the quality of life of SASSA customers

The Batho Pele principles have improved the quality of life of SASSA customers					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	2.1	2.1	2.1
	Neither agree nor disagree	8	16.7	16.7	18.8
	Agree	21	43.8	43.8	62.5
	Strongly agree	18	37.5	37.5	100.0
	Total	48	100.0	100.0	

273
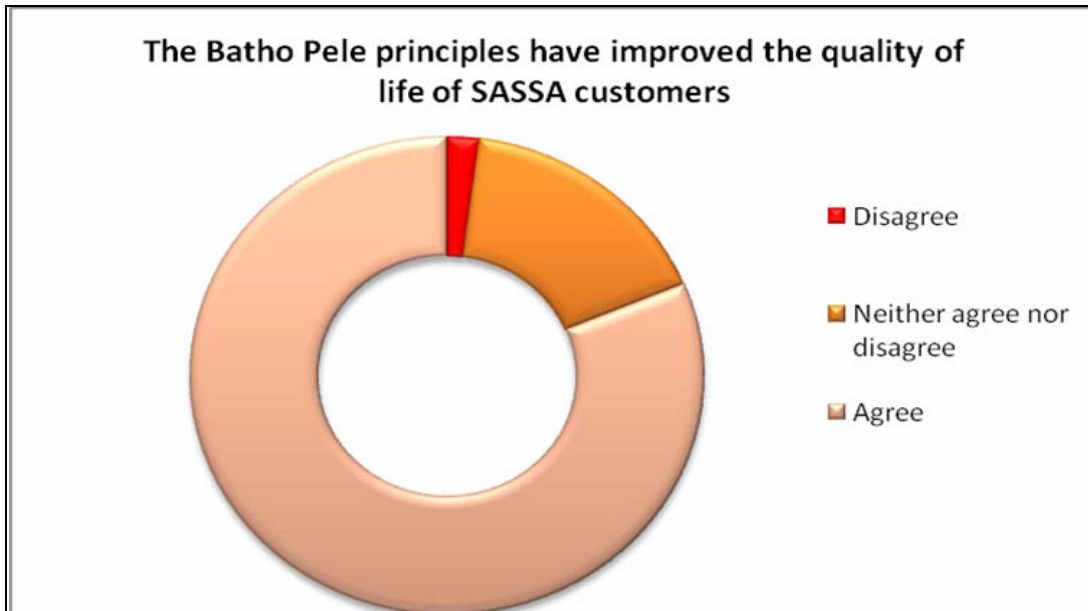
Figure 6.28: The Batho Pele principles have improved the quality of life of SASSA customers

Eighty one percent (81%) of the staff believe that Batho Pele principles have improved the quality of life for SASSA customers. Olivier (2005: 75) argues that improving the quality of life for all South African citizens (*inter alia* by alleviating poverty and suffering) and freeing the potential of each citizen will assist in healing the injustices of the past and ensuring social justice.

It can therefore be deduced that if staff feel that customers are being treated courteously, are being given correct and complete information, and that customers are consulted adequately about SASSA services, it will result in value for money by reducing the number of unnecessary visits that a client would make to a SASSA office, reducing cost and inconvenience thus improving customers quality of life.

Table 6.41: Which of the following Batho Pele principles have been aligned to SASSA's values? Information

Which of the following Batho Pele principles have been aligned to SASSA's values? Information					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	37	77.1	100.0	100.0
Missing	System	11	22.9		
	Total	48	100.0		

From Table 6.41, it is clear that 77% of staff are of the view that the Batho Pele principle of information is aligned to SASSA's values. In SASSA, information is more than just a display of posters and pamphlets in strategic areas. It involves thorough explanations to customers, for example, about the eligibility criteria for grant applications; procedures to be followed when lodging an appeal or making a representation; the updated grant amounts; the type of documentation necessary to undertake various processes; the means test and the method of payment that a client may choose if the application is successful. Full information must be provided on what the customers need to do or take with them in order to access the services, for example, identity documents, birth certificates, and medical histories.

Table 6.42: Which of the following Batho Pele principles have been aligned to SASSA's values? Courtesy

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	36	75.0	97.3	97.3
	No	1	2.1	2.7	100.0
	Total	37	77.1	100.0	
Missing	System	11	22.9		
	Total	48	100.0		

Table header spanning: Which of the following Batho Pele principles have been aligned to SASSA's values? Courtesy

According to the Department of Public Service and Administration (DPSA) document on the Public Service Outreach Initiative of the Tongaat Parliamentary Constituency Office, courtesy 'goes beyond a polite smile. It requires the service providers to empathise with the citizens and treat them with as much consideration and respect, as they would like for themselves.' It has to do with understanding where the customer is coming from and having an innate sensitivity for the plight of the customer who is seeking SASSA services. In addition, customers accessing social grants are affected by poverty but deserve dignity and respect. About 97% of respondents agreed that courtesy was aligned.

Table 6.43: Which of the following Batho Pele principles have been aligned to SASSA's values? Service Standards

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	29	60.4	93.5	93.5
	No	2	4.2	6.5	100.0
	Total	31	64.6	100.0	
Missing	System	17	35.4		
	Total	48	100.0		

There is a high level of agreement (93%) that service standards are aligned. This implies that staff believe that standards are: responsive to customers' needs; meaningful to customers using the service; relate to things or aspects customers find important; and expressed in terms customers can understand. According to the Batho Pele Handbook (2003: 101), before considering service standards, it is necessary to understand what is meant by a standard and the handbook outlines the dictionary definition of a standard as "a basis of measurement" and "a definite level of excellence". Standards must be S.M.A.R.T. In other words they must be: Specific; Measurable; Achievable; Realistic; and Time-bound. Staff respondents feel that these are met in SASSA.

Table 6.44: Which of the following Batho Pele principles have been aligned to SASSA's values? Consultation

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	27	56.3	90.0	90.0
	No	3	6.3	10.0	100.0
	Total	30	62.5	100.0	
Missing	System	18	37.5		
	Total	48	100.0		

It is evident from Table 6.44 above that 90% of respondents agree that consultation is an important SASSA principle that is aligned to the Batho Pele principles. Consultation systems such as written communication, stakeholder fora, and mechanisms whereby customers are consulted about their method of payment, for example, at a bank or a post office, and whether they wish to lodge an appeal if an application is rejected, are some of the consultation systems utilised in SASSA. End-users need to be consulted on the nature, quantity and quality of the services provided otherwise there can be no guarantee that the services provided do, in fact, meet the needs and expectations of customers. The only sure way of providing appropriate and relevant services is to consult with all the stakeholders.

As part of consulting, customer satisfaction can be assessed in various ways, including by: providing suggestions boxes; monitoring the volume and the nature of complaints; conducting surveys; and holding focus groups. The majority of respondents are of the view that these are met in SASSA.

Table 6.45: Which of the following Batho Pele principles have been aligned to SASSA's values? Access

		Frequency	Percent	Valid Percent	Cumulative Percent
Which of the following Batho Pele principles have been aligned to SASSA's values? Access					
Valid	Yes	37	77.1	97.4	97.4
	No	1	2.1	2.6	100.0
	Total	38	79.2	100.0	
Missing	System	10	20.8		
	Total	48	100.0		

It is significant to note that the majority of respondents (97%) are of the opinion that access is aligned appropriately.

Services need to be accessible to all citizens within the area and should cater for people living with disabilities as well. In order to redress past imbalances, SASSA has launched an Integrated Community Rural Outreach Programme (ICROP) to increase access to citizens who are in deep rural areas and who would encounter difficulty in accessing SASSA services. This involves the deployment of a mobile unit and other human and physical resources to make this possible.

Access to SASSA services may also be increased by call centres, toll free lines, proper signage and help desks.

Table 6.46: Which of the following Batho Pele principles have been aligned to SASSA's values? Openness and Transparency

		Frequency	Percent	Valid Percent	Cumulative Percent
Which of the following Batho Pele principles have been aligned to SASSA's values? Openness and Transparency					
Valid	Yes	33	68.8	91.7	91.7
	No	3	6.3	8.3	100.0
	Total	36	75.0	100.0	
Missing	System	12	25.0		
	Total	48	100.0		

Transparency goes hand-in-glove with setting standards for service delivery or else it becomes a fairly meaningless exercise. The other side of the transparency coin is consultation where, for example, in terms of setting standards and making them public, one must accept that the public have the right to comment on those standards, especially if the standards relate to the services they receive (Batho Pele Handbook 2003: 100). Transparency also relates to practical issues such as hosting of meetings, open days, stakeholder fora; annual reports and displaying the names and photographs of staff and managers. Almost 92% of respondents agreed that openness and transparency were aligned.

Table 6.47: Which of the following Batho Pele principles have been aligned to SASSA's values? Value for Money

					Cumulative
		Frequency	Percent	Valid Percent	Percent
Valid	Yes	23	47.9	92.0	92.0
	No	2	4.2	8.0	100.0
	Total	25	52.1	100.0	
Missing	System	23	47.9		
	Total	48	100.0		

It can be observed from Table 6.47 that 92% of respondents agreed that value for money is closely aligned at SASSA with the Batho Pele principles. Value for money would entail, for example, a customer being attended to in full on a particular day and not being asked to return to a service point unnecessarily. The media article in the Edendale Eyethu 19 November 2009, highlights the non-adherence to this when a customer complained that they wait from early in the morning, only to be turned away in the afternoon and asked to come back the next day without being attended to. In addition, the customer is sometimes not given full and complete information on the first visit, resulting in them having to return on numerous occasions due to incomplete documentation.

Table 6.48: Which of the following Batho Pele principles have been aligned to SASSA's values? Redress

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	27	56.3	90.0	90.0
	No	3	6.3	10.0	100.0
	Total	30	62.5	100.0	
Missing	System	18	37.5		
	Total	48	100.0		

It is noted from Table 6.48 that 90% of staff believe that redress is properly aligned. Redress is closely linked to courtesy and involves more than simply apologizing to a customer when services are not delivered as stated; it is about having an attitude of empathy with the predicament of one's customers and this epitomizes the moral spirit of Batho Pele. It is the very essence of respecting the dignity of the people being served and acknowledging their rights to those services, and understanding the fact that the needs and expectations of customers give meaning to the lives of public servants.

The Public Service Commission (2007: 21) found in an evaluation of the principle of redress that in many cases there is a lack of formalisation of the complaints handling systems in terms of developing written guidelines, recording complaints, conducting regular monitoring and evaluation to improve service delivery and reviewing the standards and complaints procedures to determine if they are meeting the Departments' redress and client care objectives.

Table 6.49: Summary of the Batho Pele Principles which have been aligned to SASSA's values?

	Percent
Information	77.1
Courtesy	75
Service Standards	60.4
Consultation	56.3
Access	77.1
Openness and Transparency	68.8
Value for Money	47.9
Redress	56.3
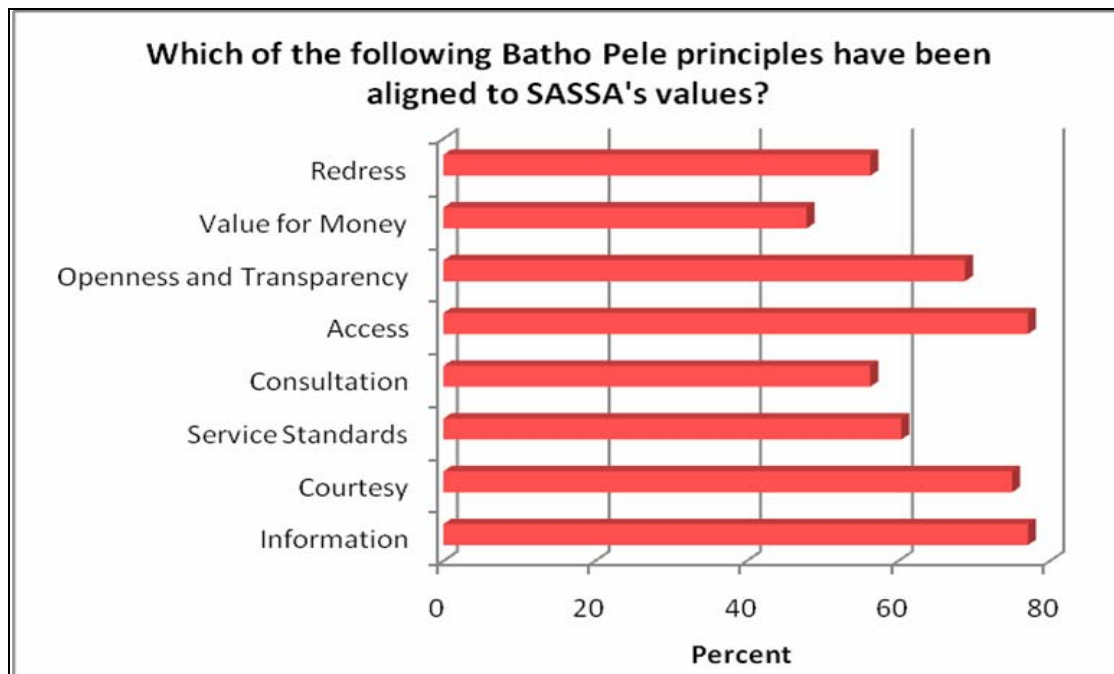
Figure 6.29: Summary of the Batho Pele Principles which have been aligned to SASSA's values

In each instance, except value for money, more than 50% respondents agreed that SASSA's values have been aligned to certain Batho Pele principles as listed above.

Section C:

Since the questions were identical for staff and beneficiaries in Section **C** and Section **B respectively,** a combination of both sets of responses will be presented hereunder.

Below is a summarised mean descriptive analysis of the eight categories that constituted service delivery.

Apart from the mean representation, a gap analysis was done using the maximum score (of 5); this being the ideal.

Table 6.50. Information

	Customers	Staff
Information: Clients are given correct information.	.738	.844
Information: Information to customers is complete.	.642	.835
Information: Clients have access to personal information.	.725	.882
Information: Information is provided in a variety of languages.	.823	.752
Average: Information	0.732	0.828

Table 6.51: Information- Gap Analysis

	Customers		Staff	
Information	Mean	Gap	Mean	Gap
Clients are given correct information.	3.602094	-1.39791	4.125	-0.875
Information to customers is complete.	3.502618	-1.49738	3.916667	-1.08333
Clients have access to personal information.	2.592593	-2.40741	3.395833	-1.60417
Information is provided in a variety of languages.	2.642105	-2.35789	3.425532	-1.57447
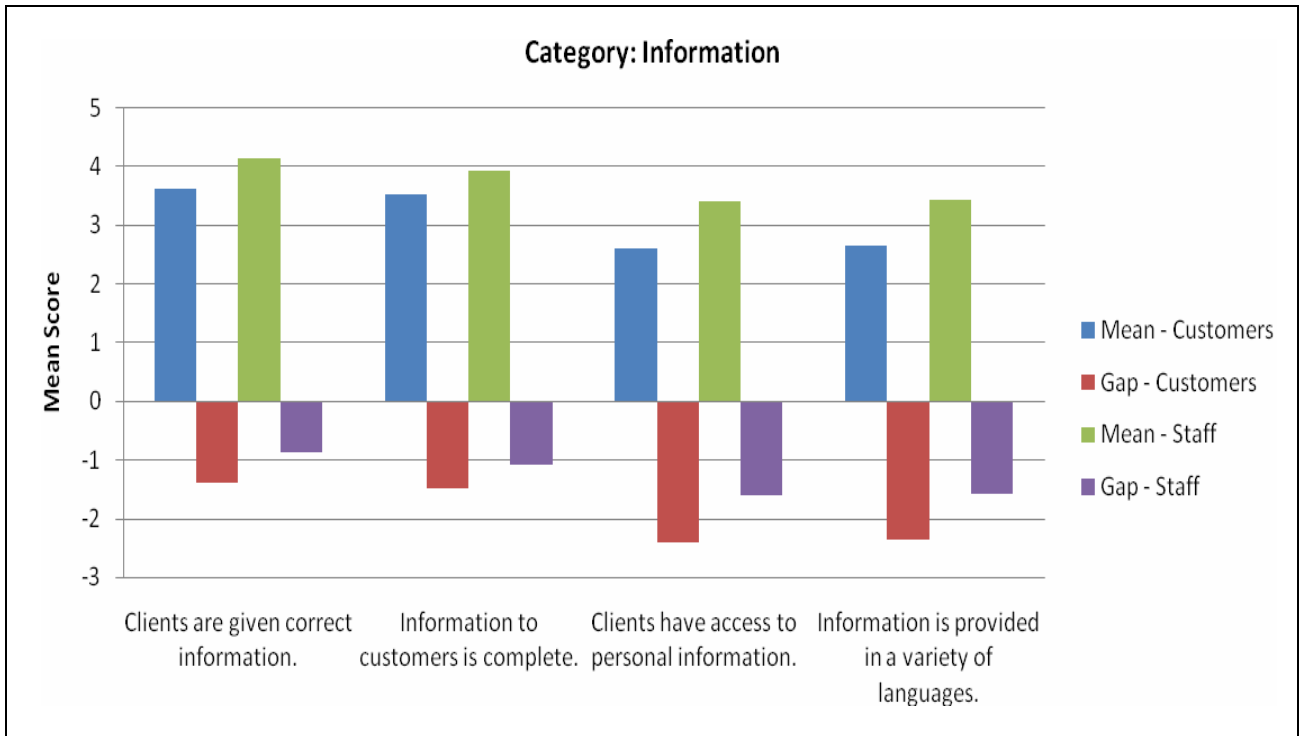
Figure 6.30: Information

The mean score for this category is 3.1 and the mean gap score is -1.9 for customers. For staff, the mean score was 3.7 with a mean gap score of -1.3.

This indicates that there were as many customer respondents who agreed with statements as there were those who disagreed. The graph indicates that the first two statements scored similarly as did the second two statements. The mean responses for the first two questions are higher than the last two for customers. In general, a gap difference of 2 shows that entire perception changes are required. Statements 3 and 4 have large negative gaps, indicating that these two variables require attention. The Promotion of Access to Information Act commits the public service to making information available to customers and is tangible proof that this has to be adhered to. However, many customers were dissatisfied about access to personal information as well as receiving information in a number of languages.

For staff, the mean score is close to 4, which aligns with agreement. It is noted that staff perceptions are higher than those of customers. This implies that staff believe that the levels of information dissemination are acceptable, whilst customers perceive otherwise. This is also verified using the t-test at the end of the analysis for this category. Robbins (2009: 278) cautions against information overload as it may cause the recipient to ignore, pass over or forget important information because they are unable to process it and, this results in less effective communication.

Table 6.52: Service Standards

	Customers		Staff	
Service Standards	Mean	Gap	Mean	Gap
Applications are completed in 1 day	3.753927	-1.24607	4.5	-0.5
Outcomes of applications are issued on the same day	3.727749	-1.27225	4.5625	-0.4375
Service standards are realistic	3.421053	-1.57895	3.958333	-1.04167
Service standards are displayed to all potential users of SASSA services	3.052356	-1.94764	3.5	-1.5
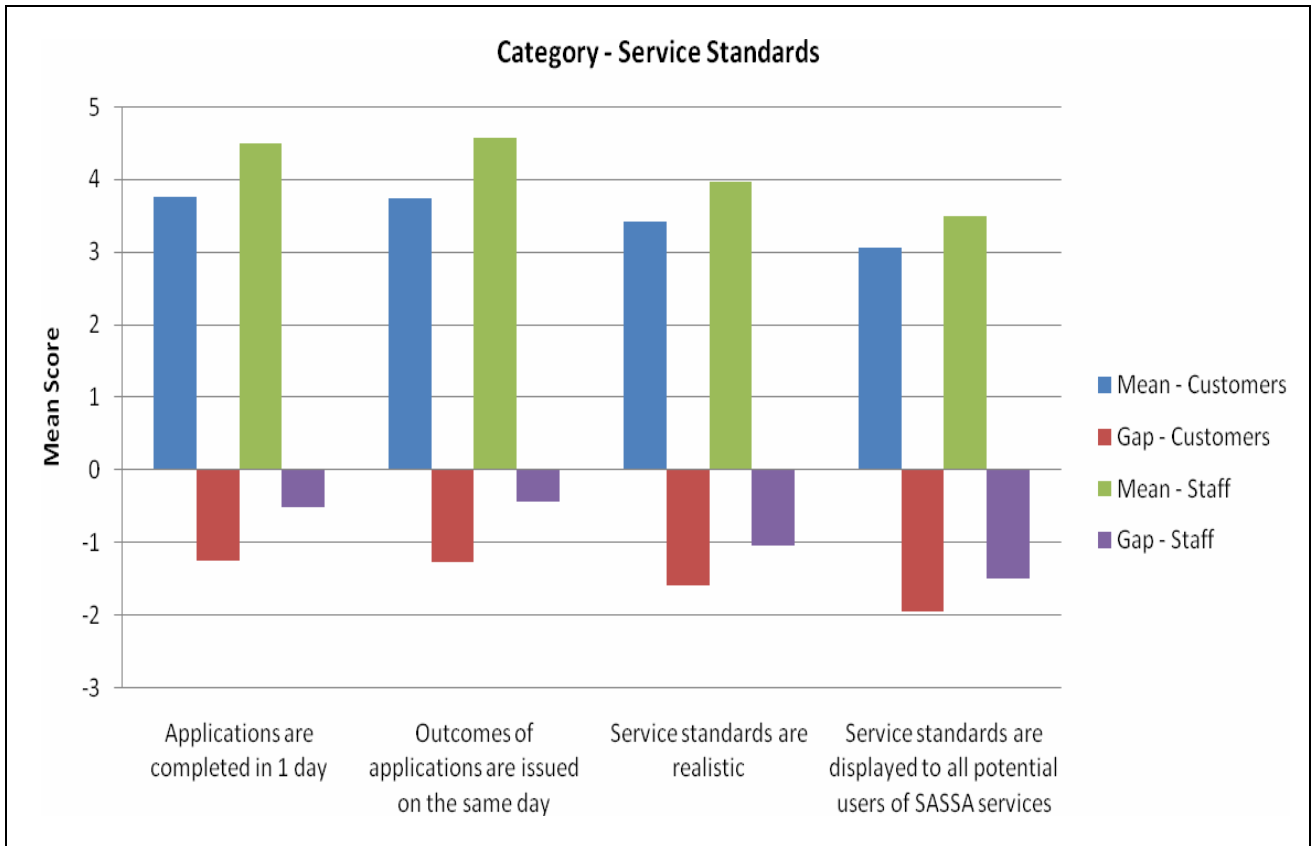
Figure 6.31: Service Standards

The mean score for this category is 3.5 and the mean gap score is -1.5 for customers. For staff, the mean score was 4.1 with a mean gap score of -0.9.

For customers, the first 2 statements in particular, tend towards agreement. Customers are generally satisfied with the 1-day service. However, the last statement score indicates that certain groupings of respondents do not believe that service standards are displayed to all users. These standards may include the display of a Service Charter, which details the type, quantity, frequency and location of the service to be provided; service standards booklets; service standards manuals; service commitment charters and service level agreements.

The gaps are generally smaller for customers for all variables except the last one. (It is important to note that even though gaps may be small, the fact that a gap exists means that some form of intervention is required.)

Staff perceive that their service standards are of an acceptable level (4.1). It is noted that staff score higher than customers. The staff have a perception of satisfactory service standards, i.e. they believe that they are doing a good job. However, customers feel otherwise, and this is verified using the t-test comparison at the end of this section.

The then Minister of Public Service and Administration, the Honourable Dr. Zola Skweiya, noted in his Forewood to the White Paper in 1997 "…. A key part of Batho Pele is a relentless search for increased efficiency and the reduction of wastage within the Public Service. Every rand wasted in cumbersome and inefficient processes, in delays and duplication, is money that could be invested in improving services. The aim is to progressively raise standards of service, especially for those whose access to public services has been limited in the past and whose needs are greatest" (Public Service Commission 2006: 20).

Table 6.53: Courtesy

	Customers		Staff	
Courtesy	Mean	Gap	Mean	Gap
Staff are courteous and respectful to clients	3.602094	-1.39791	3.9375	-1.0625
Staff adhere to the specified code of conduct	3.426316	-1.57368	3.833333	-1.16667
Staff are identified by name	3.305556	-1.69444	4.404255	-0.59574
Staff performance is monitored regularly	3.038251	-1.96175	4.0625	-0.9375
Front line staff provide feedback to supervisors to improve customer care	3.005348	-1.99465	3.854167	-1.14583
Staff receive training on customer care	3.13089	-1.86911	3.645833	-1.35417
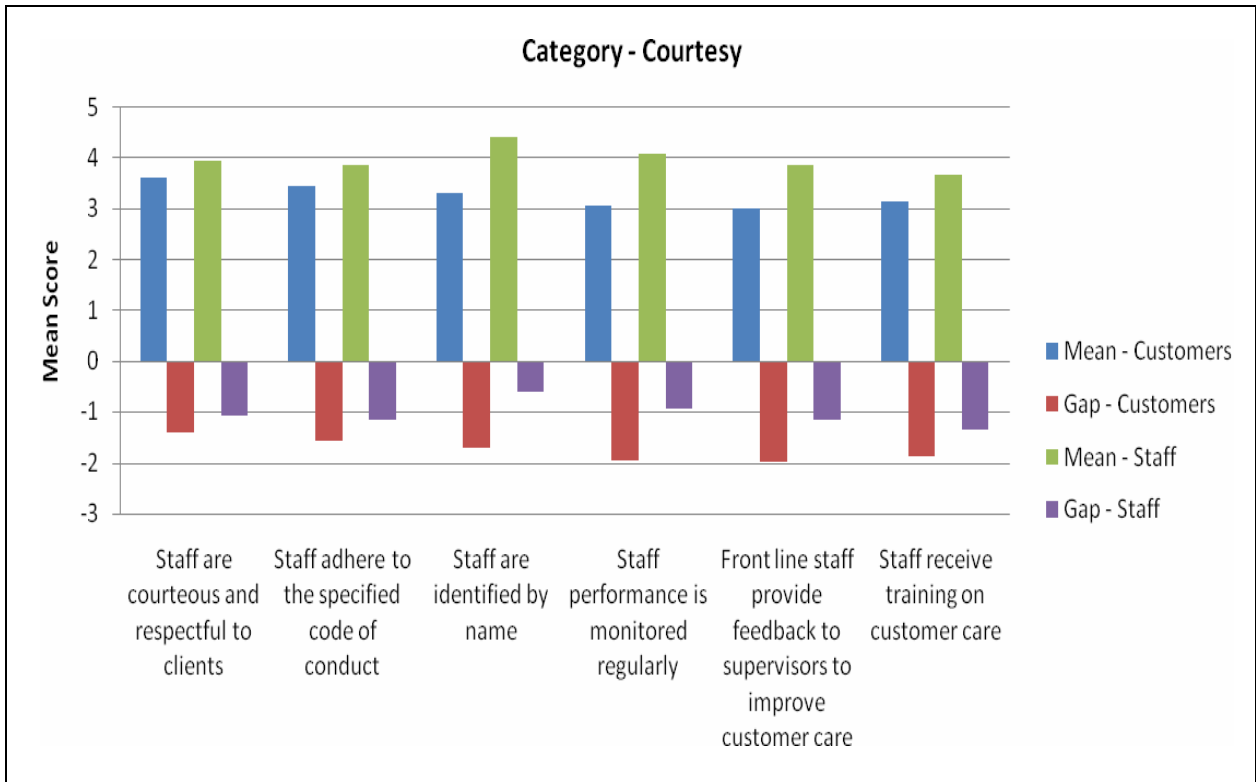
Figure 6.32: Courtesy

The mean score for this category is 3.3 and the mean gap score is -1.7 for customers. For staff, the mean score was 4.0 with a mean gap score of -1.0.

Since the average is close to the neutral score of 3 for customers, the implication is that there were as many customers who felt that they had been treated well as there were who felt otherwise. In this category, the researcher realised that it was difficult for customers to be aware of all staff related matters relating to training and monitoring of performance. Examples such as seeing a supervisor liaise with individual staff members about particular cases, and the manner in which staff addressed clients, answered the telephone and completed applications gave the customers some idea about this.

Again, staff perception is that they are courteous. However, the t-test analysis shows that customers do not, in general, perceive this to be the case. This is an

area that requires management attention as customers have not realised the benefit of SASSA appointing customer care practitioners; having a customer care plan; investing in customer care training and development.

Table 6.54: Consultation

	Customers		Staff	
Consultation	Mean	Gap	Mean	Gap
Clients are consulted about method of payment	3.921466	-1.07853	4.333333	-0.66667
Stakeholders are engaged to determine services to be provided	3.365591	-1.63441	4.041667	-0.95833
Customers are allowed to choose service points	4.492147	-0.50785	4.333333	-0.66667
Consultation influences decision making about deployment of resources	2.994709	-2.00529	4.020833	-0.97917
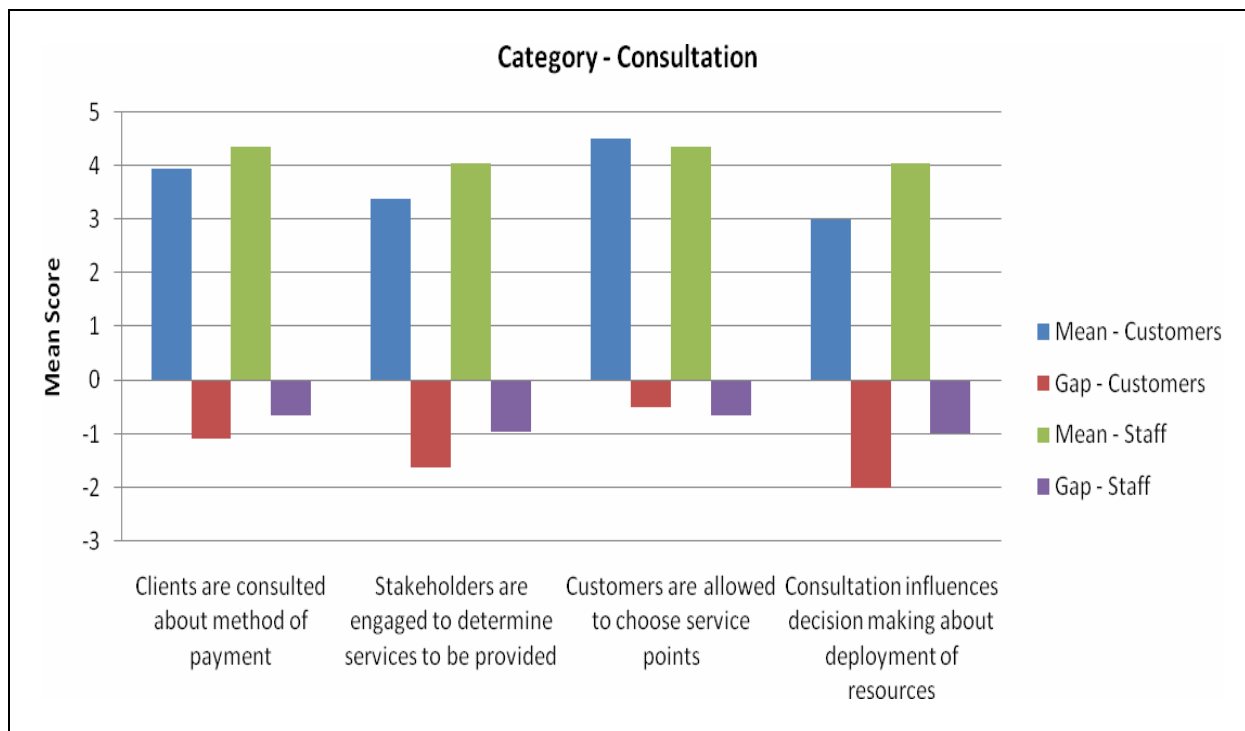
Figure 6.33: Consultation

The mean score for this category is 3.7 and the mean gap score is -1.3 for customers. For staff, the mean score was 4.2 with a mean gap score of -0.8.

There is agreement amongst the customers with reference to the method of payment and the choice of service points. The gap score is mainly as a result of variables 2 and 4 which relate to stakeholder consultation and deployment of resources after role-players are consulted. It can be inferred that customers are not fully aware of SASSA's participation in Imbizo's, Roadshows, stakeholder fora and joint meetings with service delivery partners. An example of consultation also occurs when communities are consulted about the change of pay-points during decentralization from, for example, a post office to a community hall. Customer responses reflect that there is a need for greater awareness of public consultation and information, and SASSA should aim to ensure more vigorous public participation to ensure enhanced accountability to customers.

Staff also tended to score along similar lines for those variables.

Table 6.55: Access

	Customers		Staff	
Access	Mean	Gap	Mean	Gap
SASSA service points are accessible to customers	3.5	-1.5	4.145833	-0.85417
Clients have access to information	2.763158	-2.23684	4.020833	-0.97917
Service offices are accessible to persons with disabilities	3.063158	-1.93684	3.291667	-1.70833
Sensitivity to cultural diversity assists to remove cultural barriers to access	3.048387	-1.95161	3.574468	-1.42553
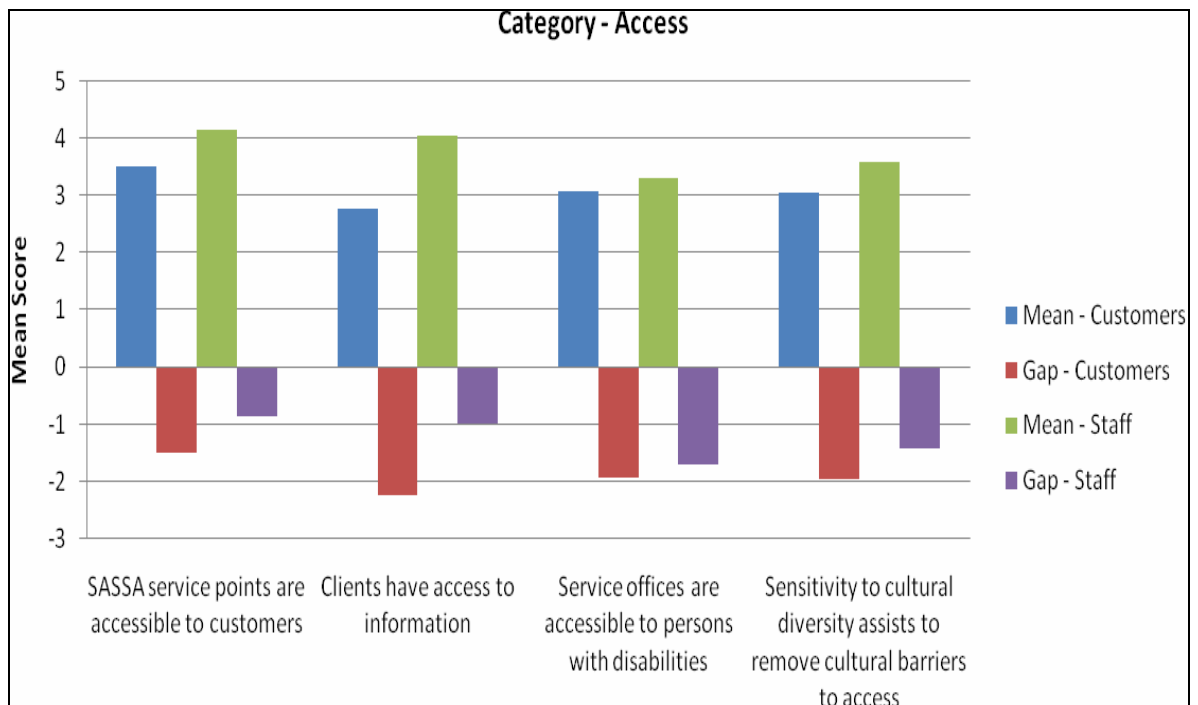
Figure 6.34: Access

The mean score for this category is 3.1 and the mean gap score is -1.9 for customers. For staff, the mean score was 3.8 with a mean gap score of -1.2.

The overall large gap score indicates that all customers are not satisfied with the variables that constitute this category. Variables 2, 3 and 4 in particular are found be severely lacking as they have the largest gaps. The average score is close to the score for neutrality, which again implies that there are many satisfied customers as there are who are not.

With respect to access, studies undertaken in 2008 on the Review of the Child Support Grant found that it is of concern that those who were poor enough to be eligible for the CSG continue to have lower levels of access to basic services than those who were better able to support themselves, supporting the fact that there is definitely a rural-urban bias (Review of the Child Support Grant 2008: 27).

Embracing and respecting cultural diversity is an important transformation initiative and customers need to be treated with dignity and respect in accordance with the Batho Pele principles, and to be given the same rights regardless of race, language, religion, or political affiliation. There is a large gap in this area between staff and customer perceptions, and this therefore has significance for SASSA management to note in general.

Table 6.56: Redress

	Customers		Staff	
Redress	Mean	Gap	Mean	Gap
All service points have a complaints procedure	2.895288	-2.10471	3.770833	-1.22917
Customer complaints are reviewed regularly	3	-2	3.791667	-1.20833
Staff address customer complaints swiftly	3.15508	-1.84492	3.818182	-1.18182
Complaints are dealt with effectively	3.223404	-1.7766	3.978723	-1.02128
Staff are trained on complaints handling procedures	3.063158	-1.93684	3.520833	-1.47917
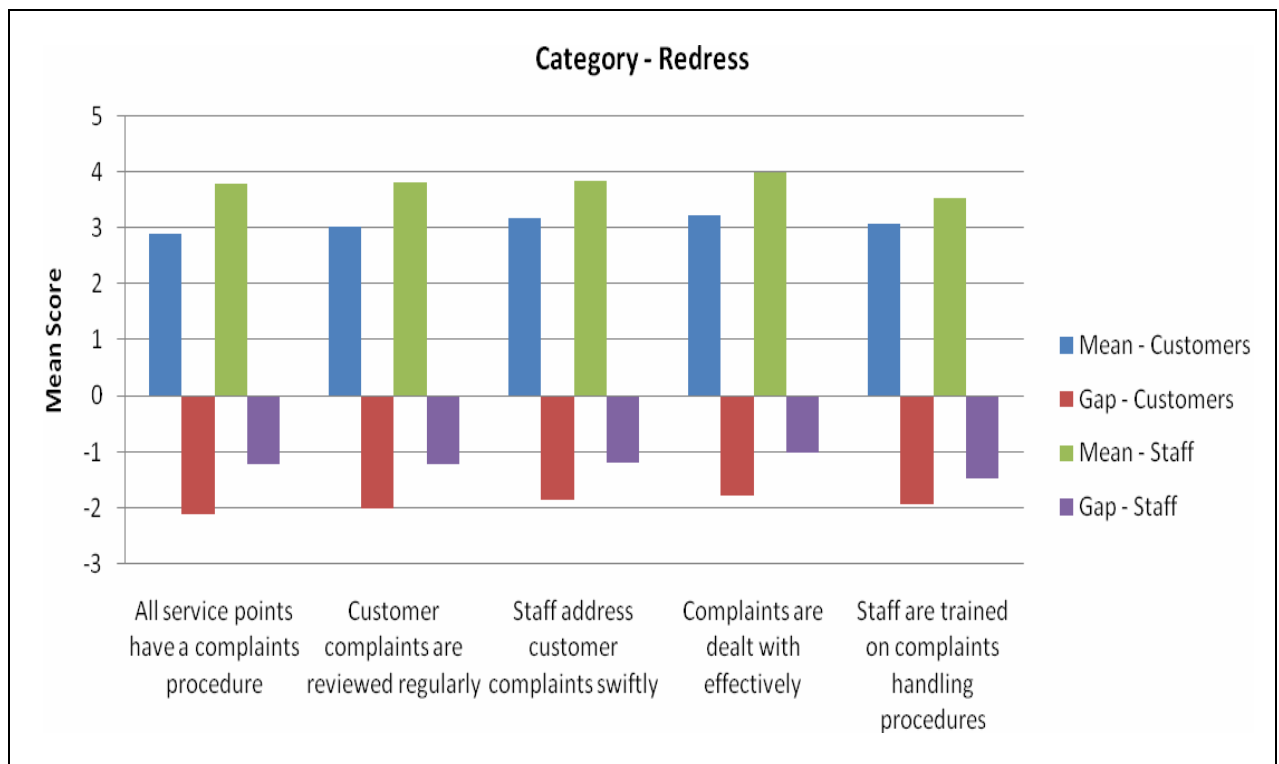
Figure 6.35: Redress

The mean score for this category is 3.1 and the mean gap score is -1.9 for customers. For staff, the mean score was 3.8 with a mean gap score of -1.2.

It is noted here that, for customers, the average score across the variables is close to 3, and that the gap scores are all close to -2. Again, the mean score of 3 implies that there were as many satisfied customers as there were those who were dissatisfied.

The large gap scores indicate that all the variables in this category need to be attended to. Customers obviously feel that complaints are not dealt with in the manner that they should be, while staff on the other hand, believe that they do address complaints in an efficient manner.

The Public Service Commission Report (2007: 15) highlights the fact that complaints systems must adhere to principles of accessibility, speediness, fairness, confidentiality, responsiveness, be reviewed and provide for staff training. Some customers are of the opinion that some, if not all, of these principles for redress are not being met in SASSA.

Table 6.57: Value for Money

	Customers		Staff	
Value for Money	Mean	Gap	Mean	Gap
The one day turnaround time ensures clients receive cost effective services	3.890052	-1.10995	4.5	-0.5
Customer queries are handled efficiently the first time around	3.652632	-1.34737	3.916667	-1.08333
Procedures are simplified to reduce inefficiency	3.684211	-1.31579	3.895833	-1.10417
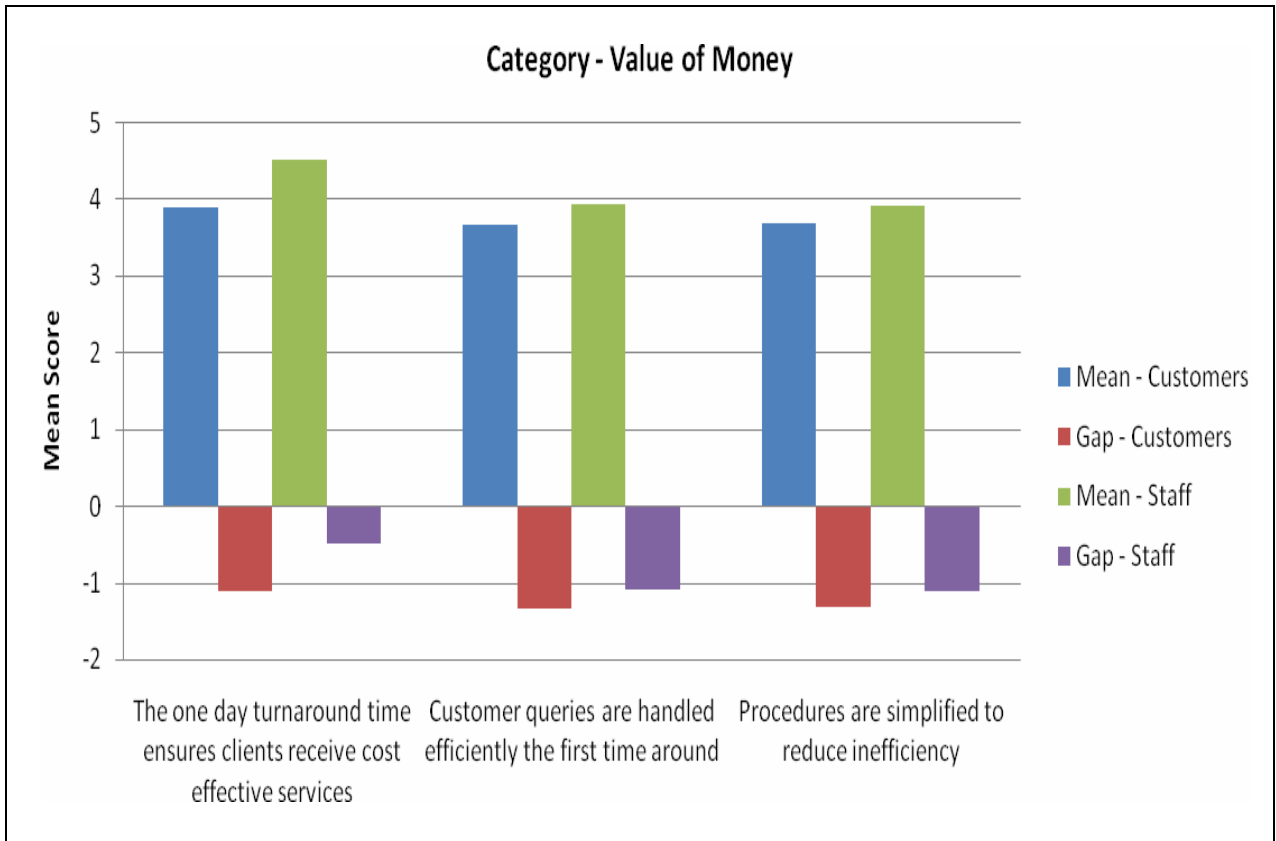
Figure 6.36: Value for Money

The mean score for this category is 3.7 and the mean gap score is -1.3 for customers. For staff, the mean score was 4.1 with a mean gap score of -0.9.

There is closer agreement for the variables in this category amongst customers as indicated by the mean score.

Even though staff scores are slightly different, the differences are significant (as per the t-test table). Customers may be generally satisfied, but the staff believe that they (staff) are performing at a level higher than at which customers perceive.

One of the Batho Pele principles is value for money which is a utilitarian value that encourages efficiency as services should be provided efficiently and cost-effectively

to citizens (Batho Pele White Paper 1997: 15). The resulting efficiency savings should then be ploughed back into extended services.

Table 6.58: Openness and Transparency

	Customers		Staff	
Openness and Transparency	Mean	Gap	Mean	Gap
Customers are made aware of service targets	2.842105	-2.15789	3.833333	-1.16667
An annual report is published	2.359788	-2.64021	3.145833	-1.85417
Reports to citizens are publicized widely	2.347368	-2.65263	3	-2
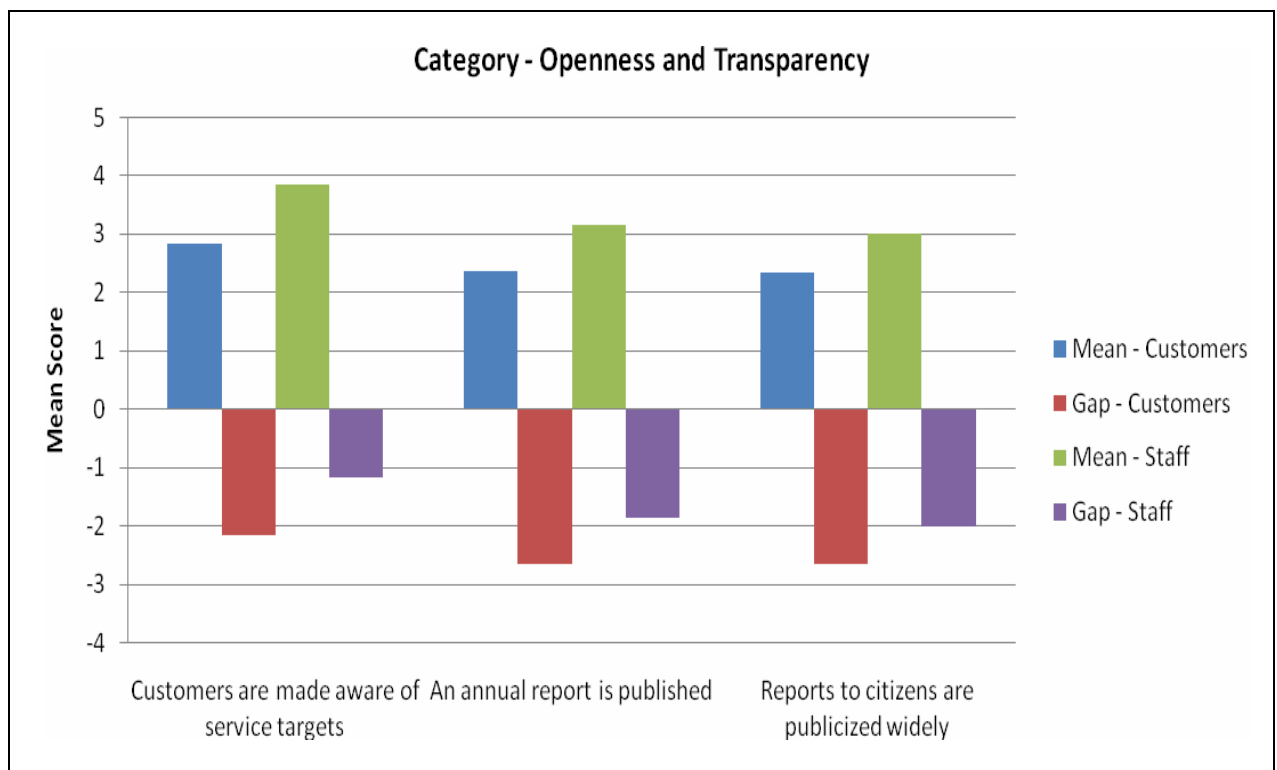
Figure 6.37: Openness and Transparency

The mean score for this category is 2.5 and the mean gap score is -2.5 for customers. For staff, the mean score was 3.3 with a mean gap score of -1.7.

For customers, the average score tends towards disagreement for all the variables. This has resulted in the large gap score. Some staff on the other hand, believe that they are open with customers in all their dealings, whilst others are not. This can be determined from the mean score of 3.3 which is close to neutrality. Section 195 of the Constitution of the Republic of South Africa, 108 of 1996, focuses on the provision of timely, accessible and accurate information to foster transparency. This is an area of concern for SASSA management as it indicates that staff and customers are not convinced that the organisation undertakes its operations with openness and transparency.

Problem Areas – Customers and Staff

The table below gives the mean average ranks of the perceived problem areas.

Table 6.59: Ranking of Perceived Problem Areas

	Customers	Staff	Average Rank
Staff shortages	2.37	3.81	3.09
Waiting areas	2.89	5.5	4.20
Poor staff attitude	4.09	5.73	4.91
Communication with customers	4.51	5.88	5.20
Training of staff	5.08	4.52	4.8
Inadequate computers	5.15	3.94	4.55
Lack of sufficient vehicles	6.8	4.27	5.54
Bureaucracy	6.96	7.56	7.26
Poor infrastructure	7.52	4.35	5.94
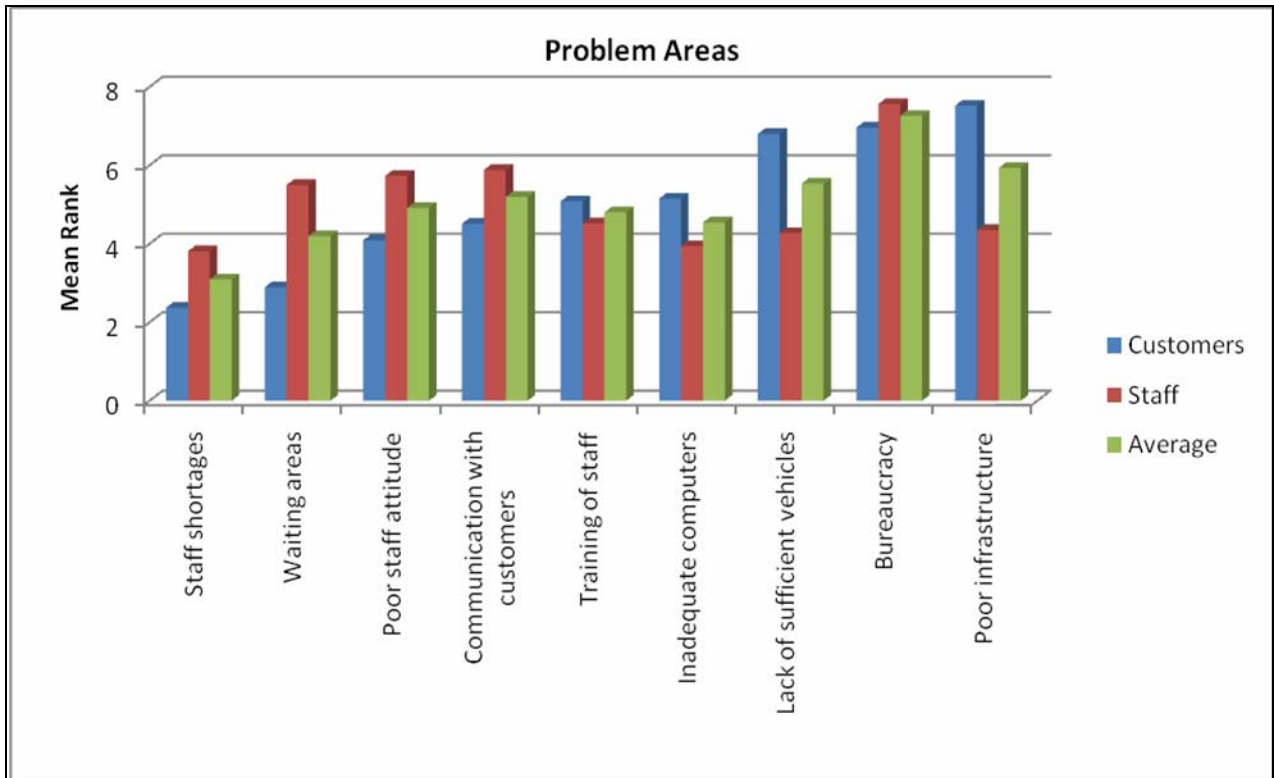
Figure 6.38: Perceived Problem Areas in SASSA

Customers and staff show some agreement that bureaucracy is a problem, but that it is not a major concern due to its low ranking (approximately 7). It is striking to note that both groupings identify staff shortages as the most important problem area (lowest ranking scores). This is evident from the customer responses on how long they had to wait before being attended to, as well that they were turned away and asked to return on another day.

There was a significant difference between customer and staff ranking of waiting areas being a problem as customer expectations far exceeded that of staff. Customers ranked this as the second most important problem while staff ranked it as the sixth most pressing problem. Customers' perceptions would have been based on the size and adequacy of the space, the type of shelter that was provided, namely in a hall, parking lot, open air etc. as well as whether there were chairs to sit on as they often spend a few hours at a SASSA office.

On the other hand, staff felt that a shortage of computers was the second most important problem that hindered efficient service delivery. In SASSA, computers are used extensively in all business processes from screening, to verification, to authorization and awarding letters of outcomes.

The other two areas where there was a marked difference in customer perceptions was that of poor staff attitude and communication with customers. On the one hand, customers felt that these were very important problem areas that required attention (ranking third and fourth respectively), while the staff were of the view that communication and poor staff attitude were not a major problem as they were ranked eighth and seventh respectively, just after bureaucracy. The manner in which the staff perceive their interaction with customers differs significantly from how the customers view the service interaction, and the implication is that this is an area that requires intervention.

Staff also identified resource constraints such as insufficient vehicles, staff training and poor infrastructure as lower ranking than attitudes or communication.

Table 6.60: Methods of Communication - Customers

Preferred method of communication from SASSA	Percent
Written correspondence	10.4
Television	29.7
Newspapers	6.6
All of the above	23.6
Other - Radio	29.7
Total	100.0

Customers prefer any type of communication method. Even though some have preferences for television and radio, about a quarter also favours the first three methods of communication. What is important to note is that information must be disseminated to customers and must be provided in a variety of media and

languages to meet the differing needs of different customers; that contact details must be provided should customers need further information or advice and that all written information be tested on the target audience for readability and comprehensiveness (Public Service Commission 2009: 22).

The results are illustrated in the figure below.
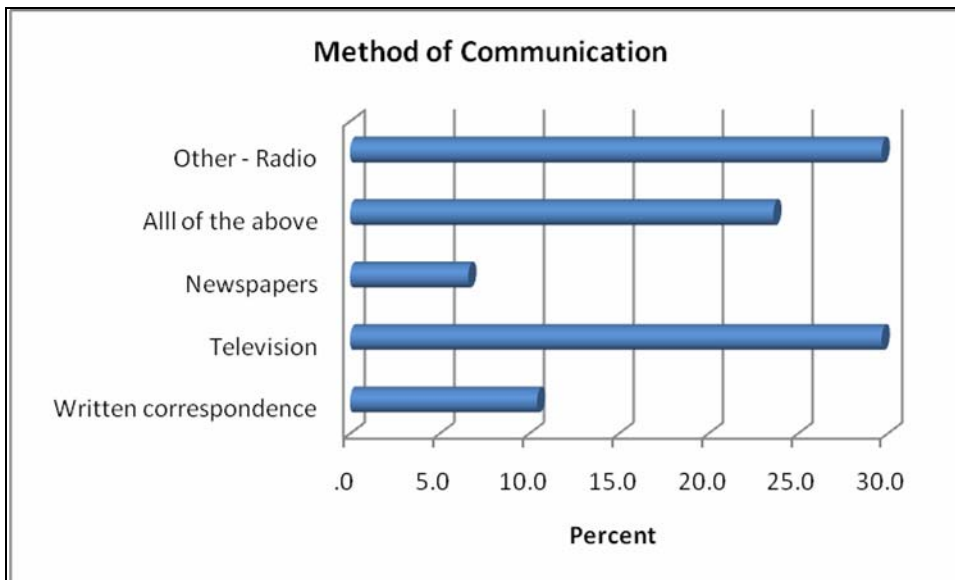
Figure 6.39: Methods of communication

Supervisors / Managers Roles
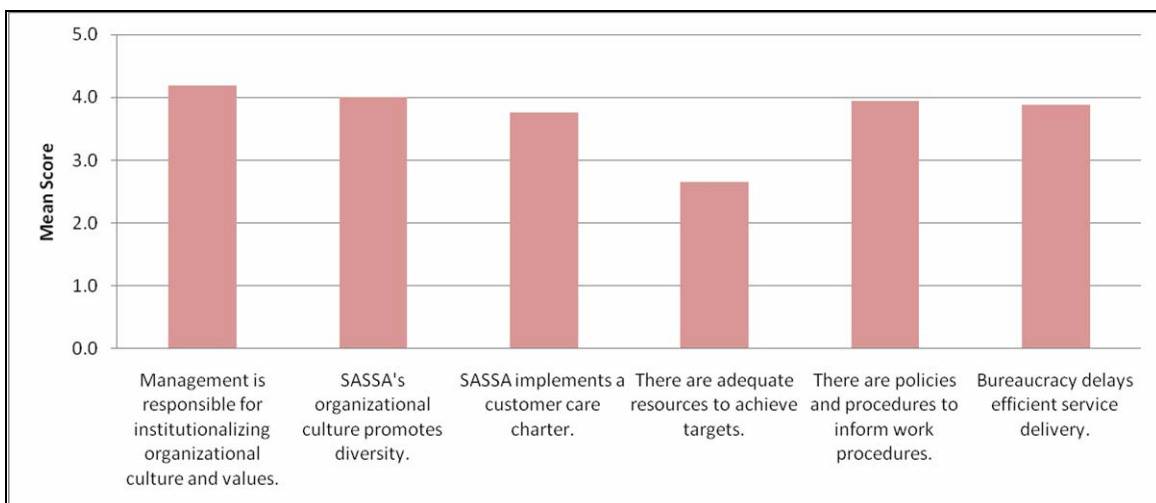
Figure 6.40: Supervisors / Managers Roles

Supervisors / managers agree with all the following statements (mean score of 4):

- Management is responsible for institutionalizing organisational culture and values;
- SASSA's organisational culture promotes diversity;
- SASSA implements a Customer Care Charter;
- There are policies and procedures to inform work procedures; and
- Bureaucracy delays efficient service delivery.

However, staff respondents did not agree that there are adequate resources to achieve targets. These include human resources, financial and physical resources which are deemed to be inadequate for the operational targets.

Table 6.61: Customer Recommendations

Recommendations	Percent	Number of respondents out of 191
Additional staff members and resources such as computers	30.9	59
Outreach programmes	5.2	10
Training staff about customer care	17.3	33
Implement new strategy for all types of grants	3.7	7
Improvement in waiting areas and notice boards	12.0	23
Informing the public of the services offered by SASSA	2.6	5
Improve security	.5	1
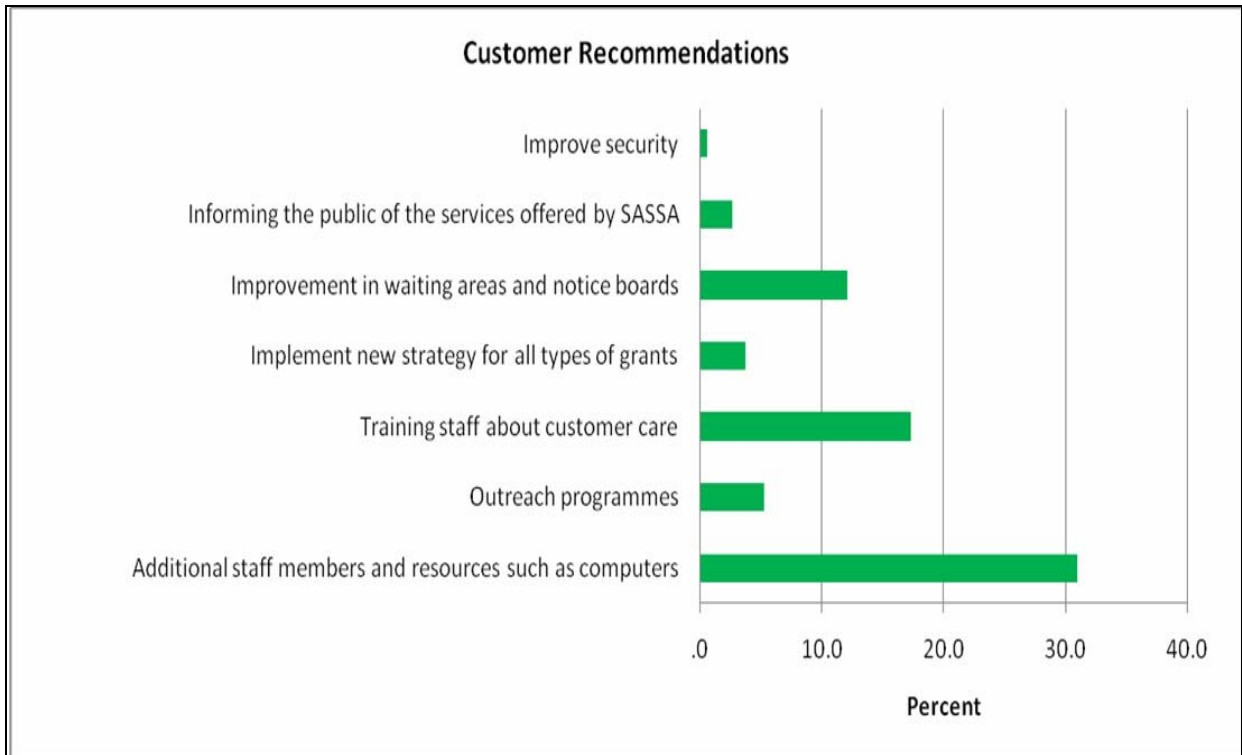
Figure 6.41: Customer Recommendations

The majority of customers surveyed (31%) recommended that SASSA needed to increase its human resource capacity as well as other resources such as computers. This is in line with the ranking of problems where staff shortage was ranked as the most important problem.

A further 17% of customers also stated that staff required training in customer care issues and these would include the Batho Pele principles of courtesy and redress. In the previous section, poor staff attitude came under fire as it was ranked third out of a possibility of nine problem areas. Customers' recommendations to improve waiting areas are also aligned to the ranking of problems and there is no deviation from this.

Only 1% of the respondents felt that security needed to be improved.

It is important to keep in mind that the percentages represented are for a small group of respondents (as per the table above).

Table 6.62: Managers Recommendations

	Percent
Vacant posts to be filled	12.19512
Resources need to be upgraded (OHPs, computers, cellphones, etc)	26.82927
Short courses for isiZulu and other related training	17.07317
Address staff concerns to improve service delivery	9.756098
Security guard houses	2.439024
Infrastructure needs to be improved (creating more office space, etc.)	12.19512
Increase the budget / additional funding	9.756098
Improve staff to customer ratio	4.878049
Delegation of authority: local office managers to deal with urgent matters	2.439024
Address issues of political interference	2.439024
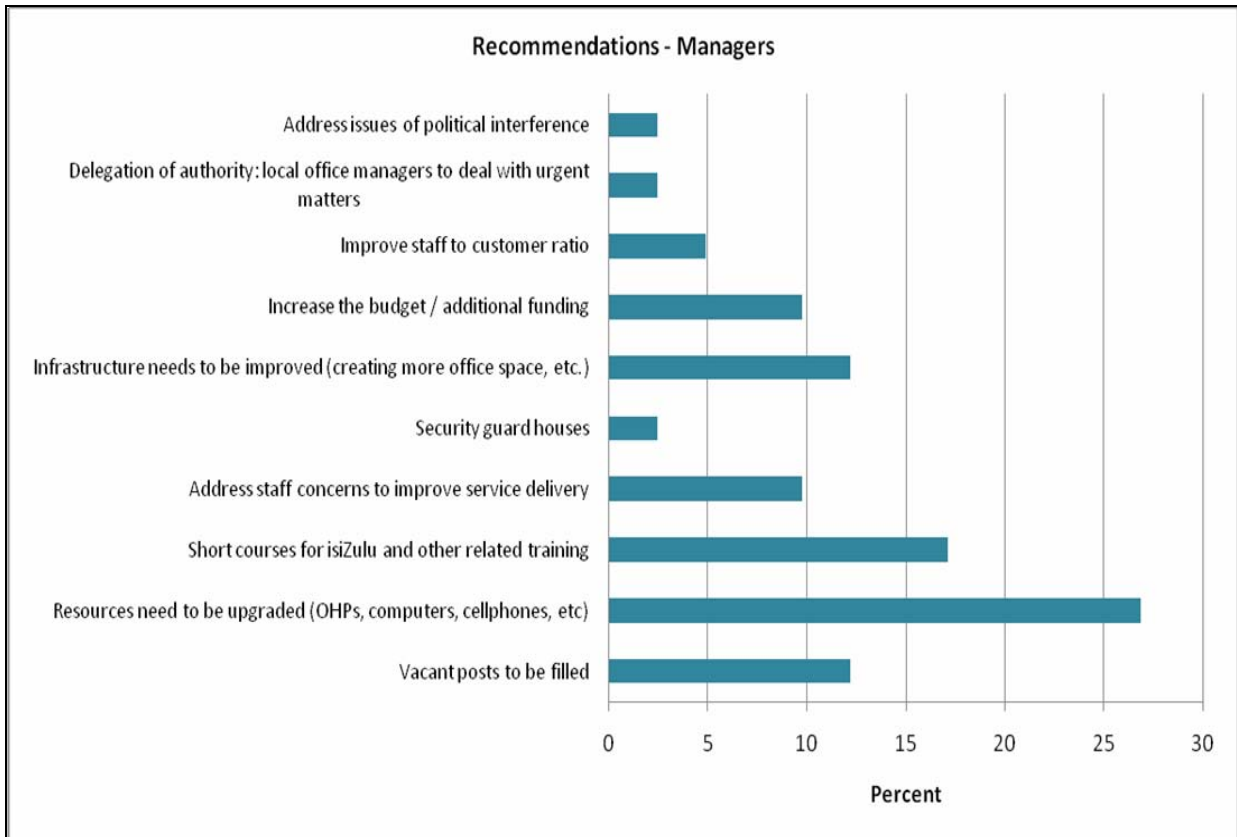
Figure 6.42: Managers Recommendations

Managers have identified the following areas that require the most attention:

- Resources;
- Training;
- Infrastructure; and
- Budget.

Although general staff training was recommended, none of the managers/ supervisors indicated that training in customer care strategies was important. However, there was an indication (17%) that training, including IsiZulu training, is necessary. This again goes back to the communication barriers that may be experienced by non-IsiZulu speaking staff and customers who do not understand English.

Managers and supervisors main concerns were for resources to be increased by filling of vacant posts, increasing the operating budget and improving the infrastructural needs of offices.

Of importance is the fact that delegation of authority was recommended which indicates that there is some centralization of processes and functions which may possibly be hindering efficient and effective service delivery at the point of delivery.

Interviews: Senior Managers

The following section outlines the results of the interviews conducted with SASSA senior managers.

Section A – Demographics

This section focuses on the demographics of senior managers.

Table 6.63: How many people are employed in your organisation?

	Number	**Percent**
A	5	0.4105
B	150	12.315
C	220	18.062
D	400	32.841
E	443	36.371
	1218	**100**

Figure 6.43: Number of people employed in organisation

The responses to this question are very different and range from 5–443 employees. This appeared to be subject to the respondent's interpretation as some managers indicated the number of staff in their particular section, while others gave a figure for the entire district.

Table 6.64: How long have you worked for SASSA (in years)?

	Frequency	Percent
2	3	60.0
2.5	2	40.0
Total	**5**	**100.0**
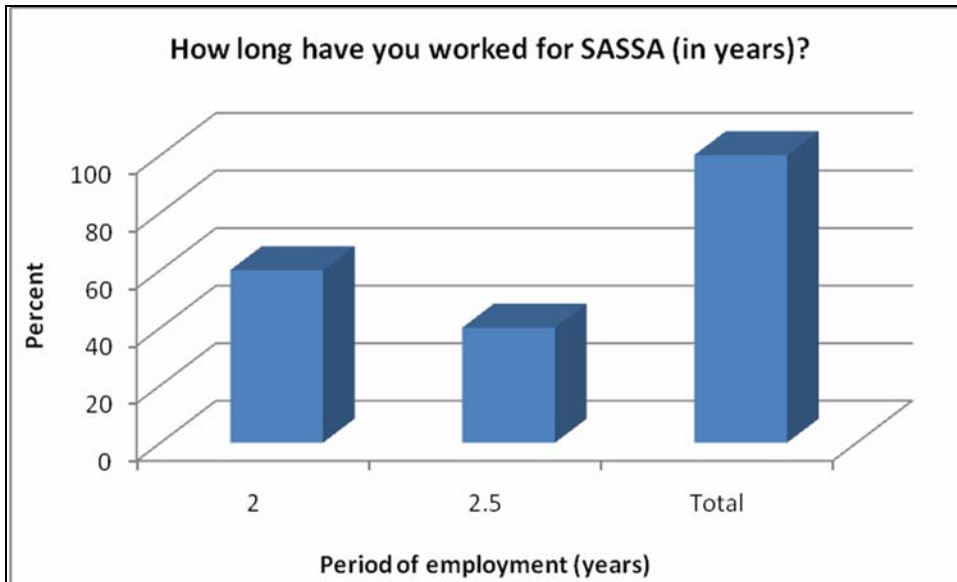
Figure 6.44: Duration of Employment in SASSA

Figure 6.44 depicts that all the managers were employed in SASSA for between 2–2.5 years since SASSA had only been in existence for less than three years at the time of the interview.

Table 6.65: Were you previously employed by the Department of Social Welfare?

	Frequency	Percent
Yes	3	60.0
No	2	40.0
Total	**5**	**100.0**
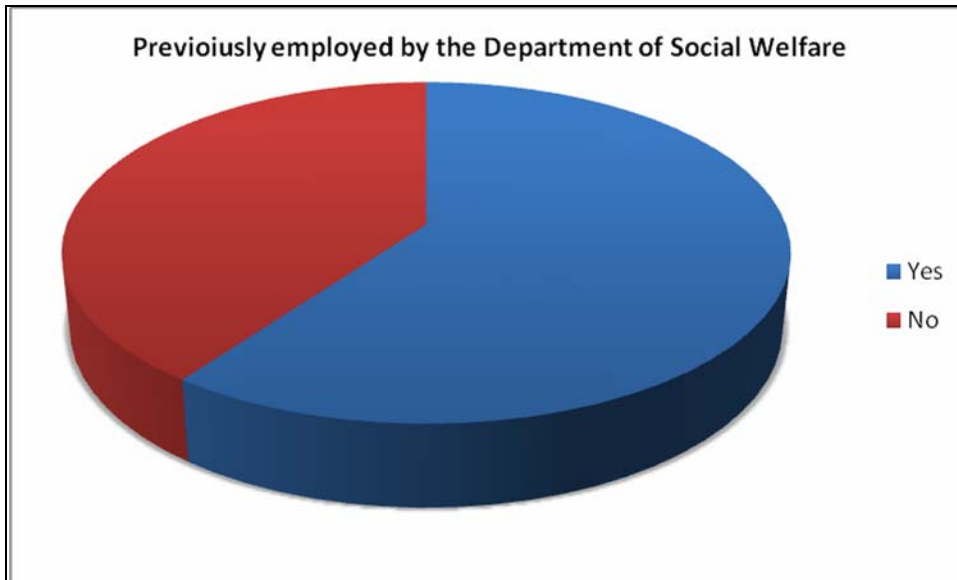
Figure 6.45: Previous employment in Dept. of Social Welfare

About 60% of respondents indicated that they had been previously employed by the Department of Social Welfare. It can be inferred that these managers have previous knowledge and experience in the field of social security. Table 6.67 below highlights that the remaining 40% were employed by the Office of the Auditor General or the Department of Land Affairs.

Table 6.66: Previous employment

Previously employed		
	Frequency	Percent
Missing	1	20.0
Dept of Land Affairs	1	20.0
Dept of Social Development	2	40.0
Office of the Auditor General	1	20.0
Total	**5**	**100.0**

Table 6.67: Gender

	Frequency	Percent
Male	4	80.0
Female	1	20.0
Total	5	100.0
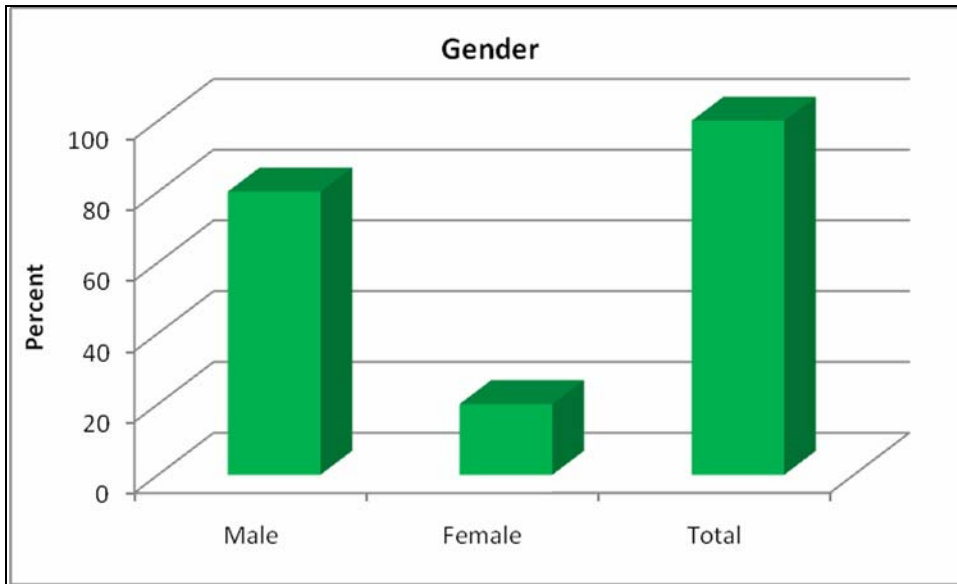
Figure 6.46: Gender distribution of respondents

The gender distribution of Senior Managers was approximately in the ratio of 4: 1 males: females. A true analysis cannot be made from Table 6.68 as to whether SASSA is fulfilling its equity targets for gender at Senior Management level and above due to the small sample. However, as at June 2009, the SASSA KZN organisational profile indicated that there were 66.67% of males and 33.33% of females employed at level 13 and above, which, although not conclusive, indicates that SASSA is not in keeping with the gender target of 1:1 (SASSA KZN Employee Equity Targets, June 2009).

Table 6.68: Population Group

	Frequency	Percent
African	2	40.0
Indian	3	60.0
Total	5	100.0

Indian respondents made up 60% of the total respondents while the remaining 40% were African. In SASSA KZN, there are 72% of Africans, 6.5% Coloureds, 16% Indians and 5.5% of Whites at Senior Management level and above (SASSA KZN Employee Equity Targets, June 2009).

Table 6.69: Nationality

	Frequency	Percent
South African	5	100.0

All the respondents were South African citizens.

Table 6.70: Educational Qualifications

	Frequency	Percent
Technikon	1	20.0
University	4	80.0
Total	5	100.0
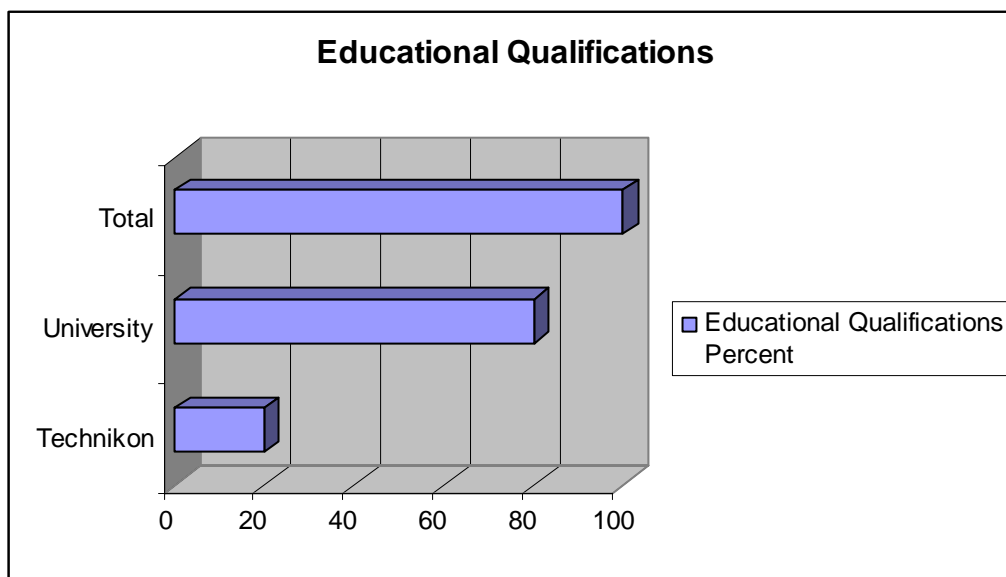
Figure 6.47: Educational qualifications of respondents

A total of 100% of respondents were professional. This correlates closely with the qualifications that respondents possess since all of the respondents had a tertiary qualification. It is deduced that this augurs well for SASSA in that its leaders are well qualified which would add value to their performance outputs.

Table 6.71: Educational Qualifications – Other

	Frequency	Percent
Missing	2	40.0
Diploma in data Matrix Network	1	20.0
Diploma in Public Management and Admin	1	20.0
MBA	1	20.0
Total	5	100.0

It was noted that only one respondent (20%) was in possession of a postgraduate management degree.

Table 6.72: Age

	Frequency	Percent
35 - 44	3	60.0
45 - 54	2	40.0
Total	5	100.0
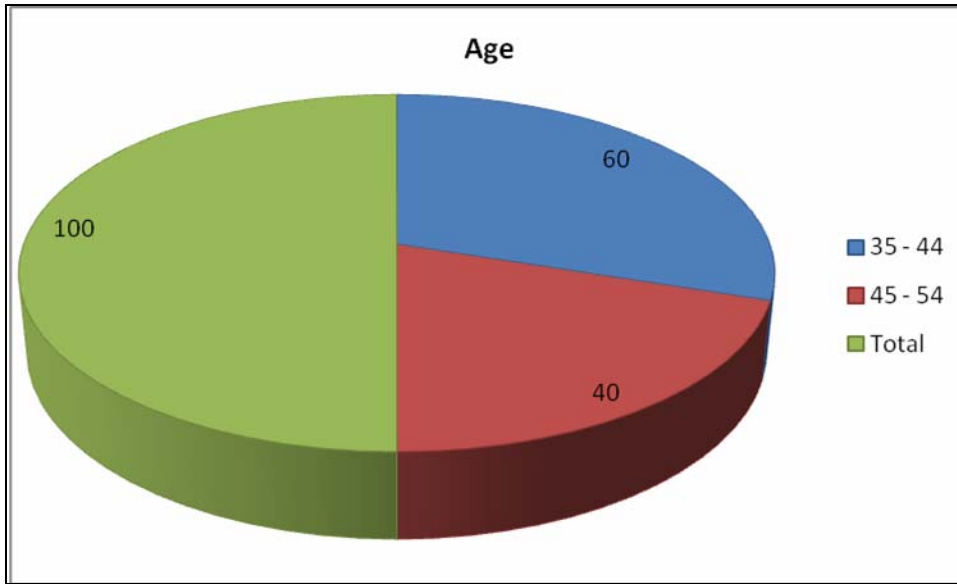
Figure 6.48: Age distribution of respondents

The majority of respondents (60%) were in the 35 – 44 year age group, while 40% fell in the 45–54 age category. The significance of this is that many of the managers, in terms of seniority of age, have embedded experience in public management due to the fact that they were employed in Social Welfare or other public service departments, in the current dispensation.

Table 6.73: Marital Status

	Frequency	Percent
Single	1	20.0
Married	4	80.0
Total	5	100.0

80% of respondents were married.

Section B: Organisation Culture and Values

This section highlights responses from senior managers on organisational culture and values.

Table 6.74: Culture of Diligence Policy

	Percent
SASSA's culture of diligence policy has been widely disseminated.	100.0
Does this policy describe the code of conduct to be followed by SASSA officials?	100.0
Do you think this policy is being adhered to?	40.0
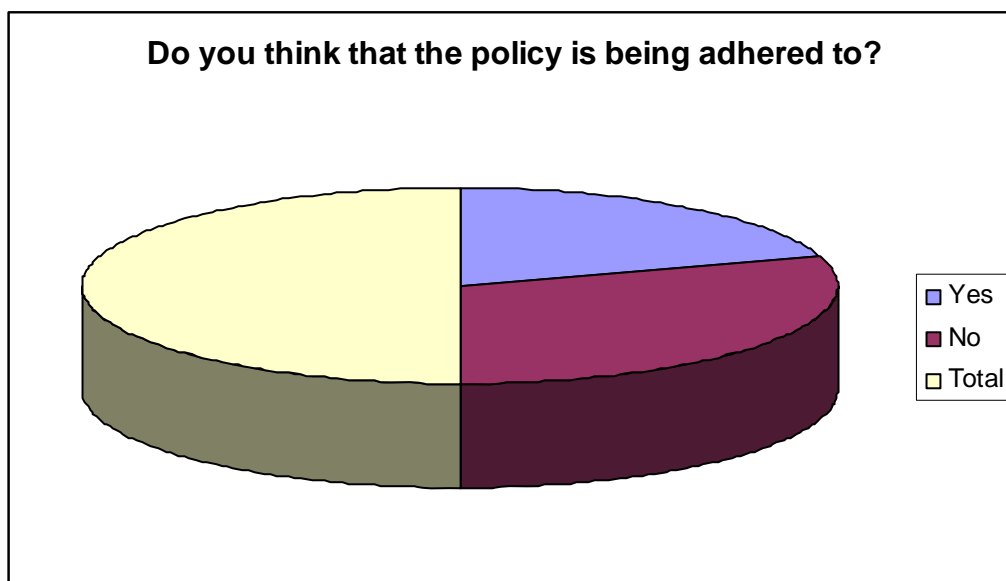
Figure 6.49: Do you think the policy is being adhered to?

Although 100% of the senior managers agreed or strongly agreed that SASSA's culture of diligence policy was widely disseminated and that it describes the code of conduct to be followed by employees, only 40% felt that the policy was being adhered to. This is in contrast to the staff response where 75% of staff agreed that the policy was widely disseminated, 95% agreed that it described the code of conduct and only 73% agreed that the policy was being adhered to.

The Code of Conduct for public servants is referred to in various documents, and Moodali (2001: 128-130) writes that the Batho Pele White Paper links with the Code of Conduct by instructing that, 'the behaviour of all public servants is raised to the level of the best (Batho Pele White Paper 1997: 18). Of equal importance is moral conduct and a code of ethics where public servants should have a genuine desire to serve the public.

Table 6.75: Do you think that this policy is being adhered to? - Comments

	Percent
Outreach programmes - staff work long hours after hours which is not taken into consideration	20.0
There are deviations and corrective actions taken	20.0
Policy is not being adhered to - customer care is poor in local offices	40.0
Geared more towards operations at National and Regional offices, not at local level	20.0
Dress code not taken into consideration	20.0

Reasons that were suggested for deviation from adherence and compliance to the culture of diligence policy were that staff work overtime on outreaches and there is no approved overtime payment; the policy is more suited to back office and administrative sections such as the national and regional offices rather than the local office service points; staff work in inhospitable conditions on outreaches in all types of temperatures and the formal dress code may not be suitable; and staff willfully ignore the policy and require corrective action from managers. It could not

be established at this stage whether these inputs had been forwarded to policy makers of the Code of Conduct.

Table 6.76: What do you understand by organisational culture?

	Percent
Fighting poverty as soon as possible	20.0
How they treat staff and in turn how staff treat clients - operation of the organisation	40.0
By having a good understanding of the function of the organisation in terms of customers needs and how to meet their needs	20.0
Human dignity of all individuals is respected	20.0

A range of responses was elicited from this question where 40% of senior managers indicated that it referred to how the staff are treated within the organisation, and how the staff in turn treat their clients. In equal proportions of 20%, the responses were that organisational culture in SASSA is to fight poverty as soon as possible; to respect the human dignity of all individuals and to have a good understanding of SASSA's clients and how to meet their needs.

Cummings & Worley in Senior & Fleming (2006: 140) state that an organisation's culture is the pattern of assumptions, values and norms that are more or less shared by an organisation's members while Armstrong in Senior & Fleming state that it is the pattern of values, norms, beliefs, attitudes and assumptions that may not have been articulated but shape the ways in which people behave and get things done.

This discussion is significant since it links up to one of the key questions and objectives of the study which is understanding organisational culture and values in SASSA within a Batho Pele perspective and since the senior managers are instrumental in leading the organisation towards the attainment of its vision, their understanding of these concepts is fundamental.

Table 6.77: To what extent does language impact on service delivery?

	Percent
English and Isizulu dominate in KZN	80.0
No problems	20.0

South Africa has eleven official languages of which IsiZulu, the first language of 23.8% of the population, is the most commonly spoken. English is widely understood and is the second language of most South Africans and is the common business language. However, organisations need to try to accommodate the diverse language profile of their staff and customers (2007 mid-year population estimates by Stats SA in Robbins *et al* 2009: 35).

While 20% of respondents felt that there was no problem with language impacting on service delivery, the view of 80% of senior managers was that the predominant languages spoken in KZN are English and IsiZulu. Hence, if an employee cannot communicate in IsiZulu to a customer who does not speak or understand English, it can pose a challenge to the service transaction. The significance of this discussion links up with the key objective of the study which is to examine how Batho Pele principles of equity and redress are being met in an accountable manner and in a way which the customer understands and accepts.

The Public Service Commission (2009: 10) found that in many departments, information is available in local languages to a limited extent, and that English is still the dominant language used.

Table 6.78: Which of the following best represents SASSA?

	Percent
Efficiency	40.0
Integrity	40.0
Confidentiality	60.0
Impartiality	40.0
Accountability	60.0
Honesty	20.0
Representivity	20.0
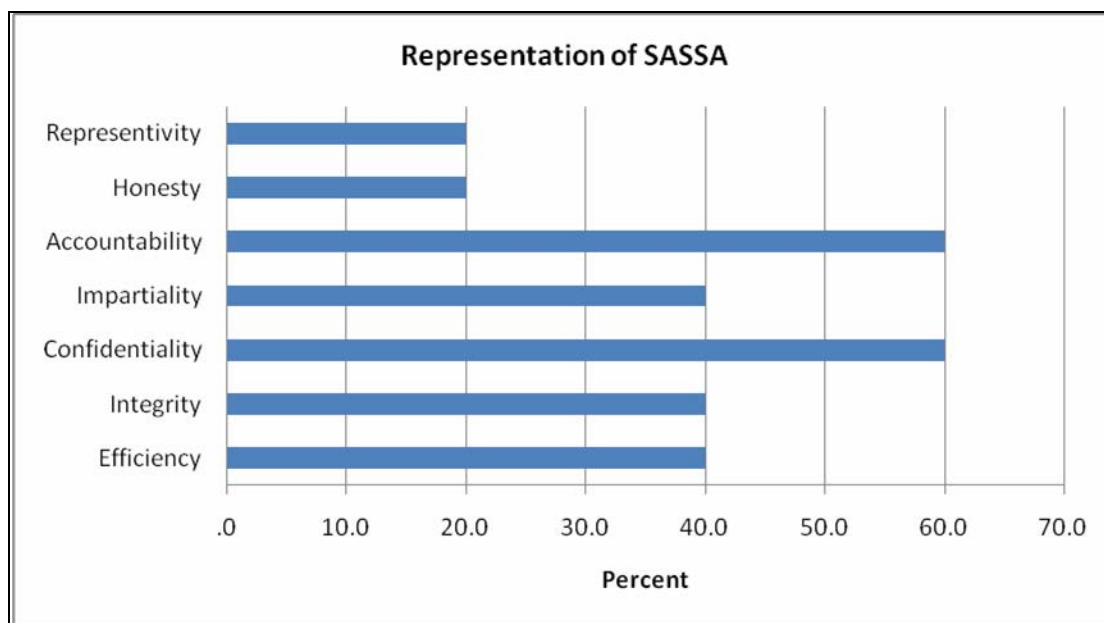
Figure 6.50: Representation of SASSA

Robbins (2009: 17) argues that an organisation is effective when it meets the needs of its clients, but it is efficient when it can do so at low cost. The Batho Pele White Paper (1997: 5) mentions that a key part of Batho Pele is a relentless search for increased efficiency and the reduction of wastage within the Public Service.

The senior managers (60%) agreed that confidentiality and accountability were representative of SASSA whilst a further 40% stated that efficiency, integrity and impartiality best represents SASSA. Only 20% of respondents agreed that honesty and representivity are representative of SASSA. The RSA Constitution 108 of 1996, Section 195 further demands that efficient, effective and economic use of resources must be promoted.

SASSA's published values include confidentiality and honesty yet only 20% of respondents agreed with the latter as a value closely aligned to SASSA.

Table 6.79: Have SASSA Values enhanced the quality of service delivery?

	Yes
In your opinion, have these values enhanced the quality of service delivery to customers?	80.0
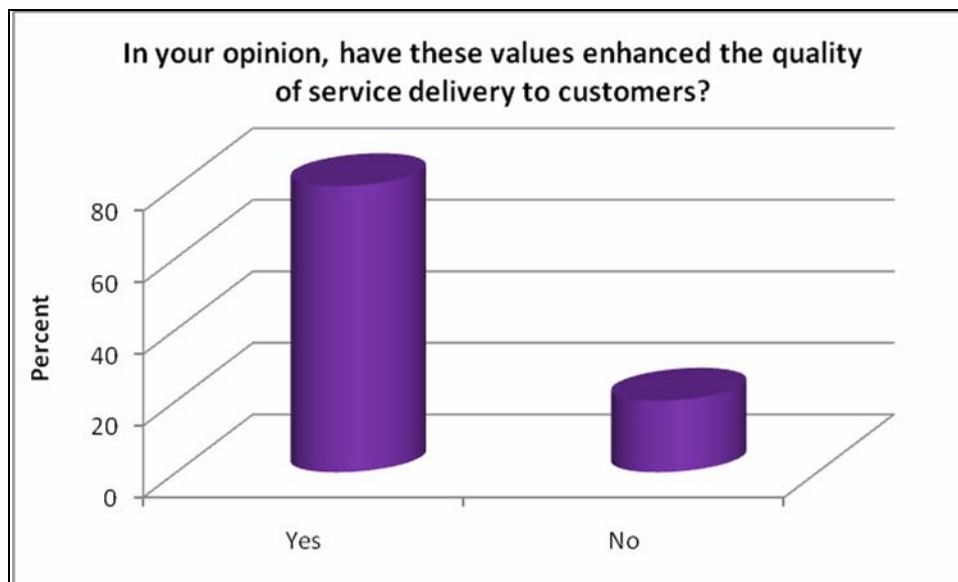
Figure 6.51: Have these values enhanced the quality of service delivery to customers?

The majority of respondents (80%) agreed that these values have improved the quality of service delivery to SASSA's customers. Again, this discussion has significance because it is aligned to the key objective of the study which is to examine how SASSA can be a truly world class organisation by providing excellent customer services.

Table 6.80: Accountability

	% Yes
Accountability - SASSA has a responsibility to ensure that the rights contained in the RSA constitution are adhered to and implemented	20.0

With respect to accountability, 20% of respondents felt that the organisation needed to be accountable and to ensure responsibility for implementation of rights contained in the RSA Constitution. Accountability in respect of Senior Management Services (SMS) performance contracts and managers being accountable for performance and service delivery in their own areas did not feature in this discussion.

Table 6.81: Impact of separation of SASSA from the Department of Social Welfare

How has the separation of SASSA from the Department of Social Welfare impacted on service delivery?	Percent
Negative impact in some areas eg transport, resources and lack of funds	40.0
Clients are unable to distinguish between SASSA and social Welfare	60.0
SASSA took over core functions of grant administrators	20.0
Challenges in IT - financial challenges: replacement of equipment and customers require IT in SASSA - welfare does not have this dependency	40.0
Dependency on data lines - SASSA has not paid 2007 and 2008 to welfare and in turn, welfare has not paid SITA for 2008 and 2009. This has adverse impact on service delivery - SCOPEN system	20.0
Contracts entered into by SOCDEV – terminated	40.0

The perception of 60% of respondents was that from a customer point of view, they are unable to distinguish between SASSA and Social Welfare and believe that Social Welfare still provides social grants. This implies that SASSA has not yet succeeded in marketing the Agency as a separate entity from Social Welfare. A further 40% of senior managers were emphatic that there was a definite negative impact on SASSA's service delivery following the separation of the two departments.

This is evidenced by the fact that when resources were being ring - fenced in preparation for the migration of SASSA, there was inadequate space, vehicles, budget and information technology resources allocated to SASSA. In addition, the Memorandum of Understanding (MOU) which was signed between SASSA and Social Welfare is not being honoured in full as an example is made that certain contracts that were entered into by Social Welfare and that are still required by SASSA, are terminated without adequate notice/ preparation, for example, cleaning contracts in Pinetown Local Office.

The MOU, which has now become a Memorandum of Agreement (MOA) is a legally binding document which details among others, cost sharing of space, and allows Social Welfare to cross bill SASSA for goods and services for contracts that were initially signed by Social Welfare. However, for reasons undisclosed at these interviews, it emerged that SASSA has not met its financial obligations and paid for certain services, example information technology data lines, and this has had a negative impact on service delivery as it directly affects the SOCPEN system.

Table 6.82: Has SASSA successfully addressed transformation initiatives?

	Percent
Yes - however most organisation have not achieved affirmative action and employment equity - not positive about the outcome	40.0
No - gender equity has not been addressed at senior management level and Above	40.0
Yes - HCM policies that speaks directly of AA and EE policies - done during training sessions for all supervisors and managers	20.0
Successful in meeting equity targets	20.0
The Batho Pele principles have improved the quality of life of SASSA customers	20.0

Senior managers were not in complete agreement regarding transformation initiatives as 40% disagreed stating that gender equity has not been achieved which is somewhat evident in the SASSA KZN employment equity profile; while 20% agreed that equity targets had been met. A further 40% disagreed that affirmative action and employment equity targets were being met, whilst 20% agreed that there are human capital management policies that have been rolled out to managers which talk to affirmative action and employment equity. Almost 20% of respondents stated that the Batho Pele principles as a transformation initiative, have improved the quality of life of SASSA's customers.

Section C

Table 6.83: Customer Care Charter Implementation

	Percent
Is the customer care charter being successfully implemented?	20.0

There was only 20% agreement that the customer care charter is being successfully implemented. At the time of the research, SASSA KZN had pioneered and implemented a Customer Care Strategy but had delays in implementing the Customer Care Charter due to it not being rolled out by SASSA Head Office.

Table 6.84: Challenges influencing implementation of Customer Care Charter

Describe the challenges that influence the implementation of the Customer Care Charter	Percent
Unsure - possible challenges exists at higher levels	20.0
Infrastructure eg. Furniture, building layout	20.0
Inadequate staff - customers needs not fully met	20.0
KZN has implemented a customer care strategy in the interim - encompasses Batho Pele principles	20.0
Delays at head office in SASSA	60.0

At the time of the interview, the senior manager responsible for customer care explained that the Customer Care Charter would be implemented from a national level, which had not occurred till then. SASSA KZN had taken the initiative and had pioneered the implementation of a customer care strategy in the interim which encompass the Batho Pele principles. Hence 60% of senior managers cited challenges at head office as a reason for delaying implementation; 20% cited resource challenges such as staff shortages, inadequate furniture and poor infrastructure.

Table 6.85: Visits to service delivery points

	Percent
Have you visited service delivery points?	100.0

SASSA has service delivery points in urban as well as remote rural locations. In order to understand the challenges that are posed to service delivery, it would be imperative for senior managers to undertake visits to these areas. In this instance, 100% of respondents had visited service delivery points, and in some cases, to many offices throughout the region.

It was therefore important that these senior leaders in SASSA had undertaken visits to service points to have better insight into service delivery at the coal face of delivery.

Table 6.86: Infrastructure at service delivery points?

	Percent
Differs from one area to another - Durban district - offices are spacious, Ulundi - pathetic - congested, risk for confidentiality and fraud - inadequate facilities to house equipment and staff	60.0
Improper waiting areas - customers are exposed to inclement weather, poor infrastructures and buildings	100.0
No network connectivity which affects SOCPEN system - staff uses 3G cards and lack of technology	100.0
Continuous break in service with water and electricity and poor roads	80.0

There was a high level of agreement among respondents that at many service delivery points, there are improper and inadequate waiting areas for clients which are not customer friendly. The facilities provided for staff are also not conducive to a professional work environment and threatens the fundamental principle of client confidentiality due to space constraints. Furthermore, in rural locations, there is poor information technology connectivity especially to the SOCPEN system which is a critical item for use in the efficient grants administration process. This can cause tremendous delays in all areas of grant administration and is a huge impediment to accomplishing a one day turnaround time for an application.

In many areas, there are also poor roads which pose a challenge to access to the office. In addition, frequent water and power cuts threaten the viability of an effective service.

Table 6.87: Are staff trained to deliver services efficiently and effectively?

	Percent
In your opinion, are staff trained to deliver services efficiently and effectively?	100.0

The respondents unanimously agreed that staff were trained to deliver SASSA services efficiently and effectively. This response can be compared to customer and staff responses where the mean score for customers ranged from 3,1 – 3,5 for categories such as information, service standards, courtesy and redress. Staff responses, on the hand, had a mean score ranging from 3,7 – 4,1. These categories contain elements wherein staff training is reflected in the type and levels of service provided.

It is significant that the senior managers and staff view this differently from the customers since it is a gap that is important to overcome to achieve overall efficient and effective service delivery. It also links to some of the key questions of the study and to the objectives.

Table 6.88: Comments on whether staff are trained to deliver services efficiently and effectively

In your opinion, are staff trained to deliver services efficiently and effectively? - Comments	Percent
Local office level - poor facilities available but staff deliver proper services - no space, paper for printouts	20.0
Specific training for staff as well as retraining	40.0

In spite of the fact that respondents stated that staff are trained to perform their duties efficiently, 40% of respondents were of the view that staff required re-training and specific training interventions. Also, it is inferred from the response of one senior manager that although staff are adequately trained, it is the environment and

resource constraints that impede efficient service delivery, and not the level of competence of the staff. This is in contrast to the views of many of the customers.

Table 6.89: Institutional Mechanisms that guide provision of services

What institutional mechanisms exist to guide provision of services?	Percent
Social Assistance Act 13 of 2004, RSA Constitution 108 of 1996, Child Care Act of 1983, PAJA, White Paper, SRD Manual and approved corporate service policies	100.0
Regulation 11 of Social Assistance Act	20.0
Policies for HCM - leave management, and recruitment policies	20.0
Social Security Act	100.0
PFMA	20.0
Staff input when designing policies	20.0
Road shows	20.0

There was complete agreement from all respondents that the RSA Constitution and other legislative prescripts provide the framework within which SASSA services are provided. Only 20% of respondents indicated that the PFMA is an important piece of legislation that guides service delivery as well. The mention of the SASSA Roadshow is an important factor as this was held nationally in 2007. One of the aims of the Roadshow was to instill and embed a new culture in staff as that of a caring organisation with zero tolerance towards fraud. The timing of the Roadshow was aligned to the fact that SASSA became operational in 2006 and many employees had migrated from the Department of Social Welfare to SASSA. This was therefore an initiative to establish the culture and values that the organisation subscribes to.

Table 6.90: Bureaucracy and Service Delivery

	Percent
Does bureaucracy enhance service delivery at the point of delivery?	40.0

The Batho Pele Handbook (2003: 56) states that one of the most frustrating aspects of government's commitment to the transformation of the public service from a rules-bound bureaucracy, concerned with the administration of rules and regulations, to a results orientated organisation, focused on effective and efficient service delivery to all citizens, has been the seeming inability to move from strategic planning to implementation, or to move from "knowing" to "doing".

Only 40% of senior managers agreed that bureaucracy enhances service delivery at the point of delivery. Most of the senior managers viewed bureaucracy as being cumbersome and ponderous, with too many regulations and rules that impeded swift action.

Table 6.91: Impact of Bureaucracy

Impacts negatively if senior managers are not empowered to take service delivery decisions if delegations are insufficient	20.0

One of the reasons put forward for disagreeing with the previous statement is that senior managers require financial delegations and other decision-making powers so that they can make informed decisions at the point of delivery, for example, advertising of posts can only be undertaken nationally and causes huge delays and service delivery setbacks.

This can be compared to other public service departments such as the Department of Health, where responsibility for such activities is decentralised and allows for more speedy decisions and implementation.

Table 6.92: Which of the following Batho Pele principles have been aligned to SASSA's values?

	Percent
Information	80.0
Courtesy	60.0
Service Standards	80.0
Consultation	80.0
Access	80.0
Openness and Transparency	80.0
Value for Money	80.0
Redress	80.0
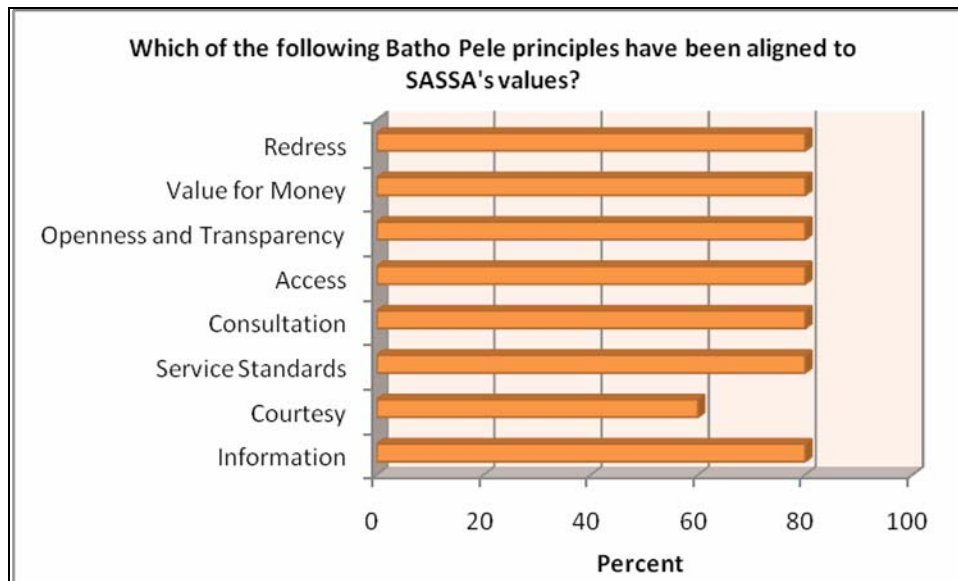
Figure 6.52: Alignment of SASSA's Values to Batho Pele Principles

In all except one category, there was 80% concurrence that SASSA's values were aligned to the Batho Pele principles. The principle of courtesy was agreed to by 60% of respondents. It is noted that the majority of the respondents are aware of both SASSA's values and the Batho Pele framework within which they are aligned.

Table 6.93: Availability of Resources

Availability of Resources (Percent agreement with statements)	Percent
Staff	20
Computers, IT - e-mails, laptops, printers, fax machines	20
Telephones, cellphones	20
Photocopiers	20
Mobile unit / use of satellite dishes where there are no cellphone connections	60
Allocated budgets inadequate	60
Vehicles inadequate	100
Space inadequate	60
Communication, including pamphlets	20
Furniture and equipment	40
Accommodation	20
Mobile facilities for some paypoints	20
Hired chairs and marquees for ISIDIMA	20
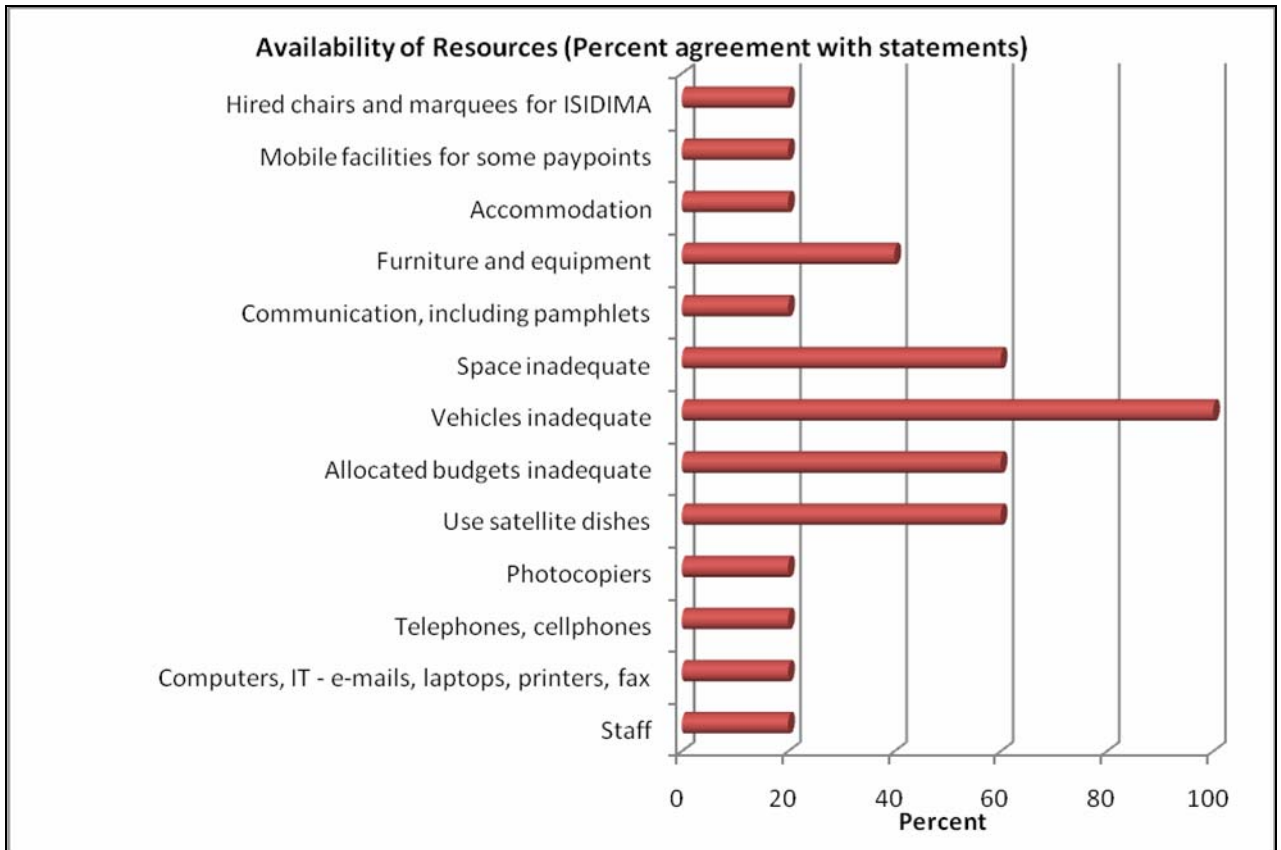
Figure 6.53: Availability of Resources

It is striking to note that most of the respondents felt that there were inadequate resources such as human resources, information technology resources, space and office accommodation, furniture and equipment, vehicles, telephones and cellular telephones and facilities for mobile pay-points. Very importantly, 60% of the respondents agreed that the allocated budget was insufficient to meet the targets and priorities as outlined in the strategic and operational plans for the financial year. Howard (2010: 28) concurs and states that government has a responsibility to create a conducive, morale-boosting workplace environment and in redressing imbalances of the past, should focus on an aggressive investment in infrastructure and resources.

This is extremely significant as it relates to the objectives of the study as to how SASSA can adopt best practices to become a world class organisation. In any organisation, it is critical that the necessary resources are provided to achieve the key result areas efficiently and effectively. High staff vacancy rates, inadequate budgets and insufficient resources have a debilitating and negative impact on service delivery and may, in turn, impact on staff motivation and morale.

This is compared to the ranking of the most important problem areas by customers and staff and it correlates well with those responses of staff shortages, space constraints, inadequate physical and other resources, and inadequate budget.

Table 6.94: Accountability Mechanisms

	Percent
Policies are in place for procedures for use of state vehicles	60.0
District MANCO / meetings	40.0
Monthly finance forums	40.0
Monthly one- on- one sessions with supervisors	20.0
PMDS strategy for performance appraisal	20.0
Unsure - people not being held accountable for services rendered	20.0
PA's not monitored - done just to comply and say it is done	20.0
Asset registers, auditors, special audit task team	20.0
PFMA	20.0
Performance management: contracting document eg. Job description, and performance agreement	20.0
Delegation for senior managers are up to R 200 000-00	20.0
Audits	20.0
Financial misconduct board set up	20.0
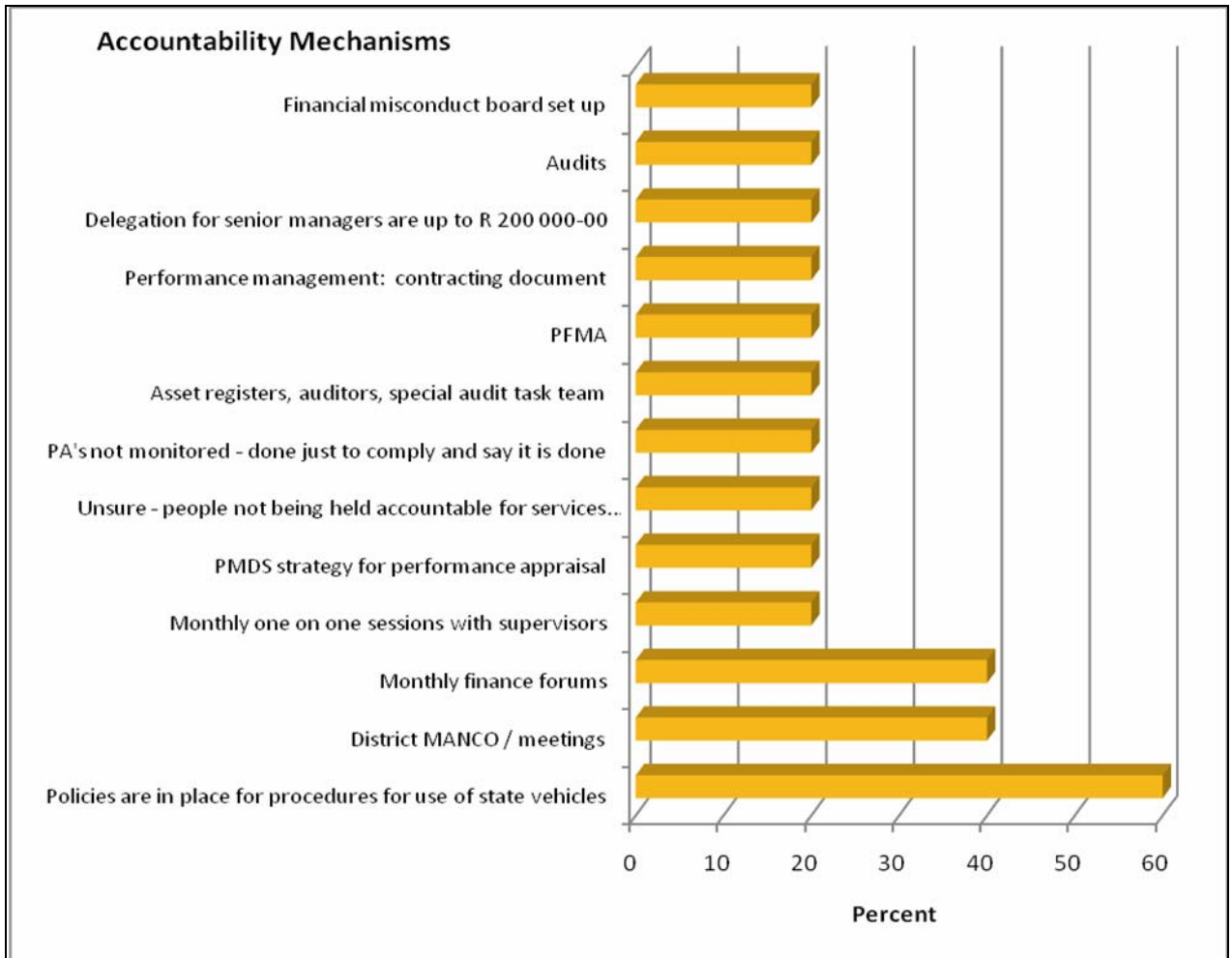
Figure 6.54: Accountability Mechanisms

A variety of accountability mechanisms were identified by the senior managers which include performance contracts, performance monitoring, audits, policy implementation, management meetings and delegations, registers and financial misconduct boards. However, it is interesting to note that 20% of respondents felt that the performance agreement was simply signed and not monitored and that managers and staff are not being held accountable for service delivery as they ought to be. The concern raised by the respondent is that the actual needs in terms of service delivery are more important than just paper documents - it needs to be outcomes based. This view is a source of major concern for top management in ensuring accountability for service delivery, thus ensuring efficiency, effectiveness and value for money.

The Department of Public Service and Administration introduced performance management for senior managers in 2000 and subsequently for all public service employees as a mechanism to ensure accountability and to monitor performance so that excellent performance could be rewarded; poor performance could be identified; training needs could be undertaken and corrective action taken by applying the applicable incapacity codes for senior managers (Performance Management and Development System Policy 2003). It can be inferred from the articulation that the respondent does not believe that the performance management system is being implemented effectively for accountability.

Table 6.95: Decentralised Responsibility

	Percent
To some extent	40.0
KZN had decentralised to admin officers	20.0
Not enough admin support to implement	40.0
Financial matters decentralised to cost centre managers	20.0
Tenders decentralised	20.0
AREM does not need to sign	20.0

Figure 6.55: Decentralised Responsibility

There seemed to be some agreement by the respondents that there is decentralization of responsibility to a certain extent. Most of the senior managers are cost centre managers in SASSA and the findings of this study indicate that they have been made responsible and accountable to a certain extent. However, it would appear that there are other issues that are centralized to a regional level or head office level such as advertising to fill vacant posts, which are critical issues for districts and regions.

Table 6.96: Budget

The budget is in accordance with targets for the financial year.	Percent
Yes	40
No	40
Uncertain	20
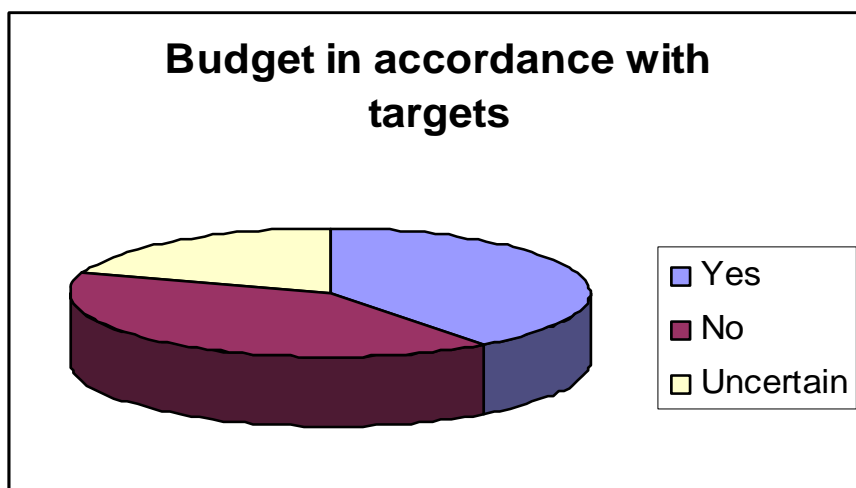
Figure 6.56: Budget is in accordance with Targets

An equal proportion of senior managers (40%) agreed that the budget was in accordance with targets for the 2007/2008 financial year while the same percentage disagreed. Only 20% of respondents indicated that they were unsure. Again, this can be compared to supervisory staff responses which showed a mean score of approximately 3.5 when asked whether the budget was adequate to achieve targets, and 10% of supervisors recommended that the budget be increased.

Table 6.97: Comments on the Budget

Budget	Percent
No funds or inadequate budget for travelling	20.0
Vacant posts are not filled	20.0
Budget is aligned to targets except for KZN - has the highest number of beneficiaries and highest poverty rate	40.0
Not aligned to the operational plan	100.0
Budgets were submitted but not considered - decreased budgets will impact on service delivery	20.0
Budget is adequate	20.0
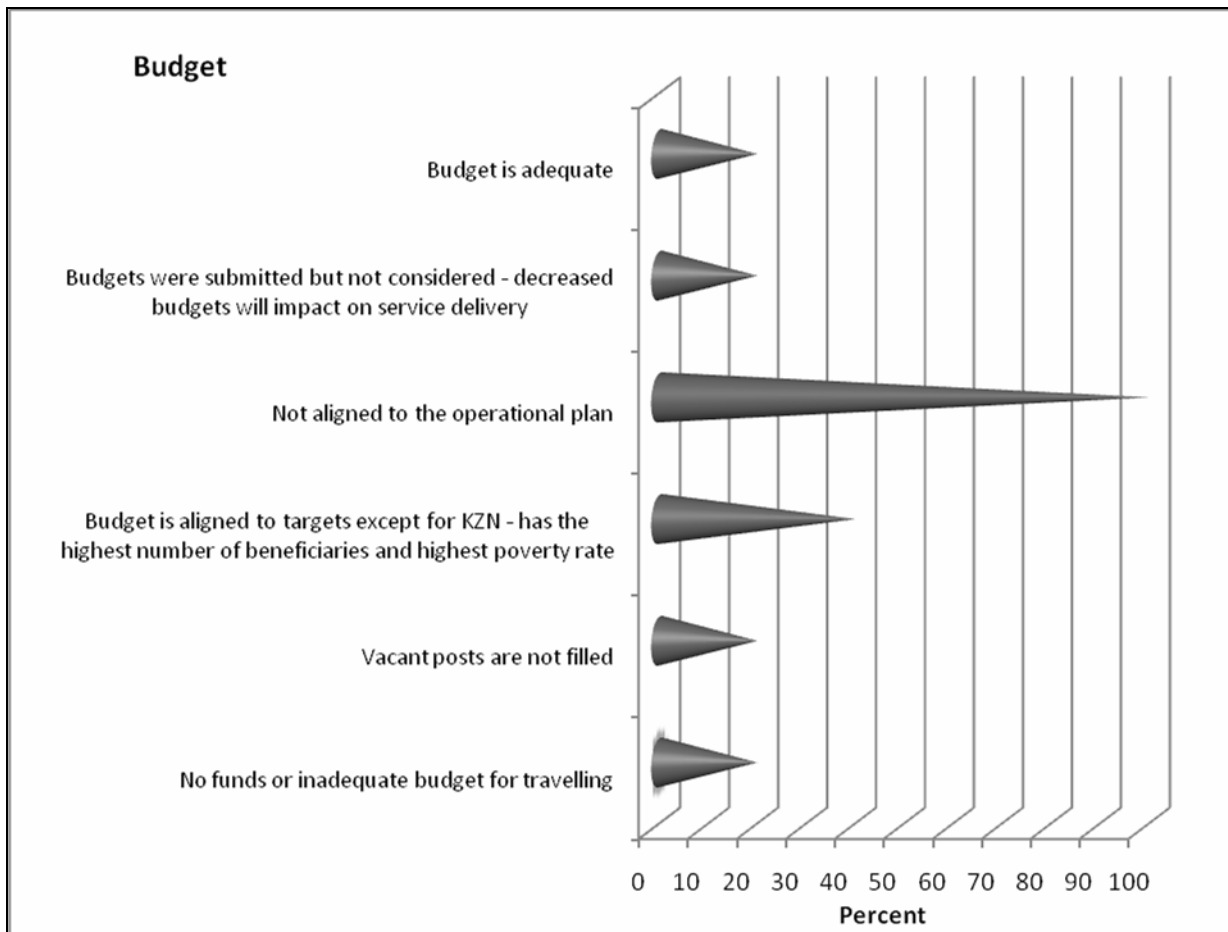
Figure 6.57: Budget

The senior managers justified their responses to the previous question and explained in greater detail why the budget was deemed to be inadequate. 100% of the respondents were of the view that the budget was not aligned to the targets in the operational plans in KZN in particular, since this region has the highest number of beneficiaries, highest poverty rate and highest rate of HIV/ AIDS. The impact of budget constraints is felt by the high vacancy rates and posts not being filled and Table 2.1 in Chapter Two gives a comparison of the number of beneficiaries per region.

According to the respondents, budgets have also been decreased and it was felt that budget inputs were not given the consideration it deserved. The geography of KZN is such that there are many remote rural areas that would experience

challenges in accessing SASSA services. It is therefore necessary for SASSA officials to travel to the customers as part of increasing access and as a key priority of the operational plan.

Table 6.98: Accessibility of SASSA's Services

	Percent
SASSA services are accessible to all potential customers.	80.0

Table 6.99: Comments on Accessibility of SASSA's Services

SASSA services are accessible to all potential customers – Comments	Percent
Due the rural nature of KZN – need to use the turnaround strategy	20.0
Uncertain about people living with disability	20.0
Outreach programmes	20.0

For senior managers, 80% agreed that SASSA services are accessible to all potential customers especially with the introduction of outreach programmes which aims to take services closer to the people. This is in sharp contrast to the customers' views where the mean score for customers being able to access services was 3.5 and the mean score for persons with disability being able to access services was 3. Staff had a mean score of 4.1 and 3.2 respectively, which is an indication that there is more agreement among staff, customers and senior managers that access for people living with disabilities can be a problem.

Section D – Leadership and Performance Management

Section D concentrates on leadership and performance management for senior managers.

Table 6.100: Leadership influences service delivery

	Percent
Agree	60.0
Uncertain	20.0
Disagree	20.0

Figure 6.58: Does leadership influence Service Delivery?

Figure 6.58 above indicates that while 60% of respondents agree that leadership influences service delivery, 20% of respondents disagreed or were uncertain. The literature review in Chapter Three examined leadership theories and the types of constructive leadership traits and behaviours that motivate staff, and it is therefore important to note that 40% of respondents were not fully aware of the impact of leadership on organisational culture, staff motivation and productivity. This is a

matter of concern for SASSA top management to address as some of the senior managers are unsure of their leadership roles and it reflects that they may not be fulfilling this need adequately in the organisation. Schein & Ellson (in Scheel & Crous 2007: 31) purport that organisational cultures are created by the leaders and reflect the beliefs and values of the more influential organisational members and that management ought to take responsibility for the strategic implications of their organisation's culture.

Table 6.101: Leadership Skills

	Percent
Communication / participative	40.0
Assertiveness / visible, firm but supportive	40.0
Planning and organising - managerial	20.0
Change management as part of transformation initiative	80.0
Decision-making	60.0
Democratic leadership / open door leadership	40.0
Innovation and visionary	40.0
Project management	20.0
Understand what the business is there to do	20.0
Cultural diversity	20.0
Perseverance	20.0
Problem-solving	20.0
Shared accountability / empower and assign accountability	20.0
Stakeholder management	20.0
Management of queries	20.0
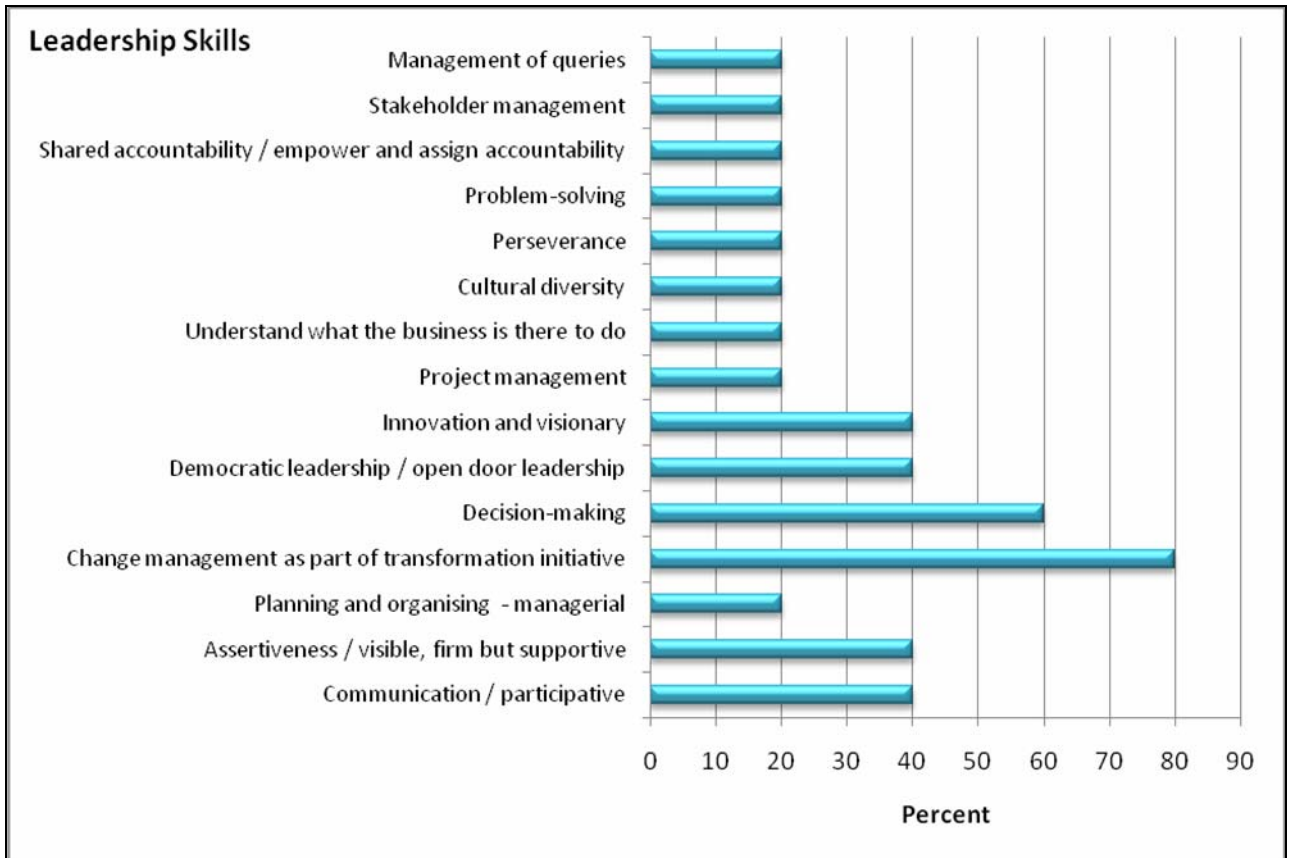
Figure 6.59: Leadership Skills

Numerous leadership skills were identified by the respondents, the majority (80%) of whom agreed that change management skills were desirable. The managers also identified leadership traits for example perseverance, rather than leadership skills and managerial skills such as query management. This indicates that the senior managers were not entirely certain in the difference between leadership tasks and roles, and those of a manager. This strategic aspect needs to be factored into the recommendations due to its interrelationship with organisational culture.

'One of the key gaps in service delivery and Batho Pele in general is lack of grasp by a large number of SMS members of the material reality and magnitude of service delivery challenges and indeed opportunities prevalent at the coalface service delivery points. This gap has far reaching adverse consequences for informed planning, strategising, policy formulation and implementation. Clearly, when

planning, formulating policy, conceptualizing and implementing programmes these senior managers in some cases lack practical experience of the reality of coalface environment, and therefore consequently planning processes and formulation of policy is in turn devoid of pragmatism and hence serious implementation challenges (and in some instances failure) remain prevalent in the Public Service' (DPSA: A guide to revitalize Batho Pele 2003: 39).

Table 6.102: Performance Management for Senior Managers

	Percent
One- on- one sessions are held with AREM	100.0
Manco meetings / regional and district	60.0
Operation plan targets - challenges	40.0
SMS model	20.0
Performance should be measured every quarter to avoid gaps	20.0
Budget steering committee	20.0
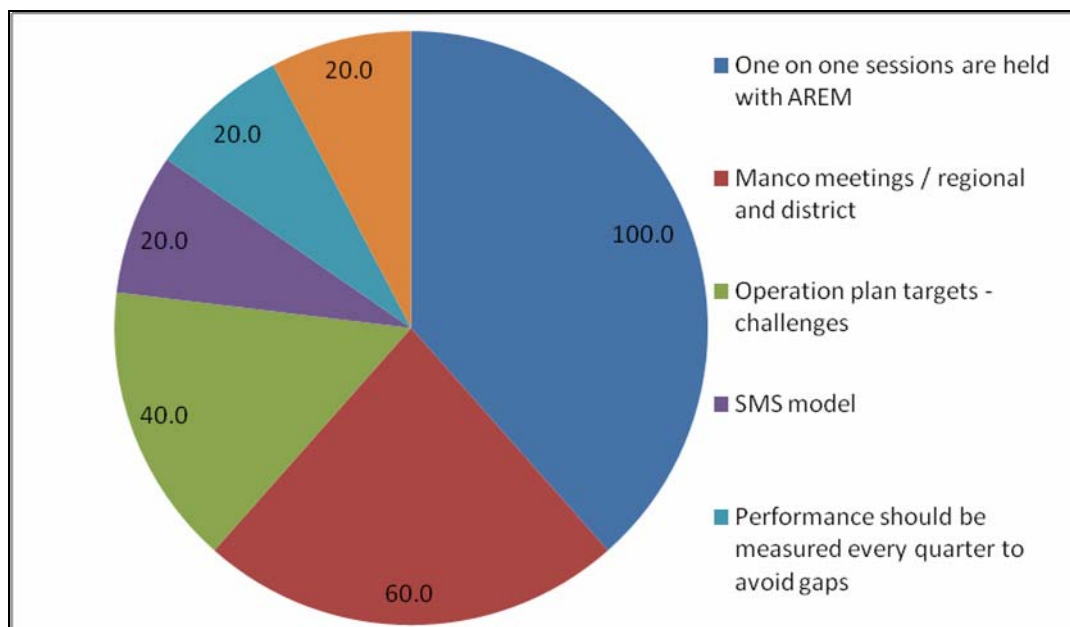
Figure 6.60: Performance Management for Senior Managers

Performance management mechanisms outlined by respondents include one-on-one sessions with the Regional Executive Manager, but are not always held every quarter as stipulated by the PMDS policy. This results in gaps not being identified timeously and needs to be looked into. The challenges such as inadequate resources is another area for concern as senior managers were of the view that their performance cannot be judged when there are serious resource constraints to achieve targets.

Table 6.103: Training Initiatives

	Percent
Not very much - SASSA participates in operation Khaedu run by DPSA – In-service training	60.0
Unaware of anything - SASSA - limited budget. General training "workshops" held in SASSA	60.0
Bursary for a study aid programme	20.0
SOCPEN training	20.0
National and International workshops	20.0
Premier programmes - wrap around concepts	20.0

A high percentage of respondents (60%) were unaware of any specific training initiatives for senior managers in SASSA or were of the view that there were not very many programmes. Specific training identified technical skills such as SocPen training, as well as workshops and bursaries for study aid. Top management's strategic focus on such training initiatives in future will invariably enhance leadership skills among the senior managers which in turn, will have a positive effect on staff that report to them.

Table 6.104: Recommendations

Recommendations	Percent
One day turnaround time for applications - more staff and filling vacant posts	40
Budget - more physical and general resources required	80
Move from paper-based organisation - use of MIS systems	40
Leadership - not only know about policies but experience service delivery on the ground	20
Examine aspects on how customers can spend less time as possible in the offices - needs to be met speedily	20
Customer care charter to be implemented	20
Completion of infrastructure development at all offices	100
Empower staff at local level	20
Transformation	20
Need to work towards developing leaders who inspires others	20
SASSA - improve its overall image	20
Need to develop integrity among staff to combat fraud	20
High population and higher levels of poverty is addressed	20
SASSA must be fully aligned to the municipal districts	20
Address security issues	20

Numerous recommendations were proposed but the only recommendation that was made from 100% of senior managers is that infrastructure development needs to be completed at the local offices as it severely hinders efficient and effective service delivery. The second proposal by 80% of respondents is that the budget be increased to allow for staff vacancies to be addressed, and for physical and other resources to be improved. 40% of respondents recommended that KZN move to the management information system and to use the IGAP model which is not excessively paper-based as is happening currently.

A recommendation was proposed that SASSA needs to improve its overall image, from which one can infer that the organisation does not have a 'world class' image.

Very importantly, senior managers recognised and concurred that there is a need to develop leadership capacity and transformation.

Table 6.105: Additional Comments

Comments	Percent
To achieve world class standards in service SASSA must address backlogs	40.0
Dealing with destitute clients - illiterate	20.0
Train staff on Batho Pele	20.0
Implement Bill of Rights	20.0
Social Security in South Africa will become a comprehensive social security system to include RAF, national pension fund etc	20.0
Linking of all government databases is important for SASSA to obtain information so customers don't wait in long queues	20.0
Increase budget	20.0
Medical boarding and salary regularization matters must be handled efficiently and resolved	20.0

6.6. HYPOTHESIS TESTS

Hypothesis testing was conducted, focusing on the key hypotheses as mentioned in Chapter One, which includes: 191 customers from selected areas in the Durban, Ulundi, Midlands and Pietermaritzburg Districts within the SASSA KZN region, a sample of 60 SASSA employees from various local offices in KZN, and a stratified selection of SASSA senior managers from KZN, who represent the organisation's leadership and are responsible for policy formulation and monitoring and evaluation of implementation.

6.6.1. Hypothesis Tests - Customers

Tests were performed to determine whether there was a statistically significant difference between the numbers of respondents for each variable, or whether these were just due to chance.

The chi-square test was used to determine whether such differences existed. The null hypothesis states that there is no difference between the numbers of respondents for each category of a variable. The alternate hypothesis indicates that there is a difference.

The p-values for each variable equals 0.000. This means that the null hypothesis is rejected in each case and that the alternative hypothesis is accepted, i.e. there is a statistically significant difference in the number of respondents per category per variable. (In other words, there was not an even spread of correspondents across the variables.) This verifies many of the large gap scores observed earlier in the section analysis.

6.6.2. Hypothesis Tests - Staff

The p-values for each variable equaled 0.000, apart from the ones listed below. This means that the null hypothesis is rejected in each case and that the alternative hypothesis is accepted, i.e. there is a statistically significant difference between the observed and expected frequencies per category per variable.

For each of the variables listed below (for staff), the null hypothesis is accepted, i.e. there is no difference between the observed and expected frequencies.

Gender
Age
Do you think that this policy is being adhered to? – Reasons
Which of the following best represents SASSA? Impartiality
Value for money: Customer queries are handled efficiently the first time around

Hypothesis Test: Comparison of Customer and Staff responses for service quality categories

The chi-square test was also used to determine whether there was any relationship between staff and customers with respect to each of the statements. The null hypothesis claims that there is no significant relationship between how staff and customers responded to each question. The alternate hypothesis claims that there is a relationship.

All of the values indicate that there was a statistically significant difference in the manner in which customers and staff scored on the same variable.

The next discussion relates to hypotheses tests: p-values and statistical significance. The traditional approach to reporting a result requires a statement of statistical significance. A **p-value** is generated from a **test statistic.** A significant result is indicated with "$p < 0.05$" (Tredoux & Durrheim 2002: 142-156).

For example, the last variable: *Openness and Transparency: An annual report is published*, has a p value of 0.001. This is less than 0.05, indicating that staff and customers have scored differently. Whilst staff may believe that a report is published, customers do not see evidence of this.

As all of the values are similar to this, it implies that customers and staff did not agree on any of the statements.

6.7. SUMMARY

In this chapter, the focus was on the presentation and analysis of results. The summary of findings centred on a discussion of the key objectives of the research study. The empirical survey revealed, through the findings of the research analysis, that there are differing view points amongst customers and staff on the implementation of the Batho Pele principles in SASSA KZN.

The culture and values of SASSA were largely understood by all staff, but were not ascribed to in full.

CHAPTER SEVEN

CONCLUSION AND RECOMMENDATIONS

7.1 INTRODUCTION

"Customers are the ultimate judges of the public servants' performance, hence the need for cultural intelligence in public service delivery."

(Petry 2005)

A transformation priority of the then Government of National Unity was to create an equitable, free and humane society with more efficient, effective, economical and transparent service delivery, and a key agency in working towards this goal is the public service. Much has been done to rationalize and transform the processes and systems of SASSA, but ultimately, what really matters is the culture, work ethos and values that the organisation's members subscribe to that will determine the successful attainment of this objective.

This study therefore sought to build on the conceptual framework that can guide the management of culture and value systems in accordance with the Batho Pele framework to improve service delivery in SASSA.

7.2 SUMMARY OF CHAPTERS

A literature review was undertaken to meet the objectives of the study. Themes that relate to organisational culture and values, and their influence on organisational success or failure were located in existing public administration and management literature, in salient theories and other social research studies. The study aimed to build on the conceptual framework of public administration and the Batho Pele principles, locating social security service delivery within this framework.

The following discussion highlights the focus of the various chapters presented in this research, and provides a brief summation of the fundamental issues contained therein.

Pertinent information was obtained with regard to the objectives that are mentioned in Chapter One and key concepts were also defined. The Chapter emphasised that social security service delivery needs to be responsive to the needs of citizens and deliver various services to improve their quality of life. It also explored the background and created the context in which organisational culture and values in SASSA were discussed.

Chapter Two provided an insight into the conceptual and contextual framework of public administration as it relates to SASSA, particularly KZN, including the legislative framework. Based on the rationale of the Batho Pele White Paper to improve efficiency and effectiveness of public service delivery, the Department of Social Development migrated the social security functions to SASSA to ensure uniformity and equitability in grants administration processes. This restructuring was intended to transform the previous system and create a new approach to poverty alleviation by standardizing all processes and creating a caring organisation.

In Chapter Three, organisational culture, values and the Batho Pele principles were highlighted in detail as theoretical perspectives. "Ubuntu" was examined as a unique African value which encourages moral obligations and enhances co-operation and teamwork which lead to effective service delivery. The ethical values crafted and espoused by SASSA and its Code of Conduct were also evaluated against the backdrop of the Batho Pele principles. The influence of appropriate leadership behaviours and their subsequent impact on organisational culture was also discussed, concluding that situational leadership is often

desirable as opposed to one particular type of leadership for different situations. The proposed type of culture for SASSA, which include professionalism, commitment and discipline, will require organisational culture reform to aspire to achieving world class service delivery standards. Change management will therefore be a critical element in attaining and embedding this change.

Chapter Four focused on an international comparative study of social assistance as part of social security service delivery with particular reference to SASSA, Botswana and New Zealand's systems, and best practices to be learnt. A critical review was undertaken to establish how social security differs and to evaluate the strengths and weaknesses of the service delivery mechanisms, including the legislation. The SADC countries experience poverty, unemployment and the ravaging effects of HIV/AIDS to a far greater extent than New Zealand, as well as a scarcity of critical resources.

In addition, the SADC countries have been unsuccessful in attaining a developmental state by ensuring that customers receiving social assistance are referred and properly linked to skills development and work opportunities, resulting in a tremendous dependency on state grants which burdens the already overtaxed system. Fraud is also a phenomenon that appears to be more prevalent in SASSA than the other two countries. The statement by Magosi (2008:76) is however, extremely significant in that although SASSA may not be able to provide all the services that the customer requires, it is the manner in which the customer is treated that will still satisfy him/her and which talks to a professional and corporate type of organisational culture.

In Chapter Five, the empirical study on organisational culture and values in SASSA was outlined in detail and the reasons for the research methodology chosen. This chapter also highlights the research design, data collection

procedures and layout of the study. The researcher described the target population or sample population. The statistical procedures that were used for data analysis as well as their appropriateness are also presented in this Chapter.

Data were presented and analysed in Chapter Six by using structured questionnaires, semi-structured interviews and various statistical tools and analyses. The interpretation of data was enhanced by the use of tables, graphs and diagrams which provided concise summaries of the results of the empirical study. Triangulation of results was undertaken and statistically significant tests are explained. This Chapter also presents the calculated values of the test statistics and the levels of significance.

Chapter Seven draws conclusions from the literature review and the empirical survey and relevant recommendations are proposed. The statistical results presented in Chapter six inform the recommendations to the research problems presented at the beginning of this research study. One of the key aspects of this Chapter is the conclusions that were justifiably drawn from the empirical research. The results of the research show that there is a poor organisational culture in SASSA KZN with high levels of fraud and inefficiency. The values of the organisation have not been internalised by all staff members and was validated by a wide range of customers. Furthermore, the evidence of a poor work ethos indicates that the preferred organisational culture has not been successfully embedded.

The findings of this research raise new areas for future research, particularly customer satisfaction levels with SASSA service delivery. The research sets out to examine organisational culture and values in SASSA within a Batho Pele perspective, and from the research undertaken and analyses of data collected, several recommendations are proposed.

7.3 CONCLUSION

This section will highlight key findings of the study.

- **Resources that are necessary to achieve world class service delivery**

Financial, human, physical and other resources have been ranked as some of the most important criteria to achieve world class service delivery. The term "resources" does not only refer to monetary or financial resources or assistance from government. It should be seen within the framework of its widest possible meaning, all of which can contribute to the realisation of social security rights. Resources are, therefore, multi-leveled (household, family, community, government at various levels and international) and consist of various types, i.e. human (knowledge, skills, time, leadership), economic (i.e. financing, funding, public revenue, development co-operation) and organisational (i.e. family or community structures, municipal and provincial social services, judicial organs, national co-ordinated planning and legislative and judicial initiatives) (Olivier 2005: 76).

This means that there needs to be:

- an adequate budget in order to meet targets outlined in the operational plans;

- the correct numbers of trained staff to attend to customers at the different points of business processes;

- adequate space and a conducive environment to protect customer confidentiality;

- updated computers, printers, photocopiers and computer software to support SASSA's business processes; and

- sufficient number of vehicles for home visits, help desk officials and for stakeholder engagement and community profiling.

The provision of these resources would create an enabling environment for staff and customers and would go a long way to gaining buy-in and co-operation. This would then support and enhance a positive and conducive environment that could focus on staff attitudes, values and behaviours to promote an ethical work ethos.

- **Organisational culture that is necessary for SASSA to be a caring organisation**

  Organisational culture can be diverse and may even involve the existence of sub-cultures. It is imperative that an understanding and awareness is created of SASSA's existing culture, cultural diversity, values, and the new culture that the organisation is trying to promote that is, to be free of fraud and corruption and to be a caring organisation.

  To realise a collective culture, accepted by all, change management would involve more than just the implementation of staff wearing name tags, of SASSA providing a single Roadshow and of having marketing and branding material. Real change must be informed by examining various theories, models, frameworks and strategies to move away from a public sector culture with the attendant perception of inefficiency and poor quality, to one that reflects a corporate culture to be considered as world class.

  This would involve an in-depth assessment of staff perceptions, attitudes, behaviours and values at the various SASSA offices, and would have to be analysed with the intention of formulating policies and programmes to guide change management.

A customer-focused culture incorporated within a corporate culture is important for SASSA to achieve world class service delivery. This would also necessitate the appropriate behaviours, attitudes and alignment of staff values to the organisation as resistance to change is anchored in poor attitudes and behaviours that are not in line with acceptable Codes of Conduct.

- **Leadership of senior managers**

"Leadership is the art of getting extraordinary performance from ordinary people".

Leadership is inextricably linked to organisational culture and the role of senior managers in promoting the values and culture of the organisation needs to be re-evaluated. Zenger & Folkman in Matshabaphala (2008: 9) argue another dimension of leadership by stating that leadership is about creating caring organisations, which speaks directly to what SASSA wants to be: a caring organisation.

Baloyi (2010: 55) writes that several research studies conducted between 2000 and 2006 identified leadership and performance deficiencies at senior management services (SMS) level in all sectors. Among others, these studies identified inadequate training and development and performance not meeting expected standards. A programme for Senior Managers should be developed to strengthen their capacity to execute their responsibilities with regard to managing cultural diversity, to increase staff motivation; to manage performance and their transformational role which can improve the culture of the organisation and staff motivation. The improved managerial capacity can guide macro change efforts.

- **Communication with customers**

  Communication is a key tool to achieving the objective of understanding. Swanepoel, Erasmus, van Wyk & Schenk (2006: 358) write that an important aspect of communication is empathy, which includes understanding that skin colour, nationality, birthplace, gender, political belief, financial status and intelligence are not measures of worth or worthiness. This is particularly relevant in SASSA where majority of the customers are deeply affected by poverty and require understanding rather than scorn.

  Of the eleven official languages in South Africa, the two main languages spoken in KZN are IsiZulu and English, of which IsiZulu is the first language of the majority of SASSA's customers. Although print material may be available in English and Zulu, verbal communication would be an area for strengthening staff capacity so that clients are able to understand processes and what is required of them.

  An inability to communicate in IsiZulu as well as information overload can result in ineffective communication and may be a major factor in clients having to return to the SASSA offices at added cost and inconvenience. The organisation would need to ensure that non-Zulu speaking staff receive training in IsiZulu to facilitate effective communication.

- **Access to SASSA services**

  The White Paper on Transformation of Public Service Delivery highlights redressing past imbalances and focuses on improving access to information and to government services.

The Bill of Rights in the RSA Constitution further outlines the fact that no person should be discriminated against on the basis of race, language, culture or disability. SASSA needs to take cognizance of the above directives and ensure that its buildings and offices are accessible and user-friendly for persons living with disability. This includes infrastructure such as buildings with ramps, elevators where there are stairs, handrails and designated parking bays. The National SASSA Legotla held at the beginning of 2010 also identified access as a key priority and programmes that increase access to SASSA services in rural areas for example Integrated Community Rural Outreach Programme (ICROP) has been prioritized. In addition, access to information on SASSA services provided is another area of heightened attention.

- **Customer ratings of SASSA services on an ongoing basis**

  Greater in-depth studies are required to constantly evaluate how customers rate SASSA services so that effective strategies, initiatives and programmes can be developed on how to address client needs. This would possibly change from district to district and region to region depending on the location of the office, access, resource allocation and staff. The programmes or strategies may contain generic elements, but would also necessitate specific interventions for specific localities.

In October 2006, the Public Service Commission undertook evaluation of performance and compliance with the Batho Pele principle of redress and the findings concluded that the five government clusters tended to follow the overall pattern of a lack of formalisation, limited monitoring and evaluation and minimal review of the complaints handling systems. None of the departments had formal guidelines differentiating between different types of complaints, or standards related to redress. There was also no procedure for recording complaints (Public Service Commission 2006:74).

Client satisfaction surveys were undertaken by the Public Service Commission in 2003, 2005 and 2006 and some of the general findings were that access to government services was difficult in rural areas, there was poor turnaround time, lack of a complaints handling system in some instances, signage and information desks were not adequate and long waiting periods for assistance (Public Service Commission 2007: 19-27).

- **Training, performance management and team rewards**

Training is the backbone of any successful process or programme implementation and is an integral part of total quality management. In order to attain a world class status, staff and managers need to be trained and re-trained to a level of competence particularly in areas of customer care and technical processes. Compulsory training should focus on high standards of professional and ethical conduct.

Public sector performance management, which is designed to be developmental in nature, needs to be reviewed. Employees must be held accountable to their contracting documents and senior managers need to buy in to the fact that performance documents are not simply necessary to complete a checklist of activities, but to make the link between their performance contracts and service delivery.

Sanborn (2006: 59) writes that the acronym TEAM: together, everyone accomplishes more is true for decision-making and collaboration. Competition is healthy, but team rewards need to be considered particularly since many of the SASSA processes require team effort for satisfactory finalization such as the application to approval process for a grant application.

- **Monitoring and evaluation**

  A dedicated Directorate needs to be set up at a national level to guide and monitor the implementation of change management programmes to achieve an improved organisational culture. The impact of these change interventions needs to be evaluated on a regular basis to ascertain whether there is compliance with the embedded strategies as well as the sustainability of the new organisational culture.

  In addition, this Directorate would need to spearhead the Batho Pele Service Delivery Improvement Programmes and to monitor and evaluate the sustained implementation.

According to the research results, SASSA has a public service culture where a strong work ethos is not pervasive and which is characterised by poor service delivery, fraud, uncertain leadership and deterioration of services in some instances. The transformation and change required enables an achievement and corporate culture which requires innovation, transformational leadership, self-monitoring of employees, continuous learning and effective communication and decision-making close to the ground.

The implementation and management of change management strategies to inculcate a corporate culture in SASSA will require commitment and dedication, and needs to be grounded in policy to guide the implementation and management thereof. The executive management and staff of SASSA need to identify and create systematic and sustainable solutions for managing organisational change and enhancing a corporate culture which is a caring and customer-focused in line with the Batho Pele Belief Set- we belong, we care, we serve through workshops and leadership engagements as a process of culture re-orientation.

7.4 KEY LESSONS

Some key lessons to be learnt from this study are highlighted and include:

- The low employment rate of people with disabilities reflects a failure of government social policies and the government disability outlays remain very high. There needs to be concerted inter-sectoral effort to move from benefits to integration orientation using the case management approach; stricter medical assessment procedures and gate-keeping and considering wage subsidies in respect of people with disabilities to potential employers.

- Revisit and formalise the regulation of the existing relationship between SASSA and critical stakeholders such as Department of Home Affairs and the Department of Social Development. These signed agreements should clearly stipulate the expectation and requirements from each partner, namely what is expected, specific timeframes, what reports are required and when it is to be done.

- The development of an effective Call Centre, which should be more than just an enquiry centre. In conjunction, local government partnerships should be forged with Sizakala Centres, Thusong Centres and Multi-Purpose Community Centres so that information to assist customers to access information about SASSA services and requirements are made more uncomplicated and effortless.

- The transformation agenda must consider the institutional capacity of staff in leadership positions and of other employees to deliver on SASSA's mandates. Recruitment, training and capacity building of staff is therefore critical to empower them towards a customer-centric service ethos.

- Bureaucratic processes that hinder and impede service delivery should be modified wherever possible, and a strategic committee framework should be considered so that critical decisions and strategic direction is not the sole mandate of a single individual.

7.5 RECOMMENDATIONS

These recommendations emanating from the literature review and from the empirical study address the findings of the research with a view to finding solutions. This would entail having an integrated model to enable meaningful application of the results. The following recommendations are outlined:

RECOMMENDATION ONE

Creation of a Change Management Directorate

In order to initiate changes, the organisation's culture needs to be aligned to its vision, mission, goals and objectives. Although SASSA aspires to provide world class service delivery, it has a legacy from the past which developed into a strong organisational culture. This is partly due to the fact that many staff were migrated from the Department of Social Welfare and have been unable to transform attitudes and behaviours that need to be aligned to the new organisation.

The Change Management Directorate to drive this process must be located within the Office of the Chief Executive Officer so that it has the necessary support and influence to undertake strategic interventions within all regions. This Directorate ought to be led by a General Manager at Head Office, who will liaise with a General Manager from Human Capital Management to co-ordinate training programmes, interventions and initiatives to facilitate management of change within SASSA.

It will be important that the Directorate is provided with the necessary resources such as human, financial and technical resources to ensure the success of the unit, as well as to align the change management unit to the mission and vision of the organisation.

RECOMMENDATION TWO

Implementation of Change Management Initiatives

Depending on the analysis of the environment - staff, managers, customers and organisational culture, the alignment would require specific interventions to obtain the most appropriate organisational culture and leadership style required. Interventions to address culture change may include training, empowerment, sensitivity workshops, communication strategies, role modeling, policies, procedures and programmes. This is not exhaustive and also includes changes to the organisational structure and context. There needs to be commitment and dedication to follow through with intensive development of the workforce to prepare employees for the change that is suitable and to create conditions for development and growth.

In SASSA, it is recommended that change interventions be directed at individual, group and organisational level based on the findings of the empirical research. The output of these interventions should result in the alignment of leadership styles with organisational culture and subordinate profiles. This should consequently prepare the organisation for change and implementation of its strategic plan.

It is imperative that the Batho Pele principles of consultation, information, service standards, courtesy, access, redress, value for money and openness and transparency are given careful consideration during the actual implementation to enhance staff participation and buy-in.

RECOMMENDATION THREE

Intersectoral Collaboration

This Change Management Directorate must forge partnerships and work collaboratively with other organisations so that there is an increased drive to strengthen partnerships to meet the diverse needs of children, individuals and families. This should be driven by the belief that SASSA working in isolation cannot make a sustainable difference to society, and that there is a need to work together in order to achieve *sustainable* outcomes-based results within communities.

A forum needs to be established to address complex issues within the social sector and which will bring together the Heads of Department or Chief Executives on a regular basis to provide strategic leadership and oversight on cross-sectoral collaborative matters by co-ordinating activities and lobbying resources to address areas of greatest priority.

- The Department of Labour: to obtain an understanding of the programmes they offer since certain job opportunities may not be accessed by beneficiaries who receive state grants and to tap into skills development programmes to assist beneficiaries to move from 'welfare to workfare' and to exit the grant system;

- The Department of Justice: to create sensitivity and awareness of issues relating to fraud and the consequences of unethical behaviour, particularly with the foster care grants and the court orders for foster care;

- The South African Revenue Services: to benchmark how to enhance customer care through management of large queues;

- The Department of Education: especially when identifying poverty and vulnerability among learners who will be targeted for particular projects;

- The Office of the Premier: to undertake service delivery improvement initiatives, understanding how to reward service excellence, and monitor implementation of Batho Pele principles; and

- The Department of Health: needs to be vigorously engaged especially since medical assessments for disability grants are undertaken in this sector and substantial fraud occurs with the falsification of medical documents.

The Directorate also needs to establish close linkages with the following departments to identify and combat fraud:

- The Special Investigations Directorate,

- Organised Crime Unit,

- Home Affairs, and

- South African Police Services.

It is also important that there is a review of the relationships between SASSA and the Department of Social Development. At the level of the CEO of SASSA and the Director- General of Department of Social Development, there needs to be stronger collaboration and strengthening of the Memorandum of Understanding (now referred to as the memorandum of agreement) that was undertaken by both departments when SASSA was developed and migrated from the Department of Social Development. It is clear from the research results that there is a need to re-establish relationships since both departments share space at most offices and both provide services aimed at improving the quality of life of the poor and vulnerable in society.

However, it appears that the two departments are operating somewhat in silos and the subsequent impact on resource arrangements, particularly that of transport, information technology and other contracts such as those for security

and cleaning services which were previously shared, has been negatively impacted from the perspective of SASSA senior managers. This is in contrast to the model that is utilised in New Zealand where both services are rendered under the umbrella of one department and customers are assisted more holistically until they are able to realise sustainable livelihoods.

RECOMMENDATION FOUR

Introducing Service Excellence and Service Innovation Awards

Nationally, the SASSA regional offices would need to link with the Office of the Premier to obtain guidelines on entering the competition for service delivery excellence awards. This requires commitment and dedication to ensure that individual units and sections adhere to the Batho Pele principles; that all policies and procedures are in place; and that customers needs are being met. It also encourages team work, innovation and creativity.

The staff attitudes and behaviours need to be matched with customer expectations of service delivery. If the assessment reveals a mismatch, then corrective action is required, through interventions to change organisational culture. This requires changes in values, artifacts and assumptions.

The participation in such a programme would result in continuous service delivery improvement initiatives after extensive engagement with citizens and understanding their priorities for improvement; analyzing the front line delivery, leadership and service culture; identifying the gaps and choosing appropriate interventions that may require re-engineering; transformation or enhancing communication effectiveness, for example.

RECOMMENDATION FIVE

Promoting Leadership Capability for Senior Managers and Ensuring Continuous Staff Training and Development

There was consensus among customers, staff and senior managers that training and development should take place on an on - going basis to ensure that all staff have the necessary capacity and are sufficiently empowered to provide SASSA services efficiently and effectively. In particular, senior managers need to attend specific programmes that are designed to enhance leadership capabilities, as well as change management training.

According to Mhetoa (2006: 98-101), strategic leadership is critical to create a high performance culture through live performance management. The writer further argues that for senior managers, service delivery and people should feature prominently in the key performance agreement, while customer focus, change management, and strategy and leadership are compulsory core management criteria to achieve this. Matshabaphala (2005: 59) concurs that the public service needs to make use of multiple leadership strategies for both retention and sustenance of performance in dynamic societies which require speed and flexibility. Practical experience in organisations that have strong service delivery and corporate cultures should also be endorsed and advanced for senior managers.

Staff training and development would need to focus on training and re-training on a wide range of areas that would include, but is not exhaustive, technical training, customer care training, on-going training on legislative, procedural and policy issues as well as IsiZulu training. SASSA top management would also have to support training in sign language and encourage staff to integrate and internalise the true meaning of the Customer Care Charter so that it is implemented effectively.

RECOMMENDATION SIX

Improved Communication Strategy

It emerged from the empirical study that 21% of clients did not receive complete information from SASSA officials. This finding is also supported by the Black Sash Community Monitoring and Advocacy Programme Report (March – April 2010: 29) which identified a lack of the correct or complete information about regulation changes and application requirements as a key determinant of beneficiaries having to return more than once, and on average, twice or three times for the same reason.

Pertinent, updated information should be communicated widely utilising a variety of media and in the predominant language of the Region. For example, in KZN, English and IsiZulu are spoken predominantly while in the Eastern Cape, Xhosa is more widely used and Afrikaans in the Western Cape.

SASSA would need to investigate the possibility of utilising Call Centres where clients and potential beneficiaries can call in for information; enhancing access to electronic information *via* the internet, pamphlets and brochures which should be positioned strategically in accessible areas such as government MPCC's or Sizakalas and using short messaging service (sms) technology to inform clients about changes to their grants.

This is supported by Walsh (in Sekoto & van Straaten 1999: 110) who identified a number of promotional mechanisms best suited for a local government environment:

- Complaint forms;

- A special telephone service for consumers (the community);

- An organised letter and mail correspondence network;

- Effective complaint procedures;

- The existence of an effective system for the provision of information;

- Organised campaigns to involve the community in decision-making; and

- Measures to ensure accessibility to local government structures and administrative activities.

In addition, dissemination of information and communication can be enhanced by the utilization of interpreters for foreigners or refugees who may qualify for grants. It would also be necessary to ensure that service standards and pertinent information is displayed at service points, and pamphlets such as 'You and Your Grants' are freely available. This can also be a time-saving measure for clients and for SASSA officials since customers will have relevant information prior to seeking SASSA services and will know and understand the requirements for grant applications, for example. Proper communication and information dissemination will result in beneficiary education, and is central to minimizing social grant challenges.

RECOMMENDATION SEVEN

Formalising customer care as a Key Responsibility Area (KRA) in all SASSA officials' Performance Management and Development Strategy Reports

Customer Care in SASSA focuses on the provision of customer- centric services which incorporate the Batho Pele Principles. Individual staff performance reports for Performance Management and Development purposes should incorporate a Key Responsibility Area on customer care. This would allow all staff performance to be managed more holistically and would take into account whether the Batho Pele Principles of, for example, courtesy, consultation, information, value for money and redress were being practiced.

According to the Black Sash Community Monitoring and Advocacy Project Report (March – April 2010: 28), SASSA needs to prioritise skills development among staff, particularly on customer care norms and the Batho Pele Principles, and to hold staff to account through performance management systems for the implementation of these norms and principles.

This would also assist to inculcate in staff, at all levels in the organisation, the caring ethos that SASSA subscribes to by ensuring that the Batho Pele Principles are realised and practiced on a daily basis. Mhetoa (2006: 101) argues that implementation of this kind of PMDS requires a significant paradigm shift in many organisations and would fail if not championed by top management.

RECOMMENDATION EIGHT

Monitoring and evaluation

The executive management and Head of the Change Management Unit would need to identify staff to undertake the function of monitoring and evaluating organisational culture within SASSA. This is to ensure that there are designated, dedicated personnel to undertake this on an on-going basis. Such monitoring and evaluation would also assist in facilitating programmes on the various areas of change management and would assist staff and the leadership to behave appropriately. In addition, it would validate the need for executive management to recognise such a need within the organisation, which may have been brought about by poor working conditions, staff dissatisfaction and uncertain leadership, and to allocate resources for programmes to enhance change management.

It is imperative that the outcomes of the implementation interventions are monitored, evaluated and validated with regard to organisational culture. This needs to take place on an on-going basis and would be subject to an audit particularly since additional resources would be allocated. The audit would also

direct the need for any amendment or modification in the type of intervention at either organisation, group or individual level.

RECOMMENDATION NINE

Integrated and holistic model to manage cultural change in SASSA

The model integrates organisational culture, employee attitudes and values, leadership styles, customer requirements and environmental forces. In this model, there is a need for the assessment of these components in totality rather than in silos prior to the implementation of the strategic plan as these factors will drive the change process and the mechanisms and initiatives required to manage the delivery process.

The integrated and holistic model to manage cultural change in SASSA follows in this chapter.

Figure 7.1 on page 371 represents an integrated and holistic proposed model for cultural change in SASSA. At a national level, the need for cultural change has been recognised and prioritized in the 2010/ 2011 strategic plan. The model sets out the following:

There is an urgent need for a new branch to be created within the office of the CEO which will encompass the Organisational Change and Management Directorate. This Directorate will be guided by the policies, systems, procedures and practices that relate to the organisation. The Change Management Directorate will be responsible for:

- developing policies relating to change initiatives;

- ensuring that there is a budget and adequate human resources;

- establishing the necessary information technology systems;

- undertaking an organisational culture analysis; and

- developing training initiatives based on the findings of the analysis.

There must be representatives in this Directorate from the Regions, who in turn, will liaise with representatives from the Districts, and finally Districts will disseminate information to Local Office representatives so that a continuum is established. The Organisational Change and Management Unit will be guided by service delivery requirements, which will be informed by the Batho Pele principles, customer needs and external stakeholders, with special attention being directed at SASSA's internal and external customers.

Service Delivery needs to focus on aspects such as service delivery improvement programmes once gaps have been identified; intersectoral collaboration which may be enhanced by service delivery improvement forums which are being piloted by the DPSA; training initiatives; and commitment needs

to be harnessed into monitoring and evaluation. Training initiatives should be concentrated on the following important aspects:

- Leadership and leadership styles;

- Ethics training and Code of conduct;

- Business process re-engineering;

- Developing talent and skills;

- Role modeling; and

- Re-inforcement with formal mechanisms, for example, structures, systems and processes.

From the Model, it is evident that the Change Management Unit will be able to provide targeted support to SASSA employees by firstly, improving communication about the desirable culture and values that the organisation subscribes to, and secondly, to establish whether SASSA services are delivered according to Batho Pele Principles. The Unit will also, among others, identify, analyse and develop the appropriate intervention strategies to the service delivery challenges confronting SASSA. In addition, participation of stakeholders will be encouraged to enhance the credibility of the initiatives.

Figure 7.1 Proposed Model for cultural change

National → Strategic

Provincial → SASSA → Operational

Local → CEO → Business

} PLANS →

Systems

Policies

Procedures

Practices

Office of CEO

Unit

Internal Audit

Unit

Compliance

& Monitoring

9 REMs

Branch   Branch

Comm.   Corporate

&   Services

Marketing

NEW BRANCH
Organisational change
& Mngt Directorate
   Policy
   Finance
   Human resource info
   Technology
   Training
   Organisational
   Culture analysis
   Communication

Branch

IT

Branch   Branch

Customer   Strategic &

Services   Bus. Dev

Regions – Districts – Local Offices

Service Standards   Access

Information   Consultation

Redress   Value for Money

Openness   Courtesy

& Transparency

CUSTOMERS

EXTERNAL STAKEHOLDERS

SERVICE DELIVERY

BATHO PELE PRINCIPLES

SDIPs

Intersectoral

Training Interventions

Monitoring

Leadership / styles; BPR; Ethics training

Code of conduct; Foster understanding

Develop talent; role modeling

Re-inforce with formal mechanisms

7.6. SUMMARY

To instill and embed a service delivery culture in the public sector in South Africa is a challenging and complex issue. SASSA needs to implement change management initiatives to influence employees with transformational, cross-cultural interaction and with a corporate type of culture. This is not an added dimension, but rather requires innovative strategies to institutionalise attitudes, leadership skills, content and perceptions to enhance positive behaviours.

It also identifies areas for further research. Numerous programmes are rolled out in SASSA and there is a need for impact evaluations of the various programmes to determine whether customers have realised tangible benefits. In addition, research should be promoted to analyse how many customers have been able to successfully exit the grants system due to programmes that link to sustainable livelihoods.

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15 AUGUST 2008

MS. V DAYARAM (205519369)
PUBLIC ADMINISTRATION

Dear Ms. Dayaram

ETHICAL CLEARANCE APPROVAL NUMBER: HSS/0173/08D

I wish to confirm that ethical clearance has been approved for the following project:

"Organisational culture and values in the South Africa Social Security Agency (SASSA): A Batho Pele Perspective"

PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years

Yours faithfully

MS. PHUMELELE XIMBA

cc. Supervisor (Dr. P Pillay)
cc. Ms. J Mazibuko

sassa
SOUTH AFRICAN SOCIAL SECURITY AGENCY

TO : MS S SETLABA
: ACTING REGIONAL EXECUTIVE MANAGER
: SASSA: KZN
: PRIVATE BAG X9146
: PIETERMARITZBURG
: 3201

FROM : MS V DAYARAM
: MANAGER: VERULAM LOCAL OFFICE

DATE : 15 MAY 2008

PERMISSION REQUESTED TO CONDUCT RESEARCH IN SASSA FOR DOCTORAL STUDIES

I intend undertaking research in partial fulfillment of my degree D.Admin at the University of KwaZulu Natal. The proposed title of my research is 'Organizational Culture and Values in SASSA: A Batho Pele Perspective.'

I wish to add to the body of knowledge particularly since SASSA is a relatively new organization and is making huge strides in the development of policy to guide best practices including the area of Customer Care and Batho Pele implementation. The introduction of the Culture of Diligence Circular by SASSA and the Code of Conduct by the DPSA will impact on SASSA officials.

The research is intended to enhance service delivery and also for academic scholarship. I would appreciate it if permission could be granted so that my research can commence. All information and data that will be collected will be treated with the strictest confidence. Also, a copy of the preliminary research proposal has been attached in support of my research, for your perusal.

Thank you for taking time to consider this request.

Signed: ....
Vanitha Dayaram

Approved/ Not Approved

....
Ms S Setlaba
AREM: KZN

Good Luck !!
Approval is based on commitment that findings and the final report will be made available to SASSA at the end of the study Matlaba.

South African Social Security Agency
KwaZulu-Natal Region
Verulam Local Office

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www.sassa.gov.za

paying the right social grant, to the right person, at the right time and place. NJALO!

UNIVERSITY OF
KWAZULU-NATAL

ORGANISATIONAL CULTURE AND VALUES IN THE SOUTH AFRICAN SOCIAL SECURITY AGENCY (SASSA): A BATHO PELE PERSPECTIVE

INTERVIEW SCHEDULE FOR SASSA SENIOR MANAGERS

SECTION A: DEMOGRAPHIC DATA

1. How many people are employed in your organisation?

_____

2. How long have you worked for SASSA?
……………………………………………………….

3. Were you previously employed by the Department of Social Welfare?

Yes		01
No		02

Comments
………
………
………

4. Gender

Male		01
Female		02

5. Population Group

African		01
Coloured		02
Indian		03
White		04
Other (Please state below)		05

……………………………………………………………………….

6. Nationality

South African		01
Other (please specify)		02

……………………………………………………………………….

7. Educational Qualifications

No formal education		01
Primary school		02
Secondary school		03
College		04
Technikon		05
University		06
Other (please state below)		07

………………………………………………………………………

8. Age

25-34 years		01
35-44 years		02
45-54 years		03
55-64 years		04
Over 65 years		05

9. Marital status

Single		01
Married		02
Widowed		03
Divorced		04
Other (please specify)		05

…………………………………………………………………

SECTION B: ORGANIZATIONAL CULTURE AND VALUES

Please indicate by means of a cross (X) in the appropriate column the extent to which you agree or disagree with each of the following statements.

1. SASSA's Culture of Diligence policy has been widely disseminated.

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
01	02	03	04	05

2. Does this policy describe the Code of Conduct to be followed by SASSA officials?

Yes		01
No		02

3. Do you think that this policy is being adhered to?

Yes		01
No (Please elaborate below)		02

……
……
……

4. Which of the following values best represent SASSA? You may choose more than one.

	YES	NO
Efficiency		
Integrity		
Confidentiality		
Impartiality		
Accountability		
Honesty		
Representivity		
Other		

5. In your opinion, have these values enhanced the quality of service delivery to customers?

Yes		01
No (Please elaborate below)		02

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……
……

6. What do you understand by 'organizational culture'?
……
……
……
…….

7. How does organizational culture enhance diversity?
……
……
……
……

8. To what extent does language impact on service delivery?
……
……
……
……

9. How has the separation of SASSA from the Department of Social Welfare impacted on service delivery?
……
……
……
……

10. Has SASSA successfully addressed transformation initiatives such as affirmative action and employment equity?

....
....
....
....

SECTION C: SERVICE DELIVERY AND BATHO PELE

Please indicate by means of a cross (X) in the appropriate column the extent to which you agree or disagree with each of the following statements.

1. The Batho Pele Principles have improved the quality of life of SASSA customers.

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
01	02	03	04	05

2. Which of the following Batho Pele Principles have been aligned to SASSA's values? You may choose more than one option.

	YES	NO
Information		
Courtesy		
Service Standards		
Consultation		
Access		
Openness and Transparency		
Value for Money		
Redress		

3. Is the Customer Care Charter being successfully implemented?

Yes		01
No (Please elaborate below)		02

....
....
....

4. Describe the challenges that influence the implementation of the Customer Care Charter.
....
....
....
....

5. Have you visited any service delivery points?

Yes		01
No (Please elaborate below)		02

………
………
………
………

6. What types of infrastructure are available at service delivery points?
………
………
………
…….

7. In your opinion, are staff trained to deliver services efficiently and effectively?

| Yes | | 01 |
| No (Please elaborate below) | | 02 |

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8. What institutional mechanisms (including policies, procedures and legislative frameworks) exist to guide provision of services?

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9. What types of resources are available for service delivery?
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10. Does bureaucracy hinder or enhance service delivery at the point of delivery?
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11. What types of accountability mechanisms exist for resource management?
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12. How is accountability for resource management enforced?
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13. To what extent has SASSA decentralized responsibility to managers?
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14. The budget is in accordance with the targets for this financial year.

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
01	02	03	04	05

Comments:
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15. SASSA services are accessible to all potential customers.

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
01	02	03	04	05

Comments:
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SECTION D: LEADERSHIP AND PERFORMANCE MANAGEMENT

1. How does leadership influence service delivery?
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2. What type of leadership skills is important to enhance service delivery?

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3. How is performance for senior managers measured?
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4. What types of training initiatives are available to improve capacity development of senior managers?
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Recommendations
What recommendations can you propose to enhance SASSA's service delivery?
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ADDITIONAL COMMENTS

THANK YOU FOR YOUR TIME AND EFFORT

SCHOOL OF PUBLIC ADMINISTRATION

Dear Respondent,

Research Project
Researcher: Vanitha Dayaram (0845826115)
Supervisor: Dr P Pillay (Ph: 031-2607059)

I am Vanitha Dayaram, a D.Admin student in the School of Public Administration at the University of KwaZulu-Natal. You are invited to participate in a research project entitled 'Organisational Culture and Values in the South African Social Security Agency (SASSA): A Batho Pele Perspective'. The objective of this study is to contextualize organizational culture and values within a Batho Pele perspective.

Through your participation I hope to understand how Batho Pele assists in equity/redress and accountability in SASSA's service delivery. The results of the survey are intended to contribute to enhancing social service delivery with particular reference to SASSA.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. Confidentiality and anonymity of records identifying you as a participant will be maintained by the School of Public Administration.

The survey should take you about 20 minutes to complete. I hope you will take the time to complete this survey.

If you have any questions or concerns about completing the questionnaire or about being in this study, you may contact my supervisor or the researcher. This project has been cleared by the Ethical Clearance Committee at the University of KwaZulu-Natal.

CONSENT

I have read and understood the above information. I understand that participation is voluntary and that I may withdraw at any stage of the survey.

Participant's signature……………………………………..   Date…………………………

Sincerely,
Vanitha Dayaram

1

ORGANIZATIONAL CULTURE AND VALUES IN SASSA: A BATHO PELE
PERSPECTIVE

CUSTOMER QUESTIONNAIRE

Please indicate your response by placing a cross (X) in the appropriate row.

SECTION A: DEMOGRAPHIC DATA

1. What grant/s have you applied for?

	YES	NO
Child Support Grant		
Foster Care Grant		
Old Age Grant		
Disability Grant		
Care Dependency Grant		
Grant- in- Aid		
War veteran's Grant		
Combination Grant		

2. How long have you been in receipt of a grant?

………………………………………………….

3. Where do you collect your grant?

Bank		01
Post Office		02
SASSA Local Office		03
Paypoint		04
Merchant Store		05

4. Gender

Male		01
Female		02

5. Population Group

African		01
Coloured		02
Indian		03
White		04
Other (Please state below)		05

………………………………………………….

6. Nationality

South African		01
Other (please specify)		02

………………………………………………….

7. Educational Qualifications

No formal education		01
Primary school		02
High school		03
College		04
Technikon		05
University		06
Other (please state below)		07

……………………………………………………..

8. Number of Dependents

None		01
1-2		02
3-4		03
› 4		04

9. Age

15-24 years		01
25-34 years		02
35-44 years		03
45-54 years		04
55-64 years		05
65-74 years		06
75 years or more		07

10. Marital status

Single		01
Married		02
Widowed		03
Divorced		04
Other (please specify)		05

……………………………………………………..

SECTION B: SERVICE DELIVERY AND BATHO PELE

1. On average, how long have you had to wait at a SASSA office before you were attended to?

2. Did you receive all the necessary information from the SASSA official?

Yes		01
No		02

3. How many times did you attend the SASSA office to finalise your business?

Once		01
Twice		02
Three times or more		03

4. Why did you have to return to the SASSA office?

Incomplete documentation		01
Problem with bar coded ID document		02
Computer system off-line		03
Incomplete information		04
Other (please record below)		05

………………………………………………………………………………………

Please indicate by means of a cross (X) in the appropriate column the extent to which you agree or disagree with each of the following statements.

5. Information

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
5.1. Clients are given correct information.					
5.2. Information given to customers is complete.					
5.3. Clients have access to personal information.					
5.4. Information is provided in a variety of languages.					

6. Service Standards

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
6.1. Applications are completed in one day.					
6.2. Outcomes of applications are issued on the same day.					
6.3. Service standards are realistic.					
6.4. Service standards are displayed to all potential users of SASSA services.					

7. Courtesy

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
7.1. Staff are courteous and respectful to clients.					
7.2. Staff adhere to the specified Code of Conduct.					
7.3. Staff are identified by name.					
6.4. Staff performance is monitored regularly.					
7.5. Front-line staff provide feedback to supervisors to improve customer care.					
7.6. Staff receive training on customer care.					

8. Consultation

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
8.1. Clients are consulted about method of payment.					
8.2. Stakeholders are engaged to determine services to be provided.					
8.3. Customers are allowed to choose service points.					
8.4. Consultation influences decision-making about deployment of resources.					

9. Access

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
9.1. SASSA service points are accessible to customers.					
9.2. Clients have access to information.					
9.3. Service offices are accessible for persons with disabilities.					
9.4. Sensitivity to cultural diversity assists to remove cultural barriers to access.					

10. Redress

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
10.1. All service points have a complaints procedure.					
10.2. Customer complaints are reviewed regularly.					
10.3. Staff address customer complaints swiftly.					
10.4. Complaints are dealt with effectively.					
10.5. Staff are trained on complaints handling procedures.					

11. Value for money

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
11.1. The one day					

turn-around time ensures clients receive cost-effective services.					
11.2. Customer queries are handled efficiently the first time around.					
11.3. Procedures are simplified to reduce inefficiency.					

12. Openness and Transparency

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
12.1. Customers are made aware of service targets.					
12.2. An annual report is published.					
12.3. Reports to citizens are publicized widely.					

13. SASSA is confronted by various challenges, some of which include communication, human resources and other resources. Rank the following in order of priority, where 1 indicates most important and 10 is least important.

Waiting Areas	
Staff shortages	
Inadequate computers	
Poor staff attitude	
Communication with customers	
Training of staff	
Lack of sufficient vehicles	
Poor infrastructure	
Bureaucracy	
Other (please give a brief outline below)	

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14. What method of communication would you prefer from SASSA?

14.1	Written correspondence	
14.2	Television	
14.3	Newspapers	
14.4	All of the above	
14.5	Other	

15. What would you recommend to improve SASSA's service delivery?

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ADDITIONAL COMMENTS

THANK YOU FOR YOUR TIME AND EFFORT

ORGANIZATIONAL CULTURE AND VALUES IN SASSA: A BATHO PELE PERSPECTIVE

STAFF QUESTIONNAIRE

Please indicate your response by placing a cross (X) in the appropriate row.

SECTION A: DEMOGRAPHIC DATA

1. How many people are employed in your organisation?

2. How long have you worked for SASSA?

3. Were you previously employed by the Department of Social Welfare?

Yes		01
No		02

Comments

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……

4. Gender

Male		01
Female		02

5. Population Group

African		01
Coloured		02
Indian		03
White		04
Other (Please state below)		05

6. Nationality

South African		01
Other (please specify)		02

7. Educational Qualifications

No formal education		01
Primary school		02
Secondary school		03
College		04
Technikon		05
University		06
Other (please state below)		07

8. Age

15-24 years		01
25-34 years		02
35-44 years		03
45-54 years		04
55-64 years		05

9. Marital status

Single		01
Married		02
Widowed		03
Divorced		04
Other (please specify)		05

SECTION B: ORGANIZATIONAL CULTURE AND VALUES

Please indicate by means of a cross (X) in the appropriate column the extent to which you agree or disagree with each of the following statements.

1. SASSA's Culture of Diligence policy has been widely disseminated.

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
01	02	03	04	05

2. Does this policy describe the Code of Conduct to be followed by SASSA officials?

Yes		01
No		02

3. Do you think that this policy is being adhered to?

Yes		01
No (Please elaborate below)		02

4. In your opinion, which of the following statements best describes what SASSA exists for?

To serve society		01
To meet organizational goals		02
To improve social grants administration		03
To beat poverty		04
All of the above		05
None of the above		06

5. Which of the following values best represent SASSA? You may choose more than one.

	YES	NO
Efficiency		
Integrity		
Confidentiality		
Impartiality		
Accountability		
Honesty		
Representivity		

SECTION C: SERVICE DELIVERY AND BATHO PELE

Please indicate by means of a cross (X) in the appropriate column the extent to which you agree or disagree with each of the following statements.

1. I am aware of the Batho Pele Principles.

Yes		01
No		02

2. The Batho Pele Principles have improved the quality of life of SASSA customers.

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
01	02	03	04	05

3. Which of the following Batho Pele Principles have been aligned to SASSA's values? You may choose more than one option.

	YES	NO
Information		
Courtesy		
Service Standards		
Consultation		
Access		
Openness and Transparency		

Value for Money		
Redress		

4. Information is an important part in SASSA's service delivery.

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
4.1. Clients are given correct information.					
4.2. Information given to customers is complete.					
4.3. Clients have access to personal information.					
4.4. Information is provided in a variety of languages.					

5. Service Standards

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
5.1. Applications are completed in one day.					
5.2. Outcomes of applications are issued on the same day.					
5.3. Service standards are realistic.					
5.4. Service standards are displayed to all potential users of SASSA services.					
5.5. Performance against standards is measured regularly.					

6. Courtesy

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
6.1. Staff are courteous and respectful to clients.					
6.2. Staff adhere to the specified Code of Conduct.					
6.3. Staff are identified by name.					
6.4. Staff performance is monitored regularly.					
6.5. Front-line staff provide feedback to supervisors to improve customer care.					
6.6. Staff receive training on customer care.					

7. Consultation

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
7.1. Clients are consulted about method of payment.					
7.2. Stakeholders are engaged to determine services to be provided.					
7.3. Customers are allowed to choose service points.					
7.4. Consultation influences decision-making about deployment of resources.					

8. Access

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
8.1. SASSA service points are accessible to customers.					
8.2. Clients have access to information.					
8.3. Service offices are accessible for persons with disabilities.					
8.4. Sensitivity to cultural diversity assists to remove cultural barriers to access.					

9. Redress

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
9.1. All service points have a complaints procedure.					
9.2. Customer complaints are reviewed regularly.					
9.3. Staff address customer complaints swiftly.					
9.4. Complaints are dealt with effectively.					
9.5. Staff are trained on complaints handling procedures.					

10. Value for money

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
10.1. The one day turn-around time ensures clients receive cost-effective services.					
10.2. Customer queries are handled efficiently the first time around.					
10.3. Procedures are simplified to reduce inefficiency.					

11. Openness and Transparency

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
11.1. Customers are made aware of service targets.					
11.2. An annual report is published.					
11.3. Reports to citizens are publicized widely.					

12. SASSA is confronted by various challenges, some of which include communication, human resources and other resources. Rank the following in order of priority, where 1 indicates most important and 10 is least important.

12.1. Waiting Areas	
12.2. Staff shortages	
12.3. Inadequate computers	
12.4. Poor staff attitude	
12.5. Communication with customers	
12.6. Training of staff	
12.7. Lack of sufficient vehicles	
12.8. Poor infrastructure	
12.9. Bureaucracy	
12.10. Other (please give a brief outline below)	

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SECTION D: SUPERVISOR'S/ MANAGERS ONLY

1. On average, how many complaints (formal and informal) does your organization
receive per month?

None		01
1-9		02
10-19		03
20-29		04
31-39		05
› 40		06

2. Does your organization have a Batho Pele representative?

Yes		01
No		02

 3. Please indicate by means of a cross (X) in the appropriate column the extent to which you agree or
disagree with each of the following statements.

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
	01	02	03	04	05
3.1. Management is responsible for institutionalizing organizational culture and values.					
3.2. SASSA's organizational culture promotes diversity.					
3.3. SASSA implements a Customer Care Charter.					
3.4. There are adequate resources to achieve targets.					
3.5. There are policies and procedures to inform work processes.					

3.6. Bureaucracy delays efficient service delivery.					

4. Recommendations

What recommendations can you propose to improve SASSA's service delivery?

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ADDITIONAL COMMENTS

THANK YOU FOR YOUR TIME AND EFFORT