

A TRANSFORMATIVE AFRICAN LEADERSHIP AND GOVERNANCE FRAMEWORK TO IMPROVE PUBLIC SERVICE DELIVERY IN SOUTH AFRICA

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ABSTRACT

This paper firstly examines: service delivery performance by the South African public service? Secondly, it proposes a transformative African leadership and governance approach to improve public service delivery in South Africa. To this end the author conducted an intensive research study in 2004, to analyse service delivery performance in selected South African public service departments. The findings of the research suggests that although the South African public service has been successful in meeting its service delivery objectives, the current strategies and approaches are not very effective in rapidly improving and redressing service delivery, to the extent and at the pace that is currently needed in South Africa.

There are a number of interrelated variables which impact of service delivery performance. There are several parallel initiatives that should be undertaken to address challenges impacting on service delivery. The South African public service needs faster responses to the needs and demands of the South African society, better utilization of resources, improved policy implementation, monitoring, performance and a conducive work culture to maximize efforts by departments. It is advocated that the adoption of a hybrid leadership and governance framework by the South African public service should become intangible asset for rapidly improving and redressing service delivery. South Africa has its own unique comprise of different diversities, strategies and different political accommodations. There is a need for a unique semblance of a South African framework for the public service.

A uniquely South African leadership and governance framework will shape public administration positively within the context of South African public service. The purpose of developing a hybrid leadership and governance framework is not to replace the current framework adopted by the South African public service but to improve and strengthen it to meet the needs and demands of the South African pub-

lic service. The leadership and governance framework developed by the author is flexible, as it can be applied to diverse settings and circumstances within the South African public service. This paper serves as a vehicle to advance a uniquely South African leadership and governance framework, which could be integrated meaningfully within the South African public service for the rapid improvement and redress of service delivery in South Africa.

“Public servants are meant to serve society in a positive way. The basic principle of government is to provide optimum service delivery in order to create a good quality of life for every citizen. Attempts should thus be made to improve the public service’s performance and to minimize the negative consequences of actions. This implies that the public service’s activities should be directed to satisfy the public’s needs and to resolve the public’s legitimate concern” (Naidoo 2004).

INTRODUCTION

In 2004 a review was conducted by the South African government which reflected that although the South African public service have been successful in meeting its immediate service delivery objectives, the current interventions, strategies and approaches are not effective in rapidly improving and redressing service delivery, to the extent and at the pace that is currently needed in South Africa (Towards a Ten Year Review 2003). Nquakula (2003) indicates that leadership and governance challenges impact on the ability of the public service to deliver services. According to Naidoo (2004), there are also a number of interrelated variables, which are hampering the effectiveness of the public service to deliver services. The most important of these variables were identified as human resource and financial constraints, the lack of technical skills, the lack of co-ordination, ineffective intergovernmental relations (IGR) among the three spheres of government, ineffective policy implementation and the lack of effective monitoring and evaluation systems. The real challenge in the South African public service lies with the ability to mobilise and focus its efforts to achieve its goals (Naidoo 2004: 246). In 2003, the Minister of Health stated that slow policy implementation is critically affected by leadership decision-making and leadership commitment (Access<<http://www.doh.gov.za/docs/pr/2002>). According to Muthien, *et. al* (2000: 122) the lack of effective leadership poses a serious challenge in the South African public service, which impacts negatively on service delivery.

President Thabo Mbeki argued that the critical factor is to improve the quality of leadership in the South African public service (Mbeki 2003: Interview-SABC 2). Fraser-Moleketi (2005) argued that the South African public service needs faster responses to meet the needs and demands of the South African society, better utilization of available

resources, improved policy implementation, monitoring, performance and a conducive work culture to maximize efforts by departments. Fraser-Moleketi (2003) pointed to the need for effective leadership and governance for improving service delivery.

This paper points to the need for a uniquely South African leadership and governance framework that will shape public administration positively within the context of the public service. In view of the urgent need to improve service delivery by the South African public service, this paper therefore presents a hybrid leadership and governance model for the improvement of service delivery. The purpose of developing a hybrid leadership and governance framework is not to replace the current framework adopted by the South African public service but to improve and strengthen it to meet the needs and demands of the South African public service. This paper serves as a vehicle to advance a pragmatic transformational African model for the improvement of service delivery in South Africa.

TRANSFORMATIVE AFRICAN LEADERSHIP AND GOVERNANCE FRAMEWORK

In this paper, a pragmatic and transformative African model is tentatively referred to as a hybrid leadership and governance framework. Pragmatic refers to a practical leadership and governance framework that would be adaptable to different contexts in the South African scenario. Transformational African model refers to the unique circumstances faced by the post-apartheid public service, which require a conception of public service leadership and governance that draws on relevant interventions, approaches, and strategies, thus, it is a hybrid model. In this study, a hybrid leadership and governance framework is defined as a framework that is multifaceted and multidimensional with its own unique characteristics and diverse perspectives. The framework caters for sensitivities of culture, gender, religion, ethnic origin and socio-economic and political differences. These divergent perspectives, approaches and sensitivities are incorporated and developed in such a way that the full potential of public servants and public service institutions may be realised optimally. There is therefore a need for a unique semblance of a framework for each department in the public service. The leadership and governance framework developed in this paper is flexible, so that it can be applied to diverse settings and circumstances in the South African public service. A combination of leadership and governance approaches and strategies is, therefore, essential, in order to improve service delivery in South Africa.

This model thus incorporates traditional African values, transformational leadership and team leadership. It also refers to effective governance approaches towards public service delivery, such as civic governance. For example, it refers to the active involvement of communities in service delivery. It also refers to governance principles such as accountability, transparency, responsiveness, equality and public participation. It is advocated that the adoption of a hybrid leadership and governance framework by the South African public service should become intangible asset for improving service delivery. The aim, therefore, is to utilise the divergent perspectives within the South African public service and to reach a synthesis in order to reach the highest possible levels of performance.

TOWARDS A TRANSFORMATIVE AFRICAN LEADERSHIP AND GOVERNANCE FRAMEWORK

It is necessary to improve the leadership and governance framework, to accelerate service delivery at the pace that is needed in South Africa to address service delivery backlogs, especially in previously disadvantaged communities. Due to the complexity of service delivery, the South African public service cannot simply rely on a particular approach or strategy to meet its objectives, but rather must adopt several parallel approaches and strategies, which should be adaptable to each situational context in South Africa (Kuye 2004: Discussion).

In this regard, appropriate attributes of Western and traditional African leadership and governance approaches ought to be integrated within the public administration framework to promote an ethos of service delivery in the South African public service. Naidoo (2004) suggests that a uniquely South African leadership and governance framework was not explored in the South African public service for possible adoption. In this regard, Setsabi (2001: 2) argues that, traditional African leadership and governance are valued but not integrated within the current framework of the South African public service. Undoubtedly, issues of a distinctly South African leadership and governance approach require extensive exploration for the South African public service within the public administration discipline.

Naidoo (2004) clearly indicates that a traditional African leadership, transformational leadership, team leadership and the strengthening of governance are the basis of an effective leadership and governance framework. The leadership and governance framework should therefore be manifested through a set of techniques and methods related to effective policy implementation, monitoring, performance evaluation and measurement and by a set of values such as equity, productivity, and quality (Van der Waldt 2004: 2). The paper suggests that a hybrid leadership and governance framework will focus on, improving accountability, communication, co-ordination, strengthening networks and partnerships, developing leadership, enhancing ethics and values and improving policy implementation. Nuzvidziwa (2003: 3) suggests that these attributes underpin institutional success stories. This is re-iterated by Setsabi (2001: 11) who indicates that these features ensure a dynamic and an effective organisation.

The shift is to ensure that improved service delivery is a dynamic social activity out of which socio-economic, cultural and political imperatives are integrated within the leadership and governance framework in the South African public service. It is important for the South African public service to take cognizance of socio-economic, cultural and political perspectives of employees in the public service, as well as recipients of these services. Setsabi (2001: 11) points out that a leadership and governance framework that is not focused on a society's political, social and cultural imperatives is doomed to fail. Niekerk, *et al.* (2001: 115), argue that the public service cannot be value-free. The consideration of these imperatives is important, to create a conducive environment for the improvement of public service delivery.

Moral and value-based leadership and governance is essential in traditional African societies (Molopo, 2003: Discussion). This paper proposes values-based and ethical

leadership and governance for the South African public service. This would mean that the vision of leadership is collectivized through agreed-upon rules and customs. Moreover this should entail improving leadership, the need for co-ownership, enhancing responsibility and accountability, transparency and public participation. A greater emphasis is placed on working for the common good of all South Africans. In this regard, Nuzvidziwa (2003: 1) points to the need for teamwork and joint efforts. Northouse (2001: 4) suggests that to accelerate performance there should be an equal concern for people and organisational outcomes. Markus and Kityama (1991: 227) suggest that leaders should develop leadership skills such as collective decision-making, which is more empowering for communities and departments. This should promote listening skills and the ability and to enter into dialogue. Khoza (1994: 118) suggests that the South African public service should try to maximize participation and understanding throughout its departments. The degree to which leaders in the South African public service empower others, will affect service delivery outcomes.

Mbigi (1997: 2) argues that the valuing of diversity and inclusion is necessary to promote efficiency in organisations. The lack of integration of unique diversities and differences can lead to a lack of trust and a lack of confidence in government. Such values in South Africa should include the principle of *Ubuntu* (humanness). According to Setsabi (2001: 11) values can provide the basis for responsibility and accountability, and can ensure that the public service will exercise its authority in such a way that the interests and welfare of society are served. Naidoo (2004) states when organisations promote an inclusive culture, then this fosters in everyone the feeling of being part of a community. Leaders should therefore nurture, support and empower co-workers within their departments. Simply put, when there is a cordial relationship between leaders and followers, efficiency and effectiveness would naturally improve in the public service. Tshikwatamba (2003: 299) argues that this will undoubtedly promote a conducive institutional culture and work-ethos in organisations.

Transformational leadership is meant to result in followers performing beyond expected levels of performance (Ozaralli, 2003: 335). Since there is an urgent need to improve service delivery by the South African public service, leaders should, therefore, motivate public servants to do more than they had originally expected and even more than they thought possible. Leadership ought to be able to identify, utilize, and manage the potential of people to create an effective organisation. The South African public service ought to create a climate, where innovation and initiative are encouraged, where risk is accepted and well managed. Public servants should feel empowered to make a difference, and motivated to use their potential for the good of the public service and the community that it serves. Although people have become more individualistic, Naidoo (2004) suggests that effective teams deliver more than effective individuals.

In examining the findings of project teams of government programmes in South Africa, it is evident that departments give projects to teams that are excessively challenging while offering limited institutional support to enable teams to accomplish these assignments (Chandu 2004: Discussion). Clearly, even the most well intentioned goals, the best team members and their commitment will not mean much if the public service does not

resource the project to accomplish the goals. A Report on the 'State of the South African public service' (2001) indicates that the South African public service does not adequately reward teams in terms of rewards or bonuses when they do succeed. However, the South African public service has since established a performance management system to address the issue pertaining to rewards (Naidoo 2004: 303). Nonetheless, the South African public service ought to improve its team leadership approach to ensure that when teams are used, they succeed. Adair (2003: 74) suggests that the teams that succeed are those where the leader has a clear sense of direction. Freedman and Tregoe (2003: 24) point out that leaders in organizations ought to focus the team firmly on the public or customer. Leaders ought to do this with the knowledge that it is not just the route to successful service delivery, but also the way to energize the team.

Kuye (2004: Discussion) argues that, an analysis of the situational context of each department in the South African public service is required for effective implementation of a leadership and governance framework. It is obvious that no single leadership approach will be equally effective in all situations. According to the contingency or situational approach of leadership, a leader's success can be attributed only partly to certain traits and behavioural patterns. A leader's success is often determined by his or her ability to sum up a situation and adapt his or her style of leadership accordingly. Instead of searching for the best style of leadership for the South Africa public service, leaders should rather adapt their leadership style to the situation and the nature of their subordinates (Kuye 2003: Discussion). Leadership can contribute to a distinctly situational leadership style, adopting different interventions, approaches and strategies within each department in the public service that will accelerate the performance of public service. For want of a single best style, successful leadership thus depends on the fit interface between leader, the subordinate and the situation. The objective is to turn the public service into an effective vehicle for service delivery, imbued with a concern for performance and greater consideration for the interests of society, particularly poorer communities in South Africa.

STRENGTHENING NETWORKS AND PARTNERSHIPS

According to Fraser-Moleketi (2005) no single actor has all the knowledge and information required to solve the complexities of service delivery in South Africa. In this regard, Hackman (1986: 104) indicates that leaders ought to maintain and increase successful partnerships inside their organisations and increasingly beyond it to promote service delivery. The South African public service already limitedly uses networks to deliver services to the South African society, including service recipients from previously disadvantaged communities (Chandu 2004: Discussion). However, more needs to be done to improve service delivery in South Africa. The South African public service should, therefore, encourage as many interactions and varied arrangements for the improvement of service delivery. In this way, governance in the South African public service can become a more encompassing phenomenon because it embraces not only the public service but also informal and non-governmental mechanisms. This should result in co-operation between multiplicities of actors towards service delivery goals.

There are several types of partnerships that can be entered into for the purpose of improving service delivery by the South African public service (Van Niekerk *et al.* 2002: 252). Naidoo (2004: 311) argues that policy outcomes should not only be the product of actions by the national government in South Africa. National government should actively interact with provincial and local government, the voluntary sector, the private sector and the citizens of the country, and in turn they interact with one another. The involvement and inclusion at all spheres of the South African public service should be improved and strengthened, to facilitate ownership of processes, which will heighten the chance of success.

According to Miller (2005: 78) the essentiality of stakeholder participation and involvement in improving public service delivery in South Africa is crucial. The South African public service should be designed to facilitate active involvement and participation at all levels. The foundations of democracy are based on the ability of political leadership to deliberate and consult with the electorate on issues that affect them. The public service should develop action strategies, in collaboration with those who either have a direct stake in the policy outcomes or who play pivotal roles in the policy implementation process. All stakeholders in the South African public service should have a say in the way in which departments develop and implement policies. According to Cloete and Wissink (2000: 272), in order to increase the confidence in the policy itself, it is also important for the South African public service to create a sense of ownership for that policy among those who are to lead the delivery process. Within the departmental context, however, the junior public servants, in the South African public service, are often far removed from the policy-making process, which is characteristic by a top down approach (Naidoo 2004: 349). In the process of providing services, all public servants and communities in South Africa should be simultaneously empowered to develop their own solutions to their specific local challenges (Fraser-Moleketi 2005). All stakeholders, including public servants and communities should participate in defining the content and quality of public services. The need exists to review continuously the manner in which government executes its activities in the interest of the community it serves. Deliberation and consultation can assist in ensuring that the true needs, wants and desires of people are identified and correctly prioritised. According to Koopman (1993: 70) this suggests the importance of a mindset, which values diversity, and the need for departmental frameworks, that facilitate the full involvement and participation of a diversity of stakeholders.

It is important that innovation is contextually relevant, by addressing real service delivery issues and challenges (Fraser-Moleketi 2005). These issues and challenges ought to include finding more cost-effective ways of delivering services to all citizens, at acceptable levels of quality. The public service should ensure that accessing services is both easy and convenient, especially in previously disadvantaged communities (Batho Pele- 'People First' *White Paper on Transforming Public Service Delivery* 1997). The users of these services should not be passive recipients of goods and services but rather ought to become key active engineers, authors and implementers of service delivery improvement (Niekerk *et al.* 2002: 266). Naidoo (2004: 311) suggests that this in turn ought to foster a spirit and sense of responsibility, ownership and accountability among service recipients and users.

According to Rhodes (2003: 47) partnership and network arrangements is one of the most powerful and important developments in improving public service delivery. Effective partnering can impact positively on policy debate, policy formulation and accelerated public service delivery (Van der Molen 2002: 258). The South African public service is therefore challenged to fully embrace and strengthen partnering and to develop the competencies that would accelerate service delivery. A key challenge for the South African public service is to strengthen, expand and intensify these networks and partnerships.

DEVELOPING LEADERSHIP COMPETENCIES AND STRENGTHENING HUMAN RESOURCES

The slow pace of policy implementation by some departments, in the South African public service can be attributed to the deficiency in leadership competencies amongst public servants (Naidoo 2004). In this respect, Mbeki (2003: State of Nation Address) states that the South African public service needs demonstrated leadership competence, in all spheres and at all levels. The challenge for the South African public service, therefore, is to develop appropriate profiles of leadership competencies and design the necessary interventions, to ensure appropriate leadership development. It is obviously desirable that all managers in the South African public service also ought to be effective leaders. Soobrayan (2004) argues that the South African public service ought to seek, train and develop public servants to become effective leaders. Managers ought to be trained in leadership skills, so that they can become more effective managers.

In examining the specific traits required of a leader, Setsabi (2001: 31) argues that it is important for the South African public service to deepen its understanding of the cultural, spiritual, social and personal dimensions of leadership. Mokgoro (2000: 12) states that the South African public service should strengthen its efforts towards professionalizing the capabilities of the public servants. Naidoo (2004) goes further than this and states that the competence of public servants in the South African public service will be of public benefit only if public servants are used by leaders who embody the professional values of responsibility and accountability, and who work within an ethical code of conduct that avoids conflicts of interest. Part of this professionalism should be a strong focus on the unbiased monitoring and evaluation of individual performance, and on the creation of conditions, values and incentives that support effective performance. It is advocated that South African public service should focus on leadership for efficiency; leadership with responsibility; and leadership that are transparent and accountable.

According to Ozaralli (2003: 335) leaders should be able to inspire, communicate and operationalize their visions. Training in the South African public service should focus on building competencies in leaders so that they develop these attributes. The current demands on the South African public service indicate that managers should build their capacity and enhance their leadership skills to enable them to execute their tasks and responsibilities with care and authority. They ought to understand their tasks and prepare themselves well, to manage their departments effectively. Ozaralli (2003: 335) argues that this is crucial to promote efficiency and effectiveness in organisations.

Mokgoro (2000: 12), in an analysis of the South African public service argues that it is essential for leaders to develop their skills for policy implementation to promote effective service delivery. Leaders should be able to set directions, by guiding and facilitating different strategies and approaches. Leaders ought to move towards entrepreneurial government by emphasizing performance and moving towards collaboration and commitment towards service delivery. The challenges in the South African public service demand that managers demonstrate the highest standards of personal integrity, truthfulness, honesty and fortitude. They also ought to serve the public with respect, concern, courtesy and responsiveness, recognizing that service to the public goes beyond service to oneself. In addition, they ought to strive for personal professional excellence and encourage the professional development of those associated with and those seeking to enter into the public service, and to affirm the dignity and worth of the services rendered by government. Professional development should therefore remain an institutional priority.

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

Leaders ought to focus on a few vital issues at a time and devise strategic initiatives to resolve them. Moreover, leaders ought to create an internal capacity to carry out initiatives, structure opportunities for broad participation in developing them, and seek external support for their implementation. They also ought to set up ways to exert strategic control over how the department performs on new initiatives to measure what goes on inside the department, to evaluate the impact on customers and stakeholders as strategic initiatives are implemented, and to let those signals guide them in learning how to deliver on effective services.

IMPROVING CO-ORDINATION

Fraser-Moleketi (2003: Post-Cabinet Lekgotla Briefing on Governance and Administration) states that policy implementation lack co-ordination among different departments, at national, provincial and local spheres of the South African government. This is re-iterated by Kuye (2003: 5) who is of the opinion that there is inadequate co-ordination of policies between the three spheres of government in South Africa. Friedman (2003: 2) suggests that there is a lack of clarity of the roles and functions of each sphere of government in South Africa, although these are clearly spelt out in the Constitution (1996). Schacter (2000: 8) also argues that there is intransigence in the relations between the different spheres of government.

To facilitate and improve service delivery, there should be a coordinated effort from all spheres of government in South Africa. The South African public service ought to include clearly defining the roles of all three spheres of government. There is also a need to avoid

duplication issues among the three spheres of government (Friedman 2003). Each structure should be vested with the appropriate powers, in order to effectively meet the challenges of service delivery (Naidoo 2004). The notion of effective intergovernmental relations and an extra-governmental framework will foster intergovernmental co-operation between the three spheres of government and with outside stakeholders, such as private institutions.

The role of other role-players, including private institutions and entrepreneurs and communities ought to be clearly defined. At a departmental level, there should be a clear link from strategic planning, through to budgeting, through to financial and human resource management, policy implementation and ultimately through to evaluation and performance measurement. Effective forms of integration in policy-making, goal setting, and the implementation and monitoring of programmes and projects should be improved in the South African public service. It is essential that co-ordination initiatives be emphasized in the South African public service. Departmental re-engineering is necessary in the South African public service to foster and develop innovative horizontal coordinating mechanisms. It is also essential to simplify current government bureaucratic procedures.

IMPROVING COMMUNICATION

Friedman (2003), Kuye (2003) and Soobrayan (2004) indicated that ineffective communication is a critical challenge impacting on effective service delivery. Naidoo (2004: 308) argues that the public service's vision and strategies should be continually communicated to public servants to reinforce the need to improve service delivery in South Africa. Friedman (2003: 2) suggests that communication should be improved between the different spheres of government and to external stakeholders. Soobrayan (2004) argues that appropriate internal and external communication is integral to promoting effective public service delivery. Leaders in the South African public service should meet public servants at all levels in their departments, and external role-players involved in service delivery, to reinforce the message, solicit buy-in and gain feedback on their views and concerns. Effective communication needs to be established with communities at grass-roots level to ensure that the public service clearly finds its agreed direction for the community it serves. The communication strategy ought to be strengthened, to ensure that every structure in the South African public service has built-in mechanisms for effective communication, vertically and horizontally as well as internally and externally.

ENHANCING ETHICS AND VALUES

Fanaroff (2002: 3) argues that in moving towards a professional ethos in the South African public service, it is necessary to eliminate elements of corruption and fraud, which unfortunately are prevalent in the public service. Van Wyk, *et al.* (2002: 293) indicate that unethical behaviour makes it difficult to promote an effective public service because free-flowing information, trust and voluntary business transactions are impaired by it. Lungu and Esau (1999: 44) suggest that sound public service ethics is essential in the South African public service. The South African public service should therefore re-evaluate

its ethics regime. This should promote good governance through enforcing the law, applying relevant codes of ethics, strengthening public accountability and enhancing greater commitments to raising the level of ethical behaviour in the South African public service. It also presents leaders with the opportunity to identify the directions that they ought to take to the advantage of overcoming emerging challenges. There is a crucial need to strengthen control and disciplinary systems to improve incentives for exemplary behaviour and to improve training courses in public service ethics for the South African public service.

IMPROVING POLICY IMPLEMENTATION

There is a growing concern about the ability of leaders to implement policy in the South African public service (Tshabalala-Msimang 2003). This is re-iterated by President Thabo Mbeki (2003), who states that the critical challenge facing the South African public service is its capacity to implement policy. According to Naidoo (2004: 306) the ability to understand policy and to translate it into a strategy for implementation requires a certain level of intelligence, competence and commitment on the part of public servants. Theron (2000: 24) is of the opinion that the implementation of policy also requires enabling, coherent and integrated systems, processes and procedures within the public service, between different spheres of government and among various stakeholders involved in the delivery of public services. There is an urgent need to strengthen and integrate the systems, processes and strategies in the South African public service departments (Chandu 2004). In this regard, Naidoo (2004: 312) argues that efforts ought to be made by the South African public service to introduce proper infrastructure and effective management systems and processes to bolster its ability to deliver services. The lack of effective processes and management systems is a recipe for disaster (Gildenhuis & Knipe 2000: 123). More importantly, the local sphere of government could provide valuable input, about the real needs and demands of the citizens. According to Pillay (2004) this is important in deciding about the nature of service to be provided. Such input is also valuable in terms of planning, processes and strategy. The integrating of public service functions at a departmental level should be a viable solution to most of the service delivery bottlenecks.

The different plans, systems, processes and procedures of the South African public service ought to be firmly aligned to each department's overall service delivery strategy. At a departmental level, the vision, service delivery objectives, indicators and targets should be linked to teams and individual performance through to organizational arrangement to achieve service delivery outcomes. In order to operationalise service delivery and achieve its objectives, departments should link the strategic and operational aspects of policy as a basis for its performance management. Policy implementation also requires the necessary resources (human resources, fiscal and technical). The operational efficiency and effectiveness of public service departments is the key consideration in effective policy implementation.

A number of steps should therefore be taken to improve policy implementation in the South African public service. This includes identifying the customer, and establishing the

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

IMPROVING MONITORING AND EVALUATION MECHANISMS

Cloete and Wissink (2000: 210) remark that policy implementation can only be successful if effective monitoring and evaluation mechanisms are provided for in institutions. Fox and Meyer (1995: 45) write that effective mechanisms are essential to review and evaluate policy to ensure achievement of service delivery outcomes. To promote effective monitoring and evaluation, standards should be set for objectives to be achieved, targets and timeframes should be established and managers ought to be enabled to take corrective action when shortcomings in the performance are detected (Naidoo 2004: 311).

Tshabalala-Msimang (2003) states that there are weaknesses in the current monitoring and evaluation system in the South African public service. Monitoring and evaluation of programmes in South African public service departments ought to be improved because that will enable the public service to determine whether service delivery objectives are achieved or not. Each department in the South African public service ought to be required to produce a detailed annual report that includes, *inter alia*, an account and assessment of service delivery over the year, plotted against planned outcomes.

Successful policy implementation by the South African public service requires such policies accurately identify the principal factors and linkages leading to and influencing policy outcomes. This should also include specification of target groups and incentives. Policy implementation should be structured to maximize compliance, from departments. Policy implementation should be an on-going process that should be effectively managed by the public service (Cloete & Wissink 2000: 272). There is also a need to correct policy design flaws and to correct unintended consequences through simpler processes and regulations in the South African public service.

PROMOTING RESPONSIBILITY AND IMPROVING ACCOUNTABILITY

According to Ragumamu (1998: 250), the central factors in effective governance are the allocation of responsibility for service delivery performance and to hold leadership accountable for their achievements or lack thereof. Responsibility arises from the allocation of functions or roles to an individual. Responsibility does not carry with it a duty to explain, so accountability should be added to the system to make sure that the required standards of performance within departments are achieved, and that those accountable will be subject to some sanction or penalty, if performance is poor.

There is a need for increased responsibility and accountability of individual managers for delivering specific results in the South African public service (Kuye 2004). This should

be matched by increased authority for taking management decisions, the delegation of managerial responsibility and authority to the lowest possible level, and transparency about the results achieved and resources consumed. The South African public service ought to therefore focus on the improvement of accountability, as well as on the enforceability of codes that enshrine the principle of responsibility. To promote more effective managerial responsibility and accountability, the current move towards performance-related contracts for heads of department ought to be expedited to promote greater managerial responsibility and accountability for results in the South African public service.

Leadership, accountability, transparency and participation, development and training, co-ordination and communication and effective policy implementation are viewed as important enablers of effective service delivery. To this end, this should imply a strategic fit between the various policies, institutional mechanisms, processes, systems, human resources, cultural imperatives, finances and institutions (all the role-players both inside and outside the South African public service).

It is important to note that the factors that contribute to an effective leadership and governance framework should not operate in isolation. They overlap and, thus, cannot be considered independently. Many of the principles of an effective leadership and governance framework are mutually re-enforcing. For example, accessible information means more transparency, and participation means more effective decision-making. In this regard, broad-based participation contributes both to the exchange of information needed for effective decision-making and to the legitimacy of those decisions. In this respect, legitimacy means effective policy implementation and encourages further participation.

The transitional phase of transformation of the mindset is essential towards the final acceptance of the expected changes in the South African public service. It allows transitional mechanisms to be constructed and creates readiness for implementation. It is therefore necessary to transform the mindset to the level of transformation that will allow implementation of a uniquely South African leadership framework, which incorporates positive attributes from Western transformational and team leadership approaches as well as from African leadership approaches. This integration does not undermine the role of leadership and governance in South Africa; rather it will shape it positively within a public service context.

CONCLUSION

Service delivery performance in the South African public service is either constrained or enhanced by how well its leadership and governance framework is geared to its policy objectives. The clearer and more appropriate the leadership and governance framework the more likely it is that the South African public service departments will achieve their expected service delivery outcomes. An integrated framework consisting of the relevant attributes to leadership and governance could be developed for possible adoption by the South African public service. The transformative African leadership and governance framework proposed in this paper serves as a vehicle to improve service delivery by the South African public service. However numerous weaknesses and challenges exist that must also be addressed in the South African public service to improve service

delivery. This framework should take cognizance of the unique political, social, economic and cultural diversities in the South African context. The ultimate objective is to transform the South African public service into an innovative, flexible and responsive organization that is solutions oriented and continually seeks to enhance service delivery.

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