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**An Evaluation of the process of restructuring in the National
Department of Public Works in the North West Province**

by

MOTLHAGODI GOLDA KEEME- GAOBEPE

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SUPERVISOR

LUCAS MASILO



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ABSTRACT

The focal point on this research project is restructuring which is intended at producing an efficient public service capable of meeting developmental and socio economic challenges facing the National Department of Public Works in the North West Province. The problem facing the department is that the department's operational plans could not be met due to high vacancies within the management/supervisory levels. One other problem that related to restructuring was that there was no clear description of what the department's strategic vision and plans were.

Qualitative method was identified as the most suitable method for this research. The data was collected by means of questionnaires given to both senior and junior managers. A sample of 71 respondents randomly selected from a population of 182 employees. Questionnaires and interviews were conducted in order to get the perception of how people think about restructuring. The aim was to collect information from both senior managers and lower levels.

The findings from the collected data is that employees do not understand the business processes in order to gain confidence in what the Department wants to achieve. The expectation from employees was that Human Resource division will develop an HR plan which will accommodate employees with lower qualifications, current and past experience expertise in the relevant fields of work.

This emphasizes the need for more engagement between management and staff. Some of recommendations are:-

- Information technology infrastructure must fully support new processes thereby enabling the achievement of departmental objectives.
- Restructuring must create a conducive environment which encourages or facilitates effective utilization of resources.
- Policies to be clear and applied uniformly

- The department must consider the constitutional obligation to transform the Public Service to ensure the delivery of quality service in accordance with the mandate of a better life for all.

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CHAPTER ONE: INTRODUCTION AND ORIENTATION TO THE STUDY

1.1 Introduction

This research was about the restructuring which is currently intended at producing an efficient Public Service capable of meeting developmental and socio economic challenges of the country. The restructuring in the National Department of Public Works is neither about job losses nor retrenchments. It is about introducing a business mode of being customer-focused, proactive and value-driven.

This chapter will cover the reason government has decided to take the route of restructuring and also to indicate the progress it has reached thus far. The background to the study, aim and objectives, research questions, significance of the study, research designs and methodology will also be covered in this chapter.

1.2 Background To The Study

The Mmabatho Regional office of the National Department of Public Works was officially opened on the 12th of October 2002. The office was established in order to ensure a more effective and efficient provision and management of buildings and facilities to its clients in the entire North West Province include the following:

- South African Police Service (SAPS)
- South African National Defence Force (SANDF)
- Department of Justice,
- Department of Correctional Services
- Department of Home Affairs.
- Department of Land Affairs.

The Minister of the National Department of Public Works, Stella Sigcau requested that the present structure be reviewed and existing gaps be identified and motivated for. Senior Managers were allowed to present their structures with the aim of making adequate plans to provide both interim and future requirements (Internal memorandum dated 23 July 2002:5). The transformation effort has been fast-tracked by the implementation of (SCBC Resolution 7 and 8 of 2002, which stipulated the process and the period for the transformation of the public service. Resolution 7 is divided into two phases, i.e. Phase One process and Phases Two process.

Phase One process: Compilation of departmental and employee profiles

The department must, in accordance with the (Public Service Regulations: 2002:12) and other applicable regulations:

- Develop strategic plan. The human resource plan and implementation plan must be developed through meaningful consultation with the relevant employees.
- Determine the organisational structure.
- Define the posts necessary to perform departments's function
- Develop a human resource plan, which must include, among others, qualifications, current and past experience in relevant related fields, training requirements and other skills and competencies.

Matching and placement of staff at departmental level

The department must:

- Identify which employees profiles correspond with the requirements of the defined posts on the organisational structure of the department and
- Appropriately place employees in posts that their profiles correspond with.

Redeployment

The general rules applicable to redeployment are as follows:

- All employees affected by the restructuring process must be treated fairly and in terms of relevant legislation and collective agreements.

- Employees must be informed of the process to be followed in attempting to suitably accommodate them in the public service and any other sphere of government.
- An excess employee may only be appointed in a post at a level equivalent to his or her post immediately before he or she became in excess.
- The employer must provide training for excess employees to meet the requirements of vacant posts and allow employees to retire early.

Excess employees not redeployed or absorbed

An excess employee who cannot be redeployed in terms of the agreement may apply for and where appropriate, be granted a severance package and may also apply for early retirement.

Dispute resolutions

The Departmental Task Team must table any dispute concerning the general interpretation or application of the agreement within 14 days.

Phase two processes: Excess employees not accommodated during redeployment

The department must implement the social plan for all employees affected by the restructuring process. The social plan must equip affected employees with life and portable skills and ensure certification of prior learning to facilitate new employment through awarding of formal qualifications where appropriate. It should also provide among others training on financial management, job seeking and entrepreneurial skills. Further, the plan must provide group of individual counseling to assist affected employees in dealing with the emotional effects of restructuring and adjust to new conditions (Public Service Co-coordinating Bargaining Council: Resolution No 7 of 2002:5-18).

In line with these resolutions the Department embarked on various consultations with the Management Committee members. Following from consultations the Department established a Departmental Task Team comprising of management and Labor Union representatives. The Departmental Task Team has on several occasions with the to consult and finalise the transformation process as envisaged by Resolution 7 and 8 of 2002.

One of the reasons for restructuring was that the department was not providing good quality services to its clients, meaning it was under-performing. It was not clear whether the problem was with low level of employees or senior management. Unavoidably, the National Department of Public Works, as the custodian, provider and manager of State fixed assets was mandated to play a key role in contributing to "changing the socio-economic conditions of the country around". Almost all Public Works departments were grappling with change, to provide services better, especially after years of dissatisfaction from clients Department at provincial and national levels.

While the problems were more or less similar at both levels of governance, with difference of urban/rural, economic development and skills base, there was never a pause to allow for Provincial and National Departments of Public Works to engage and exchange ideas to share successful experiences and lessons for the good of the country. Such new work culture would promote comprehensive integrated service delivery as envisaged by the President as a capital tool to taking services to the previously disadvantaged communities (<http://www/DPWreport> on restructuring16July 2001.ht).The department national and provincial has developed a new organizational structure that must be populated accordingly and it be implemented as follows:

Abolishment of the old structure and implementation of the new structure

The old structure will be abolished and the new structure implemented. The milestone dates as well as process of restructuring is tabled as follows:

15th October 2002

- Develop and table plans to Departmental Task Team
- Inform all employees who are in excess
- Evaluate process of absorption across Departments
- Seek alternative employment for those not absorbed in the process
- Give staff and option of early retirement

15th November 2002

- Finalise staffing Plan
- List of excess employees
- List of vacancies
- Advertise and fill posts
- Inform all excess employees
- Deployment process finalised
- Start training excess employees

16th January 2003

- Complete redeployment plan of excess employees
- Consolidate list of vacancies
- Consolidated list of excess

31st January – 28th February 2003

- Monitor, advertise and fill posts in public sector
- Advertise and fill all posts (Public Works news: February 2003:3).

On 5th of December 2002 the Acting Director General, announced the need for the Department to increase the pace of the restructuring process in line the Department of Public Service and Administration time frames.

The intended outcomes of restructuring and reasons for change as re-emphasised were: -

- The department is in a business mode of being customer-focused, proactive and value-driven.

- Unless change happens, the Department will continue to lose clients who are demanding the same quality of service as provided by the private sector. It is imperative therefore that the Department either provides the same service or it will be out of business (Public Works news: February 2003:3).

1.3 Statement of the problem

There has been a history of under- spending in the department's personnel budget in addition, the department's operational plans could not be met due to the high rate of vacancies in the management and supervisory levels. This is mainly due to lack of ready skills in the department and the rest of the public service. The high rate of absenteeism reflected also brought about a need for employees to be managed and directed (Chief Director Human Resource Management 23 July 2002: 3).

The problem addressed in this study was the inadequacy of the process of restructuring. One of the problems related to restructuring was that there was no clear description of what the department's strategic vision and plans were. These processes were not aligned with the Public Service Co-coordinating Bargaining Council Resolutions 7 and 8 of 2002.

1.4 Aim and objectives of the study

The aim of this study was to identify problems in the process of restructuring in the National Department of Public Works in the North West Province and to recommend the correct process to be followed.

The specific objectives of this study were to:

- Identify role players in the restructuring process with meaningful participation including unions.
- Identify problems experienced in the restructuring process.

- Determine whether the criteria to be used to recruit and select staff are widely consulted and communicated to all affected parties.
- Determine whether policies are clear and applied uniformly and consistently.
- Determine compliance with resolution 7 and 8 framework.
- Recommend the correct process to be followed in restructuring

1.5 Research questions

- What is the intention on restructuring?
- Who are the role players in the restructuring process?
- What are the problems experienced in the restructuring process?
- What are the strategic vision and plans that must be adopted?
- What criterion needs to be followed in terms of recruitment and selection?
- What are the procedures that need to be followed when restructuring?

1.6 Significance of the study

The significance of the study is that it will help to improve the process of restructuring in the National Department of Public Works in the North West Province. According to Tuckman (1994:55) the primary purpose of the scientific method of acquiring knowledge is to evaluate some or other intervention in the human and physical work. Tuckman (1994:56) points out that it is supposed to determine whether the intended results will be valuable for instance, if implementation of the government's community development programme has been done, to determine whether infrastructure has improved and is in place, the intended results of, say creating jobs for villagers are produced.

The contribution that this study will make is that:

- It will help improve the process of restructuring in the North West Regional Office of the National Department of Public Works.

- Restructuring will specifically create a conducive environment, which encourages or facilitates effective utilisation and sharing of resources.
- Such a process can go a long way in terms of harnessing skills in the public service and can provide the basis for new work culture, sharing and partnership between and across Departments.
- Such new work culture will promote comprehensive integrated service delivery as envisaged by the president as a tool of taking services to the previously disadvantaged communities (Thompson, Sunday Times: 22 June 2002:5).

1.7 Research Design and Methodology

This section will explain the type of study undertaken and how the data will be collected and analysed.

1.7.1 Research Design

The study was evaluation research which is the type of research, which can be used to assess the design, implementation and usefulness of social interventions. Evaluation research may be used to identify neglected areas of need, neglected target groups and problems within organisations and programmes (Claire and Craig Higson-Smith 2000: 49-50). Such evaluation will be done through survey.

1.7.2 Research methodology

In this research a survey would be to randomly select names from a list of employees, they will then be asked what they think about restructuring in the National Department of Public Works. As the sample was randomly selected one would expect the answers to reflect what employees feel about restructuring. The use of random samples is just one way that researchers try to ensure that the answers found are accurate (<http://sociology.camden.rutgers.edu/ifm/methods.html>). 3/14/2005. Another way that

researchers try to increase accuracy in findings is by trying to ask questions in a non-biased, easy to understand manner.

- **Questionnaires**

Like in any type of research, data has to be collected in a certain way in evaluation studies. These include questionnaires, which are suitable for large samples and allowing respondents to remain anonymous. Questionnaires are most effective and yield specific and comparative data (Mouton et al 2000: 53). In this study the questionnaire was used to elicit data from the respondents. The aim of the questionnaire was to collect information from both senior managers and lower levels to find out the effect of restructuring on affected employees. Generally with regard to other categories of supervisors a structured questionnaire was used.

- **Interviews**

Semi-structured interviews were conducted at the level of programme managers. This method helped to clarify concepts and problems and it allowed for the establishment of a list of possible answers or solutions that, in turn, facilitated the construction of more highly structured interviews. The questions also allowed for the discovery of new aspects of the problem by the exploring in detail the explanations supplied by the respondents (Bless and Higson-Smith, 2000.49-50).

- **In-depth interview**

This method was be used in conducting interviews with Senior Management to get the strategic information relating to the outcome of restructuring in the National Department of Public Works in the North West Province. In-depth interviews are usually conducted in person, although telephone in-depth interviewing is slowly gaining greater acceptance. When it is important to explore a subject in detail or probe for latent

attitudes and feelings, the in-depth interview may be the appropriate technique to use (<http://www.ryerson.ca/~mjoppe/ResearchProcess/841 TheDepthInterview.htm>).

The use of interviews and conversations in research has advantages such as: they yield follow-up responses, reveal attitudes, are more flexible and can also be used in a group situation. In this study the aim of the interview was to gather information from top management with experience in strategic management and who are also affected negatively or positively by the impact of restructuring (<http://www.belize.gov.bz/cabinet/j-coye/welcome.shtml> 03/07/25).

- **Telephone interview**

One other way of collecting survey data is through telephone interviews. There are disadvantages linked with this method, like being limited to those who have phones only. Technology is advanced in so much that most people have access to telephones especially cellular phones. The good thing about telephone interviewing is that access to presence of the respondents can be obtained in any place (Leedy et al, 1993:185).

- **Population**

The main focus is on the structure of the Mmabatho Regional Office, which caters for clients in the entire North West Region.

The Structure of the Mmabatho Regional Office as approved by the minister reflects a staffing of 182 employees. From the population of 182 employees, only six levels were considered. In the study the sample under study consisted of 20% Directors, 20%, Deputy Directors, 20% Assistant Directors, 20% Senior Admin Officers, 10% junior clerks, 5% cleaners and 5% gardeners.

The interviews were conducted in Setswana in respect of gardeners and cleaners and the responses were translated into English. The sample size targeted in this study was 182 (n=182).

Claire Bless 'et al (1995:29) further states that population, sometimes referred to, as a "target population" is the set of elements that the research focuses upon and to which the results obtained by testing the sample should be generalised. The authors indicate that it is absolutely essential to describe the target population accurately. This can be effectively done by defining the properties to be analysed, using operational definition.

The sample survey provides a flexible method that can be adapted to almost every requirement of data collection. The case study does not provide for direct inference to a population, the census does not require an inference because by definition it covers the entire population. The sample survey covers the many circumstances in which inferences about populations are required, but a census is either not possible or desirable. One of the results of the sampling theory developed is that samples from which inferences are to be drawn have to be selected so that each member of the population being studied has a known probability of inclusion in the sample (Casley and Lury, 1986:48). In this study Qualitative data analysis techniques were used to measure employees' perceptions on the restructuring process. The techniques are explained in chapter three.

1.8 Scope of the study

This study only covered the employees in the North West Regional office of the National Department of Public Works. The results can therefore not be applicable to other departments, which are also engaged in the restructuring process.

1.9 Organisation of the study

The study consists of the following sequence of chapters:

Chapter 1: Introduction and orientation to the study

This chapter will entail:

Background to the study, statement of the problem, aim and objectives of the study, significance of the study, research questions and related to the objectives, research design and methodology, scope of the study and organisation of the study.

Chapter 2: Literature review on restructuring

The literature review is to find out how restructuring has this chapter reflects the literature reviewed for this study been conducted under different cultural settings especially in South Africa. This also helps to see how other researchers interpret and define their terms and see different interpretation of the same concepts. The appropriate process of restructuring is identified.

Chapter 3: Research design and methodology

The type of research, that is, evaluation research, is explained. The methods of data collection and analysis will also be explained in this chapter.

Chapter 4: Data presentation and analysis

This chapter reflects the presentation and analysis of data. The data collected will be presented by means of tables and graphs. Qualitative data analysis methods will also be employed.

Chapter 5: findings, recommendations and conclusion

The findings will be linked to the objectives as stated in chapter one. The recommendations for improving the restructuring process and the conclusion of the study will also be provided.

1.9 Conclusion

The government's restructuring process is meant to produce effective and efficient service to the people. Restructuring in the National Department of Public Works is neither about job losses nor retrenchments. There is a need to enhance interaction and sharing of experience, to engage and exchange ideas so that successful experiences and lessons are shared for the good of the country. The problem identified is the inadequacy of the restructuring process in the Department of National Public Works. The aim of this study is to assess the status quo and to recommend ways of improving the process of restructuring.

The Minister of Public Works Stella Sigcau requested that the present structure be abolished and the new structure be implemented. The restructuring was fast-tracked by the implementation of Resolutions 7 and 8. The type of study undertaken is evaluation research and data was collected through the questionnaire, interviews, and telephone survey. Restructuring at the end will provide the base for new work culture, sharing and partnerships between and across departments.

In this chapter focus was on the background of the study, aim and objectives of the study, problem statement, research design and methodology, scope and organization of the study. The next chapter presents the literature reviewed for this study with emphasis on leadership for change management and its implementation, how restructuring is done in the South African economy as well as the political and management challenges of restructuring. The chapter will also focus on challenges and opportunities of restructuring of the public service in the North West Province as well as markets within the public sector.

CHAPTER TWO: LITERATURE REVIEW ON RESTRUCTURING

2.1 Introduction

The review of the literature is seen as the fountain of ideas, rethinking, and conceptualisation of different ideas. The reason for this literature review was to find out how restructuring was conducted especially in South Africa. This also helps to establish how other researchers interpret and define their terms, and the different interpretation of the same concepts. The review was intended to find out why there were different or conflicting opinions on restructuring.

The review on restructuring covers the following sequence of issues: -

Introduction and definitions of key concepts used in the study, the policy with regard to severance packages, retrenchment, vacancies, early retirement Values and practices guiding restructuring in the Public Service. Public accountability, responsiveness to the public and putting customers in the driver's seat Efficiency and effectiveness.

Professional excellence, Management leadership, causes of resistance to change as well as factors influencing successful change implementation. Restructuring the South African Economy and Public, Service Political and management challenges of restructuring in Local Government. Failure to address causes of employee behavior, absence of persistence, downsizing/rightsizing, restructuring process.

The case of Ethekwini City Council in transition restructuring markets within the public sector indicates on how governments are restructuring within the market place, strengthening management capacity, and retrenchment tool. Why Telkom had to shed 1 381 jobs, improving the quality of service and better people management. Resolution of the public service job summit, challenges and opportunities of restructuring of the public service in the North West Province, strategic responses to local government restructuring and conclusion.

2.2 Definition of key concepts used in the study

In this research project:

Restructuring refers to the matrix of options that include the redesign of business management principles within enterprises, the attraction of strategic equity partnerships, the divestment of equity either in whole or in part where appropriate and the employment of various immediate turnaround options (Gasper et al. 2002:27).

Employer means a person or business that employs one or more people for wages or salary, the legal entity responsible for payment of quarterly unemployment insurance taxes or for reimbursing the state fund for unemployment insurance benefits costs in lieu of paying the quarterly taxes (<http://www.bis.gov/bis/glossary.htm>, (11/5/2004)).

Excess employee means an employee who is not placed in a post of a department in terms of clause 7 of the resolution (PSCBC Resolution 7 of 2002:3).

Employee representations means representations made by, or on behalf of, an employee in relation to possible redeployment, or representations made by employee parties on behalf of employees in relation to matters arising during the implementation of this agreement (<http://www.dpsa.gov.za/docs/white-papers/pubserv.html> 03/07/25).

Right-sizing is defined operationally as a concerted effort to determine on a programme by programme basis as reflected in the budget, the minimum number of staff which would be adequate to deliver a particular programme, having regard to declared government policy and priorities, appropriate service delivery levels, the budgetary ceiling set by Cabinet, and the Cabinet directive concerning the right-sizing of the public service (<http://www2.stjr.is/en/fjr/docs/nyskip.htm>) dated 03/07/25),

Leadership is defined as a shared responsibility among colleagues, not as a superior subordinate's relationship; however, somebody provides guidance (Muller, 2001:291).

A manager is defined as an individual who manages both individuals and teams in locating opportunities to practice new skills and exercise new knowledge (Muller, 2001:Volume 36:291).

Change management is defined as the continuous process of aligning an organisation with its market place and doing it more responsively and effectively than its competitors (Krieg, 2002:25).

Innovation is to have a stream of ideas that are potentially commercially viable. They can have an ability to turn individual's creativity into collective innovation (Willemse, 2002:5).

Communication is defined as keeping people or employees informed of change efforts (McLagan, 2003:12).

Resisting change is defined as people being afraid of losing power, influence, prestige, money, career prospects or their jobs (Lewis, 2000:2).

Matching and placement refers to employees being placed in profiles that correspond with the requirements of the defined posts on the organisational structure of the department (PSCBC Resolution 7 of 2002:4)

Discipline is in essence obedience, application, energy, behavior, and outward marks of respect observed in accordance with the standing agreements between the company employees (Dictionary of the English language, 2000:196).

Authority is the right to give orders and the power to exact obedience ([http, //www, and webster-dictionary.org](http://www.and-webster-dictionary.org)).

Strategic Planning refers to the process of examining an organisation's current situation and setting goals, developing a strategy to achieve those goals, and measuring the results (Osborne & Gaebler, 1992: 232).

Senior Management Service (SMS) refers to the top managerial positions above Deputy Director level (Viljoen, et.al. December 1996:215).

2.3 Management leadership for change

Management leadership derives its peculiar efforts to achieve competent leadership; the determination is to get things done competently. Management leadership is the capacity to lead through positive and progressive results and actions. It is the capacity of organising and moving people and resources from a present situation to a new and better one, from problems to solutions, from questions to answers, from scarcity to abundance, from poverty to wealth, from ignorance to knowledge and from insecurity to peace (Nkomo, 1994:40).

It is not enough just to execute change and hope for the best that it sticks, now the challenge is to build the capacity to change into systems and performance. Keeping pace with the demands for change, let alone mastering and guiding it, is recognised as a major struggle for most business leaders. Given this backdrop, it is disturbing that there are many war stories of change initiatives that have failed, despite expenditure of significant effort and money (Robertson, 2002:45).

For business to achieve this challenge, management needs to move from a typically vague set of broad concepts about change, to structured tools and competencies that underlie this key competitive capability. For, in the same way that businesses use budget and planning tools to sustain financial health, elements that support change mastery can similarly be applied (<http://www.dpsa.gov.za/docs/reports/annual99-oob.html>) dated 7/8/2003 DPSA Annual report 1999/2000.

It is essential that each business have a clearly defined focused and articulated business objective, which is understood by all employees, and supported by appropriate strategies and action plans. If business is to remain dynamic and competitive, such, strategies must not only consider the changing external business environment, but also the need for internal change. This may require changes to the organisation of work, people skills, manufacturing processes and even the way people are managed and interrelate (Robertson, 2002:17).

2.3.1 Factors influencing successful change implementation

- **Changing employee behavior:**

According to Ray, (1998:32) change is, by definition, movement from one set of behavior to another. Jack Welch of General Electric, began shifting the management rhetoric and focus on structures and systems which impose direction and ensure compliance towards reliance on embedding changes in the attitudes and behavior of employees, in order to build the desired change into day-to-day activities.

- **Ensuring top management support:**

With the business case for change in hand, a company's leadership needs to make a commitment to the change process that will meet that challenge. Kotter (1996, 92) in McCall, states that leadership has been defined as creating change or, more dramatically, as transforming organisations.

- **Building commitment:**

Building commitment is a factor to consider during the initial planning phase. In an era in which the human capital of an organisation is one of its primary assets. It is imperative to nurture and develop those assets with great care (Kroukamp, et al, 1999:24).

- **Building trust:**

If employees feel that their leaders can be trusted to support new values and actions, they will be more willing to commit time and effort and to take risks. This is referred to as the HP Way at Hewlett-Packard, where relationships are based

on trust, not power. Trust is directly tied to the integrity of leadership (Muller, 2001:291).

- **Communication:**

Devised Communication goes beyond keeping employees informed of change efforts. Change forums should be where contributions, ideas, reactions and complaints can be aired. Encouraging this kind of give-and-take requires both time and effort, but the results can be all important. Bob Calvin was able to foresee the need for critical changes precisely because he was so well concerned with managers further down in his organisation (Robertson, March 2002:18).

Burns and Stalker (2002:18) found that stable conditions might suggest the use of a mechanistic form of organisation where a traditional Pattern of hierarchy, reliance on formal rules and regulations, vertical communications, and structured decisions making is possible. However, more dynamic conditions, situations in which the environment changes rapidly require the use on an organic form of organisation where there is less rigidity, more participation and more reliance on workers to define and redefine their positions and relationships. For example, technological climate and management systems that is supportive of innovation (Debate, 2002:23).

The impact of these two organizational forms on individuals is substantially different. Supervisors and managers find that the mechanistic form provides them with a greater sense of security in dealing with their environment than the organic form, which introduces much greater uncertainty. Burns and Stalker conclude that either form of organisation may be appropriate in particular situations (Ray 1998:18).

2.3.2 Causes of resistance to change

Some of the resistance to change could be ascribed to the following:

- **Fear of losing something of value**

Employees often resist change because they think they will lose something of value. As a result, they tend to focus on their own best interest and not that of

the organisation. Marshal comments that fear are the most powerful force driving human behavior. Fear drives people away from the opportunity to break through to a new level of trust, speed and growth (Natasha, March 2002:17).

There is another aspect about change that should be understood. In many instances, change is often presented disguised by other names, such as transformation, innovation, and creative management. The problem with many aspects of creativity in organisations is that to create, develop, and implement new structures, new procedures and innovative thinking, old systems have to be dismantled, demolished, destroyed and because these processes are all form of symbolic dearth, they precipitate annihilation anxiety in employees. So employee's tend to resist change and enact repeated patterns of conforming behavior (Ulliyatt: March 2002:32).

- **Emotional transition:** People undergo transitions from one state of being to another. The focus is on the stages of transition or recovery that people go through when they confront a major unexpected and unwanted change in their lives. The first emotional response to any type of change is shock. A person is living from day to day, comfortable with the predictability of his or her life but suddenly an expected change intrudes. A typical response to the shock is that it produces denial (Goetsch et al, 1997:147).
- **Misunderstanding:** Employees will resist change when they do not understand its implications and perceive that it might cost them much more than they will gain. Such situations may occur when trust is lacking.
- The change agent should deal with contradictions and ambivalence about change in a pro-active manner (Goetsch et al, 1997:147).
- **Disagreement about the benefits of change:** Employees may assess the situation differently from those initiating the change and may see more costs than

benefits. The change leaders or managers may be working with different sets of information to those who initiated the change, leading to differences in the analysis of its value (Goetsch et al, 1997:147).

- **Concern about lack of skill or ability:** Employees resist change because they will not be able to develop the new skills and behaviors that will be required (Robertson, March 2002:17).

2.3.3 Restructuring the South African economy and the public service

Economic restructuring in South Africa will have to be done within specific and focused guidelines, which should, in the first instance, consider the history of dispossession of the black majority. The African National Congress (ANC) guidelines, based on growth through redistribution, are very attractive for purposes of addressing economic imbalances. Growth through redistribution might sound rather contradictory especially in purely capitalistic terms, because redistribution might be a negation of growth. Since redistribution is supposed to enhance demand, this becomes a fundamental principle of capitalist logic especially with regard to the relationship between demand, supply and growth.

Redistribution is almost an inevitable aspect of economic reconstruction in South Africa. Economic restructuring in the country should not just be the responsibility of the state and labor; business should take an active part as well. The tendency of business to want to shift the entire responsibility to the state and labour and assume that its responsibility is to vest and nothing more, is an out-dated mode of thought. The South African business record is not very impressive in terms of producing appropriate goods for the local market.

This is part of the legacy of apartheid whereby the only people who had the buying power were the whites and therefore business was forced to respond to their needs to the neglect of others. This disparity in the allocation of resources saw business producing expensive luxury items with in-built unnecessary costs. People spend a lot of money buying things that they do not use in the form of packages, which end up in the rubbish

bin and become a threat to the environment. This would, therefore not only cut the cost of products but would at the same time, be environmentally important (Debate, 2002:27).

It is almost an accepted tradition in postcolonial Africa that independence in the public service had to increase to uncontrollable proportions. This is partly because the only two options that exist to restructure the civil service are equally inexpensive. The golden handshake, which retires the incumbent to open space for the new, involves a lot of money and a loss of valuable experience. It often does not solve the whole problem because only a small percentage can be retired. The other option is that of expansion which will involve a lot of money but less in terms of losing useful experience.

Postcolonial societies experienced an expansion of the public service at independence to accommodate new people as the slow process of retirement continued to get rid of the old. To strike a balance between the two an early retirement scheme could be built into the process and in this way, the government would be able to defray the costs. After about 20 years or so the public service could have contracted to a required size or remained the same, as its duties will increase with a growing population (Debate, 2002:23).

2.3.4 Political and management challenges of restructuring in Local Government

The Local Government council will have to address the following major political and management challenges relative to the organizational restructuring process within the broader context of local government restructuring and transformation:

One of the major problems being experienced in relation to the restructuring process is time constraint that is the tight timeframes and the deadlines that have to be met. There has to be greater ownership of the process. There is a view that everything is unfolding in terms of a blueprint. It is imperative that the internal and external stakeholders buy into the process. At this stage, there seems to be sufficient interest and there has been regular and ongoing consultation with the community and the Integrated Development Plan has been developed holistically (Muller, 2001:291).

In 1776, Adam Smith advocated the division of labour to increase the effectiveness of the factory system production. The author further quotes Weber who described two strong and opposing forces that have an impact on all organisations: the need for division of labour is an inevitable consequence of specialization by skills products, or processes (Muller, 2001:291).

From the mid 1960s until well into the late 1980s the historical attacks against the bureaucratic form of organization were renewed and expanded. For example in changing organizations (1966), Warren Bennis predicted that bureaucratic organizations as we know them will disappear within this century because they are unable to adapt to rapidly changing environments (Muller, 2001:291).

The key issue that has to be addressed in changing the mindset of Council is that the bureaucracy currently being transformed has a long legacy inherited from the apartheid era. The bureaucracy is not operating at the optimal level. It has to become citizen-focused with particular emphasis on continuous improvements. The officials must realise that the services provided to date are flawed. There has to be a rethink on how the work has to be designed. The concept of area-based management ensures the alignment of programmers and the budget. Participatory budgeting seeks to link the community and the officials, and each councilor is expected to show strong leadership (Maphunye 2001: 317).

The interim organisational structure is not detailed and failure to establish structures and place personnel has impacted negatively on the morale of the staff. Large numbers of personnel members are acting in positions and or alternatively have been appointed on contract basis. The operational entities are a ghost of the old administrations. Some operational entities are more advanced than others in terms of transformation process.

The council should have developed the organogram starting off at the sub council level. The failure to finalise the organogram has reduced the morale of employees and the rural areas have low population densities where the major activities are predominantly agricultural. Urban planning places particular emphasis on increasing densities to

provide services more efficiently. There may be resistance to increasing densities (PSA Newsflash: 2003:2).

2.3.5 Strategic responses to Local Government restructuring

As the state becomes more complex causing decision overload, there is a growing realisation that democracy is best achieved by decentralising political decision making and empowering local communities. The reason democratisation through decentralization is too widely favoured is that it helps local communities feel:

- That they can participate in decision-making structures that are seen as accessible.
- That these structures can influence the allocation of resources.
- That tangible gain can flow from participation (Swilling, 2002:24).

2.3.6 Failure to address causes of employee behaviour

Most organisational changes aim to modify employee behaviour. Managers may want employees to become more customer-orientated, performance-driven, and entrepreneurial or focused on shareholder value, to collaborate more across departments or to be less risk-averse or less bureaucratic. In so doing, however, they often address the symptoms of a problem without identifying its causes. Pressed for results and short of time, too many senior management teams latch onto the first plausible solution that seems to address the problem. Without considering the underlying causes of the behaviour (Witherden, 2002:18).

Khoza (2002:33) called attention to the absence of black people and women in sufficient numbers in corporate South Africa. The author stated that he believed that South Africa had not done enough in this area. There is a wealth of available talent that the corporate world is not utilising. Admittedly, there has been some progress and a few black faces of women do find themselves on boards from time to time, but there is a need to expose more people in this area and grow the pool of talent further.

The major advantage of strategic planning includes providing better guidance to the entire organisation on the crucial point of what organisations are trying to do and how to achieve it.

Making managers more alert to the winds of change, new opportunities, and threatening developments. Providing managers with rationale for evaluating competing budget requests for investment capital and new staff. Helping to unify the numerous strategy-related decisions by managers across the organizations. Creating a more proactive management posture and counteracting tendencies for decisions to be more reactive and defensive (Vinassa, May 2002:14).

2.3.7 Absence of persistence

It clearly takes much longer to modify the culture of an organisation than it does to observe changes in the behaviour of employees. When managers are asked why people resist change, their responses tend to be strikingly similar. Resisting change is natural, it is human. People are afraid of losing power, influence, prestige, money, career prospects or their jobs (Witherden, 2002:23).

2.3.8 Downsizing/rightsizing

As in South Africa many organisations in both the USA and Europe are downsizing, resizing or merging with other organisations. A common theme that emerged through both conferences is that fewer than 70% of mergers are successful. A number of studies confirm that downsizing activities hamper an organizations climate for performance. It is more difficult to create a customer oriented high performance climate in a downsizing organisation. The impact of downsizing differs amongst industries, depending on the management and intensity of the downsizing or resizing (Martins, 2003:34).

2.4 Challenges and opportunities of restructuring of the public service in the North West Province

- The provincial structure at a macro level had moved from 12 Ministers of executive committee (MECs) in 1994 to 10 in 1998.
- To date, the structural decisions on the number and nature of departments were a mechanistic allocation of new provincial functions and tasks rather than being needs driven or underpinned by new public management approaches or innovation.
- The department has reached a stage where staff were in a comfort zones doing what they thought was necessary with insufficient focus on what was important and mandatory.
- As a result of this, there was ineffectual innovation in service delivery and or the quality of internal process (Mayibuye, 1995:9).
- New government structure will bring suspicion and opposition. One thing that has to be recognised in all deliberations and actions is that new central, provincial and local government structures will be established and there will be opposition to these new structures charged with delivering public services because they will have to change considerably and fundamentally at all levels. No matter how liberated employees are in their thinking, no matter how creative, change, for better or worse, will bring suspicion and opposition (Munisiepale & Openbare Dienste: 1996:45).

It is vital to bear this in mind in the restructuring process and we must remember that service is what will make or break the new structure we create. This is an area where a great many third world countries have failed dismally; there is considerable amount of room for improvement throughout the public, private and informal sectors in the Province (Mayibuye, 1995:9).

2.5 Restructuring markets within the public sector

Markets exist not only in the private sector; they also exist within the public sector. When they do, they are normally called systems, e.g. the education system, the job training system, the mental health system. They are markets, just as surely as the financial system; the banking system, and the health care system are markets. If market-orientated thinking is applied to public systems, we a great deal could be accomplished. (Osborne & Gaebler, 1993:306-307).

However, few people think about government this way. Even business people drop their market mind-set when they work with government. Norm King tells a story about the Palm Springs City Council, whose business members could not understand the idea of lowering demand for water by raising its price (Osborne & Gaebler 1993:306-307).

2.5.1 How Governments are restructuring within the market place

It may seem strange to argue that there are market-orientated alternatives to most administrative programme, but there are almost an infinite number of ways governments can structure the market to achieve its ends. They are used all the time, many, like ex credits and user fees, are common barely unnoticeable.

Governments have done this since the day government was invented. Zoning laws set the rules for real estate development. Securities laws set the rules for real estate development. Securities and laws set the rules for the stock markets.

Even something as simple as the markets for taxi-cabs is regulated by public laws. Governments constantly change the rules of the marketplace to solve problems, for example, automobile insurance. As rates have pushed steadily upwards, states have tried a variety of market reforms to hold them in check. Some, like Massachusetts, have used common-and-control mechanisms (Osborne & Gaebler, 1993: 306-290).

2.5.2 Strengthening Management Capacity

This is with reference to Department of Public Service and Administration (DPSA) annual report of 1999/2000, which indicates that of all the key challenges currently facing the public service today, none can be said to be more central than the need to attract, develop and sustain capable managers. Among the key changes that will be introduced are:

- Establishing a separate and professional Senior Management Service (SMS) to attract and retain the very best citizens and patriots to run public institutions and ensure that all departments have a uniformly high standard of management.
- Improved pre-recruitment screening to ensure that only the very best individuals enter the senior management service.
- Remuneration of management should be risk-based and linked to performance.
- There should be greater contract flexibility, with a transparent salary package.
- A tighter system of performance assessment with suitable bonuses for top performers.
- All management positions in the public service will be subjected to competence profiling.
- Greater powers for Heads of Departments to hold senior managers responsible for outputs, to reward performance and to enforce discipline for poor performance.

2.5.3 Retrenchment Tool

The current Voluntary Severance Package framework is not cost-effective and has not achieved the desired results. It is necessary to develop a tool that will serve as the basis for managing personnel in excess of operational requirements, so that the public service can operate as a skilled, cost effective and efficient organisation. To achieve this objective, the following measures are necessary:

- That the voluntary Severance Package in its current form be terminated with immediate effect.

- That a retrenchment tool be put in place which should comply with the provision of the Basic Conditions of Employment Act, Labour Relations Act and other regulations in the public service.
- That the retrenchment tool be supported by a clear social plan
- That restructuring should alleviate the impact of retrenchments on the regional and local economies by creating protected procurement arrangements that benefit workers and suppliers in these areas (PSA Newsflash: 2003:1)

2.5.4 The reasons why Telkom shed 1 381 jobs

Magashula (2004:6) states that retrenchments at Telkom are mainly due to the company's need to increase competitiveness. The author explains the reason for the company's decision to retrench another 1 381 workers by stating that the company had outsourced several functions such as maintenance, security and catering to companies run by ex-Telkom employees. He further states that retrenchments have also been fuelled by a need to maximise efficiency and become more competitive in the face of increasing competition and the liberalisation of telecommunications market. He however, stresses that the company had alternative strategies to job losses.

Magashula (2004:6) maintained that job losses have been kept to a minimum and that the company offered voluntary severance packages (VSPS), which were more than generous. Those workers who did not take the (VSPS) were accommodated in the company's Agency for Career opportunities. Employees were offered a 12-month re-skilling opportunity with full pay and benefits and the possibility of redeployment within Telkom or elsewhere in the ICT sector (Louw & Lewis July 2004:7).

2.5.5 Improving the quality of services

A key strategy for improving the quality of public services is the development of a culture of accountability to citizens and consumers of government services. The agenda of a culture of action will therefore build on the Batho Pele principles and focus on practical initiatives to ensure that services are in relation to the needs of citizens (Brynard et. al. February 1997:47).

2.5.6 Better people management

A core component of efforts to transform the public service is the quality of human resources. The following measures, some of which are articulated in the wage policy, will be consolidated to ensure that human resource practices support the development objectives of the government and efforts at transforming the system of government.

- Replacing automatic promotions with appropriate career-paths and pay progression systems linked to performance
- Introducing a range of flexible employment practices, including greater use of fixed-term contracts for senior appointments, as well as secondment to and from the private sector where appropriate.
- Nurturing a culture of performance management by developing and implementing performance management systems and instituting appropriate mechanisms to reward performance.
- Promoting ethical conduct by advocating adherence to the code of conduct.
- Developing a labour relation's framework suitable for the public sector.
- Intensifying the programme to develop skills and empower public servants.

Restructuring of the spatial environment aimed at correcting the racial settlement pattern capacity building which would involve active public participation and also promotion of sustainable cities, and also the stakeholder involvement that would be transparent for all involved during the process of restructuring and In terms of section 1.1.2 of the White Paper on transforming public service delivery (Batho Pele White

Paper Notice 1459 of 1977). The primary aim is to improve the efficiency and effectiveness of the way in which services are delivered (Kroukamp December 1999:441).

A key consideration in the restructuring and transformation process is the improvement in service delivery. It is imperative that duplication is avoided and that the assets, human and financial resources are used efficiently and effectively. One of the major problems that is being experienced in relation to the restructuring process is time constraint, that is the tight timeframes and the deadlines that have to be met (<http://www.dpsa.gov.za/docs/reports/annual99-00b.html> dated 7/8/2003 DPSA Annual Report 1999/2000)

2.5.7 Policy with respect to severance packages, retrenchment, vacancies and early retirement in South Africa

The main intention of restructuring was to produce an efficient public service capable of meeting developmental and socio economic challenges of the country. The main reason for restructuring was that the department was not providing good quality services to its clients, meaning it was under-performing. When the present government came to power, it embarked upon a process of rationalisation and restructuring of the public service to ensure a unified, integrated and efficient public service as a matter of extreme priority.

This is an important goal of the government in line with both the White Paper on Reconstruction and Development, as well as the White Paper on the Transformation of the Public Service. The process also aimed at increasing productivity, accountability and effective policy management as essential preconditions for the success of reconstruction and democratic governance. In order to reach this goal, a concerted and comprehensive programme of restructuring and rationalization was undertaken (<http://www.cupe.ca/www/WorkloadRestructuring>, 03/07/25).

The White Paper on Transforming Public Service delivery (1997:9) was drafted with the purpose of providing a policy framework and a practical implementation strategy for the

transformation of public service delivery. This white paper primarily deals with how public services should be provided and is specifically about a relentless search for increased efficiency and reduction of wastage within public institutions. Public institutions are expected to publish standards for the level of services they will provide, to enable all potential users to be aware of the level of service they are entitled to and can complain if these levels are not attained.

So, over the next twenty years, several hundred thousand people must emerge from the disadvantaged communities of the country to compete effectively for high-level jobs. There is a need to find ways in which to fast track this process. Tribute is paid to those who have fought for this process and to the efforts already made to integrate the work force. It is expected that affirmative action initiatives in the public sector will absorb a large complement of blacks currently possessing competitive professional skills. Further, it is believed that ambitious public sector affirmative action programmes will create tension and strain as the gap between the supply of black professionals and demand for their service becomes evident. (<http://www.opinion-pages.org/smallorganizations/fraser.htm> 03/07/25).

The task of all managers in the Public Service has, in these times of restructuring, become more complex and more demanding. It is required of them to manage transition, but change is pain for most people. The skills and insight required to manage people through very trying life changes is very difficult and deep. Balancing the imperatives of the organisational structure, yet managing to reach targets and keep on track is a challenge that managers have to face.

Change management also requires that managers in the public sector scrupulously balance resources and the service delivery needs of their organisational components. (<http://www.opinion-pages.org/smallorganizations/fraser.htm> 03/07/25).

According to Thornhill (1995:30) the work place is changing due to the changes in the country and is becoming more diverse in terms of gender, disability, race and religion.

To manage a work force of such diversity, which previously did not exist, requires managers to begin to offer training on gender sensitivity, diversity management and survival in a multicultural work place. As part of the transformation process, it is believed that further refinement of the code should elaborate further on the principles of professionalism so as to endorse a strong value system among public servants.

More and more, technical progress requires public servants to have highly specialised knowledge, otherwise they risk being overtaken by the private sector and becoming dependent on outside experts. Information technology and file sharing have greatly increased the possibilities for public authorities to gain information on private individuals more rapidly, this is real threat to the citizens' rights (Viljoen, A, et.al. December 1996:215). The agreement with office of the Public Service Commission on restructuring makes provision for downsized severance packages for officials that are declared in excess and does not include voluntary severance packages. When the agreement expires in September 2002, the public service will probably have to revert to the initial voluntary severance package that it is used to paying out to people who have opted for voluntary severance package (<http://www.dpsa.gov.za/docs/reports/annual99-00b.html> 7/8/2003).

In the case of heads of departments and provincial administration, the national norms and standards outlined above were adjusted with the consent of the unions, to allow for the external advertisements of all posts, all of which are on a five-year contract basis. This was in recognition of the fact that the incumbents of such posts would have to play a major role in giving direction to the new national departments and administration under changed circumstances. Furthermore, a number of senior officials in the former administrations also had to be afforded the opportunity to compete for such positions. (<http://www.dpsa.gov.za/docs/policy/white-papers/transform95/chapt8.htm> 03/07/25).

A well considered policy with respect to retrenchment, early retirement and the filling of vacancies created through natural attrition can certainly play a part in reducing the size

of the public service. However, current retrenchment and early retirement packages are very costly and have cash flow implications for government pension funds.

They will therefore need to be reviewed. Care must also be taken to ensure that such severance schemes do not lead to excessive loss of key personnel. (<http://www.dpsa.gov.za/docs/policy/white-papers/transform95/chapt8.htm> 03/07/25).

To ensure that redundancy and retrenchment is handled in a fair and sensitive way, thereby winning union co-operation and support, policies will be developed to facilitate the redeployment of staff, both interdepartmentally and intergovernmentally.

Assistance will also be provided to enable staff facing retrenchment to find alternative employment, including self-employment, outside the public service. Such policies will be accompanied by the carrying out of a comprehensive skills audit across the public service and the development of a skills database, to expedite the matching of skills with redeployment opportunities. They will also be tied to the development of appropriate forms of career counseling and retraining opportunities. (<http://www.dpsa.gov.za/docs/policy/white-papers/transform95/chapt8.htm> 03/07/25).

Restructuring creates higher levels of stress, anxiety and work overload. An international Labor Organisation study of five industrialized countries cites the downsizing, layoffs, merges, short-term contracts and higher productivity demands of restructuring. It also predicts a dramatic growth in anxiety, burnout and depression. Many workers report high anxiety levels due to restructuring, and the consequence for staff size, levels of workload and diminished working conditions have been stark (Govendor & Groundling, 1999:15).

A 1995-97 study on restructuring of an Ontario teaching hospital raised questions about the true costs of re-engineering and amalgamation. The study found that re-engineering the hospital caused "increased emotional distress among staff, less social support in the workplace and a loss of trust in the employer."

Staff added that the quality of patient care had seriously declined. During the restructuring, the teaching hospital underwent extensive re-engineering, downsizing and

cost cutting. Staff reported "significant increases in depression, anxiety, emotional exhaustion and job security. (<http://www.dpsa.gov.za/docs/policy/white-papers/transform95/chapt8.htm> 03/07/25).

2.6 Resolutions of the Public Service Jobs Summit

The parties to the public service jobs summit met at a time in the history of South Africa country when the challenge of managing the restructuring process in the public service was upper most. It is a time when the parties face the challenge of transforming the public service to improve the depth, efficiency and quality of social service delivery. The parties to the job summit (Public Service Job Summit, 29-31 January 2001) PSCBC agreed on the following objectives to guide the transformation and restructuring of the public service.

- Forge a development orientation, ensuring that public services are delivered in support of development goals, including alleviating poverty, creating employment, and sustainable livelihoods by such measures as the provision of a social wage through expanding infrastructure, housing, social services and social security.
- Effective delivery of public service, ensuring that the necessary services are delivered to communities. Efficient public administration and maximum utilisation of resources.
- Advancing the establishment of participatory systems throughout the state and making public service more accountable to elected government and the public.
- Create a patriotic public service culture committed to ethical public administration, adherence to the rule of law and code of conduct and promoting effective mechanisms to reserve and prevent corruption and misadministration.
- Advance representivity of race and gender in the make up of the public service and the way in which decisions reflect the views and aspirations of women and previously disadvantaged individuals (PDI's) as well as representatives of all stakeholders.

- A public service that is integrated, accessible and appropriate high quality administrative systems and delivered through effective utilization of information technology.
- Accountable, for the process, output and outcomes of public administration, as well as the provision of information necessary for citizens to evaluate the efficiency and effectiveness of public service

The parties agreed that the transformation and restructuring of the public service must seek to:

- Protect and create equality employment within the public service.
- Support the key objectives of transformation of the state.
- Improve delivery of services to the community, enhancing productivity and performance of the public service to meet the national objective.
- Be conducted in a joint, open and consultative way amongst all stakeholders.
- Support all parties' rights to have information to assess the impact of transformation.
- Ensure that the redeployment of personnel will take place in terms of the framework to be negotiated in the PSCBC.
- Ensure that public service remains the provider of services that constitute the social wage, in order to meet the needs of the poor and provide a foundation for development.
- Promote good governance values amongst public servants and in this way build the morale of public service workers.
- Actively search for ways to enhance existing services and assets to increase the capacity of the state to provide these services.
- Lead in advancing representivity and equity in the public service in terms of race and gender.
- Improve the skills base of the public service and in this regard ensure that the public remains a primary source for such training.

- Support less hierarchical, more skilled management and supervision in the public service and also
- Enhance greater equity in distribution of incomes and wealth (Nchwe, Resolution No. 7 of 2002:29).

It was acknowledged that bargaining currently takes place at central and sectoral levels. It was also recorded that salary and general conditions of service shall continue to be bargained at central level. Conditions of service pertaining to a specific sector shall be dealt with at sectoral level. Poor performance of individual employees based on incapacity shall be dealt with in accordance with the provisions of the public service incapacity code or any other code that may be applicable to employees in a particular sector (<http://www.news24.com/news24/03/07/25>).

2.7 Values and practices guiding restructuring in the Public Service

2.7.1 Public accountability

Ultimately the public service accountability rests on public opinion and how the public assesses its honesty, truthfulness and integrity in the performance of our duties. The best insurance we have against loss of public confidence is adherence to the highest standard of accountability. Minister Geraldine Frazer-Moleketi (2002:4) states that even with the right policy framework, the best conditions of service, a restructured, smart, innovative, skilled and resourced public service, there still remain an element of personal commitment and dedication that only individual public servants can contribute.

The fundamental essence is about Letsema, which is about going beyond the call of duty. It is about taking upon oneself a sacrificial stance in moving beyond what one is remunerated for. The backlog of service delivery is so great that nothing beneath a level of extraordinary commitment from public servants can be accepted (Frazer-Moleketi, 2002:4). -

2.7.2 Responsiveness to the public

As a new Public Service there is a need to nurture the credibility and this can be achieved by serving the public with respect and concern recognising that service to the public is beyond service to oneself. The thrust of the Batho Pele principles is the improvement of service delivery in the public service. Implicit in the eight Batho Pele principles is an attempt to adapt the norms of service delivery in the private sector, such as focus on customer/client satisfaction, into the public service. It is argued that Batho Pele is not an end in itself but a means designed to achieve the broader objective of transformation in the public service as well as in the country as a whole (White Paper on transforming Public Service Delivery, 1997: 19).

Public administration must be governed by democratic values and principles enshrined in the Constitution. These values are listed in section 1 of the Constitution of the Republic of South Africa (Act 108 of 1996). As human dignity, the achievement of equality, the advancement of human rights and freedoms non-racialism and not-sexism. Section 195(1) of the Constitution of the Republic of South Africa (Act 108 of 1996). further stipulates other principles that should inform public service delivery. Among the most important are the following:

- 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.
- Transparency must be fostered by providing the public with timely, accessible and accurate information, and that
- Public administration must be development-oriented (Khoza, 2002:33-34).

Managers should be transparent and accountable to their political superiors, thus, openness and transparency promote a customer-focused approach by placing citizens in a position where they can contribute to the improvement of service delivery by getting correct information to enable them to assess the government's performance (White Paper on transforming Public Service Delivery 1997:19).

The consultation process should also be used to find out what customers and potential customers need to know, and when to work out how, where and when the information can best be provided (White Paper on transforming Public Service Delivery 1997:19).

2.7.3 Putting customers in the driver's seat:

The best way to make public service providers respond to the needs of their customers is to put resources in the customer's hands and let them choose. But if the customers do not have a choice of providers schools, training programmes, motor vehicles or offices they remain dependant on the goodwill of the provider. The providers are in the driver's seat and customers can only hope they drive where the customer wants to go. When the customers control the resources, on the other hand, they choose the destination and the route (Osborne & Gaebler.1993: 180).

Most customers know what is important to them, for one it might be a school with a good national reputation and for another it might be a school whose graduates get well-paid jobs. For a third it might be a school close to home. If the customer has access to all the relevant information they vote with their feet by deserting one school, no one argues that the school is providing quality education. Putting resources directly in customer's hands may at first sound like a radical idea, but it is not. In fact, it is not even a new idea, vouchers, cash grants, and funding systems that allocate a set dollar amount for each customer served have been around for decades (Osborne & Gaebler, 1993:180).

2.7.4 Efficiency and effectiveness

These two concepts are the flagships of the post-apartheid public service. Public servants should take pride in their ability to use government's resources at their disposal in the most cost-effective way. At the same time, the impact of these services should be felt by the entire spectrum of the South African society and not just by a small

privileged group, as was the case in the apartheid era (White Paper on transforming Public Service Delivery 1997:20).

2.7.5 Professional excellence

Public servants need to commit themselves to the highest standards of professional excellence, it is no understatement to say that the efforts at transforming the public service can only succeed if public servants are motivated and display a sense of mission, and constantly aware of the importance of doing a good job to improve service-delivery (Thornhill, et.al, 1995:24). South Africa is beginning to experience these changes, with the accompanying array of problems such as the dearth of appropriate skill and experience. The kind of experience that exists often in management is generally not of the transformation kind. Yet, there are no skills market deep and dense enough to meet the challenges of the new bureaucracy and its inherent requirements.

South Africans have also had to address at the same time the challenge of extending services to the areas of the previously socially and politically marginalised communities. Governments of developing countries also began to develop another trend of thinking which has influenced the country's direction to a certain extent. These governments assured new types of functions related to their direct concern for raising the living standards of their populations, and new functions that overlie their traditional ones of maintaining law and order and tax collection emerged. These countries saw a strong developmental role for the state and thus focused on the development of social services, like housing, health, education, social welfare and community development (Thornhill, et.al, 1995:24).

One cannot, however, begin to speak about productivity and growth, without speaking about human resource development education and training. The White Paper on Public Service Transformation (1997), which is the main guiding pillar over these years of rapid change, provides firm principles for transformation. The White Paper recognises that:

- Education and training are basic human rights, which must be protected and advanced by the state to ensure that all citizens have the opportunity to develop their capacities and potential and make their full contribution to society.
- All individuals should have access to lifelong education and training irrespective of race, class, gender, creed or age.
- Improved systems of accreditation must be fast-tracked, for learners to move easily from one learning context to another, so that the possibilities for lifelong learning are enhanced and the need to promote equity throughout the educational and training system, particularly by redressing educational inequalities among those sections of our people who have suffered particular disadvantage or who are especially vulnerable.

2.8 Explanation of the restructuring process in the Republic of South Africa

The new policies led to a redefinition of the department's mission or purpose and functions. In adherence to the rule of *structure – follows- strategy* the redefined purposes and functions determined the organisational structure of the departments. A sufficient post establishment (staff complement) to execute the envisaged programmes of each component was determined. In the case of provincial administrations, a norm for a maximum complement of management staff was set and they are also required, within five years, to ensure that the value of their staff complements under management level is down to 35% of their total budget. In keeping with the goal of right-sizing, cabinet resolved as early as October 1995 that the overall size of the public service must be reduced (White Paper on the Transformation of the Public Service, 1997: 46-47).

A system for the effective management of the size of the public service must be implemented and maintained and specific recommendation with regard to an action plan on the right-sizing of the public service made in interaction with individual ministries, be submitted to cabinet. In terms of the aforementioned management system, specific targets based on inputs from individual departments and on analysis of the size and

functions of the departments, viewed against the background of government priorities have to be submitted to cabinet annually. Depending on existing circumstances and priorities, cabinet may then approve that the staffing levels of individual departments must be reduced, must be maintained or may be allowed to grow.

In order to commence with the implementation of cabinet's decisions, national departments and provincial administrations were requested to review their programmes and submit proposals for rightsizing their establishments. During this process it was made clear that departments should develop their proposals with a view to an overall reduction in the staffing levels of the public service (Nchwe Resolution No. 7 of 2002:29).

At the beginning of 1996, the state as employer also mandated its representatives to reach an agreement with the unions represented in the Central Chamber of the Public Service Bargaining Council on an all-inclusive three year condition of service adjustment package. In short the mandate stated that negotiations should be conducted to establish a new salary grading system, to restructure pension benefits, to introduce a voluntary severance package and to affect the right sizing of the Public Service (Nchwe, Resolution No. 7 of 2002:29).

As far as the right-sizing of the Public Service is concerned a flexible approach has been adopted which recognises the fact that certain activities of government will have to be expanded, whilst others will have to be contained at existing staffing levels or, in certain instances, trimmed down to more affordable levels. As a first step and without derogating from these overall strategies, an agreement in principle was reached with employee organizations to right-size the Public Service in accordance with available resources to effect savings to, inter alia, supplement the funding of remuneration adjustments in the 1996/97, 1997/98 and 1998/99 financial years. (Thornhill, et.al. March 1995:24).

- **The case of Ethekwin City Council in transition**

There were forty autonomous municipalities in the Durban Metropolitan Area during the apartheid era. In terms of the Local Government Transition Act, (1993), the municipalities were established to negotiate the restructuring of local government in each municipal area. It was envisaged that municipalities would be amalgamated to form larger, more viable municipalities, and at the same time usher in democracy at the local sphere. The former Durban Metropolitan Council and its four associated sub-structure councils were formally established in 1 June 1995 (Burger, 1999:113). Section 9 of the Local Government Transition Act, 1993 made provision for the first local government elections, which were held on 26 June 1996 (Mafunisa, December 2000:441).

The Transformation and Restructuring Project was initially established within the Municipal Manager's Office to facilitate the amalgamation process. It was responsible for the formulation of a Transformation plan and a founding, improving document. The broad principles guiding the restructuring process included inter-alia improving the internal processes through the Customer Services Improvement (CSI) programme to provide efficient and effective services to improve productivity. It was decided at the outset that there would be no retrenchments despite the fact that corporatisation, privatisation and outsourcing will be an integral part of process.

Restructuring is usually announced with little or no warning, workers are not involved in discussions about rationale, costs, consequences or details. Yet mergers and downsizing have a major impact on workers as governments continue to reorganise to cut costs and services. Staff reduction due to restructuring has serious consequences for workers and their communities

<http://www.cupe.ca/www/WorkloadRestructuring/4135 03/07/25>).

2.9 Conclusion

In the quest for service excellence it is important to analyse every action in terms of how the government provides what the community or customer needs. It is believed that the devolution of powers at appropriate levels can contribute greatly to improving service delivery levels. It will therefore be essential in the restructuring process to do the utmost to get away from old thinking, and not always base the new system on the old just for the sake of continuity. The government will have to be creative and imaginative to be effective. The structure established will have to be meaningful to the people they are meant to serve.

In view of the success that many organisations have achieved, it is certain that a great deal of what has been established in the past years will be retained and will indeed provide a sound and solid foundation for the new generation structures. For employers, the goal of restructuring is to create a lean, mean workplace where all workers are highly productive and committed to their work, often to the exclusion of responsibilities to families, communities or other workers. The survival of the fittest mentally leads to highly competitive work environment and difficult relationships. The impact on workers and the public can be devastating.

The next chapter covers the research design and methodology, that is, evaluation research, sampling, target population, data collection and analysis and procedure for data collection and analysis.

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter provides a variety of research methods and instruments used that will help to collect valid and reliable information from employees. In this chapter consideration will be on general methodological orientation, research parameters within which the data will be collected, research instruments as well as sampling design, procedure for data collection and analysis.

3.2 Meaning of research

Research according to (Dane 1990: 4). Is a critical process for asking and attempting to answer questions about the world? It also attempts to answer questions that involve a questionnaire, an interview, an experiment and sometimes an entirely different method. (Kerlinger 1973) quoted by (Dane 1990:4 –5), indicates that it is a systematic, controlled, empirical and critical investigation of hypothetical propositions about the presumed relationship among natural phenomena. As a critical process it is one of the tools used in pointing out the negative qualities of something, and by examining all of its qualities – good, bad, or indifferent.

3.3 Research design

The research design enables more sensitive detection of change through superior precision using continuous scales. It may be used to reduce required sample size or improve analytical power, as well as earlier detection of change, and facilitates greater willingness of respondents to provide the relevant data i.e. appeal evaluations rather than forced choices (Royle J et.al.2004: 60).

3.3.1 Evaluation Research

Evaluation research is an assessment of the effectiveness of social programme that were designed as tentative solutions to existing problems. It is conducted by policy makers, funders, planners, programme staff to new and existing programs (Babbie, 1998: 9). It involves the systematic application of social science research procedures in assessing the conceptualisation and design, implementation and utility of social intervention programs (Dane 1990:308).

3.3.2 Experimental Design

Experimental design is a planned interference in the natural order of events by the researcher. He does something more than carefully observe what is occurring. This emphasis on experiments reflects the higher regard generally given to information so derived. There is good rationale for this because of the substantial gain in knowledge in all sciences has come from actively manipulating or interfering with the stream events. There is more than just observation or measurements of a natural event. (<http://www.sysma.com/phad530/expdesig.html>, 4/5/2005).

A selected condition or a change (treatment) is introduced and observations or measurements are planned to illuminate the effect of any change in condition. The importance of experimental design also stems from the quest for interference about causes or relationships as opposed to simple description. The kind of planned observation called experimental design often seems to become a bit complicated. This is unfortunate but necessary, if a researcher wish to pursue the potentially available information so the relationships investigated are clear and unambiguous (<http://www.sysma.com/phad530/expdesig.html>, 4/5/2005).

3.3.3 Quasi-Experimental Design

A quasi-experimental design is one that looks a bit like an experimental design but lacks the key ingredient-random assignments. Don Campbell (1990:45) often referred to them as "queasy" experiments because they give the experimental purists a queasy feeling. With respect to internal validity, they often appear to be inferior to randomised experiments. But there is something compelling about these designs, taken as a group, they are easily more frequently implemented than their randomized experience. (<http://www.sysma.com/phad530/expdesig.html>, 4/5/2005).

Probably the most commonly used quasi-experimental design is the nonequivalent groups design. In its simplest form it requires a pretest and a posttest for a treated and comparison group. This design is identical to the analysis of covariance design except that the groups are not created through random assignment. One will see that the lack of random assignments and the potential non-equivalence between the groups, complicates the statistical analysis of the nonequivalent groups design (Thompson 1992:244). Evaluation research design will be applied in this study.

3.4 Research Methodology

This methodology focuses on the centrality of the research question to the research process and of linking research questions to once philosophical or methodological position on the one hand and to appropriate data generation method on the other (Mason 1997:7). Research methodology according to (Morris, M.) quoted by J.Gasparikova, et.al (1996:251), is a technical exercise that compares various methods according to how useful any particular one is for uncovering one task relative to another.

3.4.1 Qualitative Methodology

Qualitative methodology refers to research which produces descriptive data, generally people's own written or spoken words. Usually no numbers or counts are assigned to

observations. Qualitative research aims to produce rounded understandings on the basis of rich, contextual and detailed data. Qualitative data should be strategically conducted yet flexible and contextual it should also involve critical self-scrutiny by the researcher, or active reflexivity (Bryman et al. 1997:29). When we use the phrase qualitative research and evaluation data in the field it generally means raw data, descriptive information about programmes or products and the people who participate.

Data from interviews, observations and document reviews are organised into major themes categories, and case examples. The most common strategy for analysing qualitative data is constant comparison, but there are many other techniques from which to choose. Qualitative research is typically used to answer questions about the complex nature of phenomena, often with the purpose of describing and understanding the phenomena from the participants' point of view. The qualitative approach is also referred to as the interpretative, constructivist, or post positivist approach (Paul et al, 2001:94). states that qualitative research studies typically serve one or more of the following purposes

- **Description** – they can reveal the nature of certain situations, setting, processes, relationships, systems or people.
- **Interpretation** – they enable the researcher to gain new insight about a particular phenomenon also to discover the problems that exist within the phenomenon.
- **Verification** – they allow the researcher to test the validity of certain assumptions, claims, theories or generalization within real world contexts.
- **Evaluation** – they provide a means through which the researcher can judge the effectiveness of particular policies, practices or innovations.

Qualitative researchers at some stage use some form of qualitative interviewing. This is used as the main method of generating data. Qualitative interviews may involve one to one interactions on larger groups. For some researchers, a qualitative interview can be based on open-ended question whereas structured Interviews are one of the most commonly recognised forms of qualitative research methods (Mason 1997:39).

- **Advantages of qualitative research**

Qualitative research facilitates greater awareness of the perspectives of programme participants or product users, capability of understanding dynamic developments in a programme (process) as it evolves awareness of time and history, sensitive to the influence of context. Ability to “enter the programme scene” without contrived preconceptions a more fluid approach to finding out “what’s happening”, and also alertness to unanticipated and unplanned events (Weiss, 1998:4).

- **Disadvantages of qualitative research**

The design of a study may be affected by researcher sources or subjects may not all be equally bias credible, some subjects may be previously influenced and affect the outcome. Further background information may be missing; study group may not be representative of the larger population. Analysis of observations can be biased and it takes time to build trust with participants. Qualitative research is neither prescriptive nor definite (<http://russcomm.ru/eng/rca-biblio/m/matveev01-eng.shtml> 4/15/2005).

3.4.2 Quantitative methodology

Quantitative research is used to answer questions about relationships among measured variables with the purpose of explaining, predicting, and controlling phenomena. This approach is sometimes called the traditional, experimental or positivist approaches (Paul et al, 1993:94). Quantitative researchers seek explanations and predictions that will generalise to other persons and places. The intent is to establish, confirm or validate relationships and to develop generalisations that contribute to theory (Paul et al, 2001:95).

- **Comparison of quantitative and qualitative methods of inquiry**

Intercultural researchers are deemed to have certain challenges due to cultural and business practices, and communication difference of the research respondents, Combining quantitative and qualitative methods prevent some of these challenges and manage others (Balsleby 1970:2).

- **Advantages of quantitative research**

Quantitative research states the research problem in very specific and set terms, it clearly and precisely specifies both the independent and the dependant variables under investigation. Following firmly the original set of research goals, testing hypothesis, determining the issues of causality and eliminating or minimising subjectivity of judgment (Balsleby 1970:3).

- **Disadvantages of quantitative research**

Failure to provide the researcher with information on the context of the researcher of where the studied phenomenon occurs. Inability to control the environment where the respondents provide the question in the survey, it is not encouraging the evolving and continuous investigation of a phenomenon (Balsleby 1970:3).

3.5 Data collection

In this study two methods will be used for data collection that is questionnaire and interviews.

3.5.1 Questionnaire

A survey research method in the form of the questionnaire will be used to capture data from the participants. This involves conducting of face to face and telephones interviews that consist of structured questions as a tool for qualitative data. Questionnaires often

make use of checklist and rating scales. They are used to learn about people's behaviours, characteristics, attitudes and opinions (Paul et.al. 1993:185). The main focus of the questionnaire is to obtain information from the target population on their levels of functioning. In this instance the respondent completes the questionnaires without intervention by the researcher. It provides greater privacy for the respondent, but they also increase the likelihood of misunderstood items or incomplete responses. Refolded covers will be used because return envelopes can be misplaced. Questionnaires are least expensive, least time consuming and most effective administration method (Dane 1990:131).

Questionnaires and interviews were utilised to collect data from 90 employees on random base but only 71 responded. This is inclusive of all levels in the National Department of Public Works.

3.5.2 Interviews

Interview is defined as a structured conversation used to complete a survey (Dane, 1990:128). Qualitative research at some stage use some form of qualitative interviewing. Many researchers use this as the main method of generating data. Qualitative interviews may involve one to one interactions, on larger groups. For some researchers, a qualitative interview can be based on open-ended questions. Interviews are one of the most commonly recognised forms of qualitative research method (Mason 1997:39).

The advantage of this method is that the interviewer can explain matters, which are not clear to the respondent. It is also possible to observe the behaviour of the respondent. As much as there is an advantage there is a disadvantage, which is that many respondents may fear to commit themselves by telling the truth (Brynard et al, 1997:38).

There are many possible ways of gathering data directly from participants if such cannot be obtained through observation. The first of these methods is the interview. An interview involves direct personal contact with the participants who are asked to answer

questions relating to the research problem. One method of getting people to express their views is the non-scheduled interview, which consists of asking respondents to comment on broadly defined issues. Those interviews are free to expand on the topic as they see fit, to focus on particular aspects, or to relate to their experiences (Bless & Higson 1995:104-105).

The disadvantages of interviews could be that the influence of the interviewer can be considerable. It is therefore important that one refrains from influencing the respondent by the way one asks questions. Improper recording of answers can also result in incomplete and biased information (Bless & Higson 1995:105).

3.6 Population and Sampling

- **Target population**

The population is the set of elements that the research focuses upon and to which the results obtained by testing the sample should be generalised (Bless & Higson 1995:85). A probability sample made through randomly sampled participants will be considered from a total population of 182 employees in the department. A heterogeneous sample will be formed whereby a total of 40 from 80 senior and middle management making a stratum were considered as appropriate. These respondents participated in the process of strategic planning, policy formulation and were responsible for converting the strategy into operational activities.

The second stratum will involve a sample of 50 individuals from a total population of 182 employees that includes assistant directors, senior administrative officers, junior clerks, cleaners and gardeners will be targeted for implementation of the strategies and policies formulated by senior and middle managers. In the broadest definition, sampling and selection are principles and procedures used to identify, choose, and gain access to relevant units, which relate to a relevant wider population or universe. However

qualitative research frequently does demand an alternative logic of sampling and selection (Mason 1997:83).

- **Sampling**

Probability sampling is any technique that ensures a random sample, that is, it ensures that every element in the sampling frame has an equal chance of being included in the sample. Random sampling therefore involves identifying every element in the sampling frame and choosing them on the basis of any planned process that also ensures that every element has an equal opportunity of being selected (Dane1990: 296-297).

In simple random sampling a group of people are selected at random from a complete list of or map of a given population. In systematic random samplings a group of people are selected in a systematically random manner (e.g. every tenth name) from a complete list of a given population. Cluster sampling is where clusters are randomly selected and all individuals or households with particular characteristics (Dane1990: 296-297).

Stratified random sampling applied in this research is accomplished by using random selection separately for each subgroup in the sampling frame. The heterogeneous sample refers to a sample in which group variances are disparate (Dane1990: 203). In this case two levels of management were included in the sample such as the policy making and the policy implementation levels.

3.7 Data analysis

Botes (1995:96). defines data as the occurrence of facts in relation to time and date. Whenever statistical analysis is done, certain tendencies can be noticed (to describe), conclusion can be drawn (to explain) and extrapolations can be made (to predict). The data will be used to describe, explain and predict the results. When the researcher collects his or her own data, it is called primary data (Brynard 1997:28). Data in turn is

based on facts and can be classified into two types, which are quantitative data and qualitative data. Qualitative and quantitative research go hand in hand (Bless & Smith, 1995; 19-100).

According to Kergler (1986) research is the plan and structure of investigation so conceived as to obtain answers to research questions. In the process of planning, a research problem has to specify what exactly is being investigated i.e. unit of analysis. The unit of analysis according to Bless et al (1995) is the person or object from whom the social researcher collects data. The data from such a unit can only describe that unit, but combined with similar data collected from a group of similar units, provides an accurate picture of the group to which that unit belongs.

The process of data analysis itself takes many different forms depending upon the nature of the research questions and design and the nature of the data itself. Quantitative data is often analysed using a range of descriptive and inferential statistical procedures. Qualitative data is analysed with techniques especially designed for this form of data. Very often quantitative and qualitative methods of data analysis play complementary roles in the data analysis process (Bless & Smith, 1995; 137-138).

3.8 Conclusion

Although it is believed that combining both qualitative and quantitative methods would enhance many research studies, it must be noted that researchers may not have time, resources, or expertise to effectively combine approaches for the initial research completion. However the type of study method used is qualitative method.

This chapter reflects the meaning of research, research design and methodology, evaluation research, experimental design, quasi-experimental design, the comparison of the qualitative and quantitative was made the sampling, target population, interviews, as well as the procedures for data collection and analysis were explained. The next chapter will focus on the presentation of data through tables and charts and analysis of the data presented.

CHAPTER 4: PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

4.1 Introduction

This chapter looks into the presentation, analysis and interpretation of data. Interpretation of the data will be subject to an analysis of validity and reliability. The views of Senior, Middle and junior management as well as lower levels of employees as dictated through the questionnaire and interviews are reflected in this chapter. Data from the respondents will be presented in tables and charts. Clarity and objectivity of questions will be discussed and finally the contextualisation of the data will be presented.

4.2 Objectivity of the research data

A weakness of this can be the suspicion that the researcher could have been influenced by a particular predisposition, affecting the generalisability of the small scale study (Bryman 1984). Objectivity means that the description of reality does not reflect the subjective views of the researcher, but rather corresponds to the description made by any one examining the same reality. The more accurate a description is, stating measurable prosperities for instance, the greater the objectivity of the observation. Organizations with formal structures are a particular kind of group that are often used as the unit of analysis of social research.

In this case, questions of interest might relate to proportions of employees from different social groups, organisational structure, profit and communication channels (Bless et al, 1995:65). The data presented from questionnaires and interviews conducted by the researcher are independent of the race, colour, creed or occupation. They are also independent of any subjective elements.

4.2.1 Reliability and validity

Reliability is concerned with the consistency of measures. An instrument, which produces different scores every time it is used to measure an unchanging value, has low reliability. It cannot be depended upon to produce accurate measurements, the reliability of measurements is the degree to which that instrument produces equivalent results for repeated trials (Bless et al, 1995:126). According to Kenneth D. Bailey, as with observation, reliability may be checked either by comparing similar documents at two or more points in time (instrument reliability) or by comparing the results of two or more researchers at the same point in time (analyst reliability) Although both are important to an evaluation of an instrument, validity and reliability are actually entirely different things. The term validity has a somewhat different meaning, since an instrument with very high reliability is useless if it has poor validity. Similarly, an instrument with very low reliability should not be used merely because it has very high validity (Bless et al 1995:130-131).

4.2.2 Ethical consideration

The ethical considerations for both quantitative and qualitative research are safety and protection of human rights (Carr 1994:719). These are achieved by using the process of informed consent, which can be achieved if there are no unsuspected events that can be foreseen to occur to affect the study. The researcher did not take sides on issues of moral or ethical significance, and therefore does not have ethical, religious, political literacy or moral preferences.

4.3 Categorisation of questions – The questionnaires

The total numbers of copies of the questionnaire distributed to respondents were at the percentage of 100. Only 90% of copies were returned and filled in while the remaining 10% of questionnaires were not returned by respondents

Structured questions, which contained open-ended questions, were utilised to indicate a range of possible answers. Questions asked made provision for choice of answers and possibility was given to respondents such as ("yes/no", or

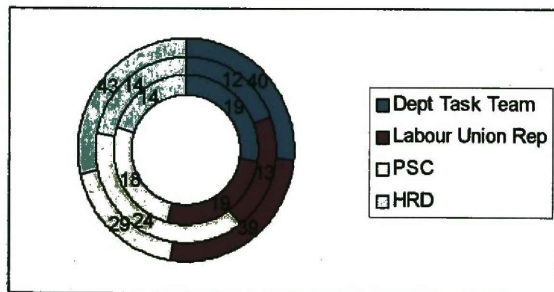
"agree/disagree", no opinion or uncertain). Adding to that a checklist was also utilised where the respondents were asked to tick only the most adequate answer or all the suitable answers. The respondents were also requested in case of where the list was not exhaustive, to give additional information in the space provided (such as "please specify").

4.4 Presentation of data in tables and charts

Departmental role players in the restructuring process

TABLE 4.1

RESPONSE	SOMETIMES	NEVER	ALWAYS	TOTAL
Dept Task Team	19 (27%)	12(17%)	40(56%)	71(100%)
Labour Union Rep	19(27%)	13(18%)	39(55%)	71(100%)
PSC	18(25%)	24(41%)	29(34%)	71(100%)
HRD	14(20%)	14(20%)	43(60%)	71(100%)



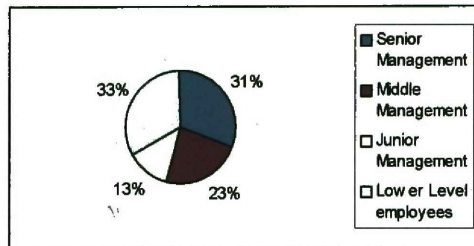
The role players in the restructuring process are seen as:

- Departmental Task Team: consisting of Director General, Deputy Director General, Chief Director.
- Labour union representatives consisting of representatives from different union affiliates in the department.
- Public Service Commission (PSC) consisting of Chief Directors and Directors
- Human Resource Development (HRD) consisting of Director, Deputy Director and Assistant Directors.

Categories of employees perceived to be underperforming

TABLE 4.2

RESPONSE	FREQUENCY	%
Senior Management	22	31
Middle Management	16	23
Junior Management	9	13
Lower Level employees	24	33
TOTAL	71	100



The data in Table 4.2 show that lower level employees and senior management were perceived to have been under-performing. Junior and middle management blamed the senior and top management for under performance. The concern is that some employees have not been appropriately placed to function at their maximum potential.

Usefulness and sufficiency of restructuring

TABLE 4.3

RESPONSE	FREQUENCY	%
Excellent	16	23
Good	30	42
Fair	18	25
Bad	7	10
TOTAL	71	100

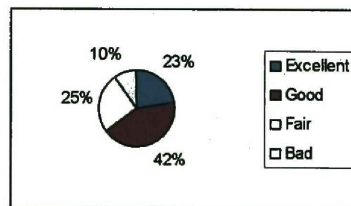


Table 4.3 shows that 35% of the responded that restructuring is being fair and bad. This is a response from employees who could not qualify because of qualifications. The concern is that the revised structure only benefited those with high qualifications and was not relaxed to accommodate employees with lower qualifications e.g. Senior Certificate. However 65% indicated that restructuring was rated from good to excellent.

Rate of explanation given by management

TABLE 4.4

RESPONSE	FREQUENCY	%
Excellent	13	18
Good	31	44
Fair	17	24
Bad	10	14
TOTAL	71	100

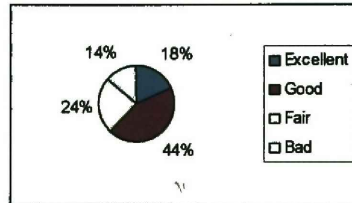


Table 4.4 shows that 14% responded as the explanation given being bad, while 24% indicated the explanation being fair. Junior management as well as cleaners and gardeners raised the concern that they were expecting weekly updates in order to alleviate their fear of unknown due to restructuring. 62% rated the explanation from good to excellent. The overall perception raised by respondents is that the structure benefited people with better qualifications. Their expectations were that job evaluation should be done on some positions so that the positions should be relaxed.

information on restructuring fully disseminated to employees

TABLE 4.5

RESPONSE	FREQUENCY	%
Agree	33	48
Disagree	14	20
Uncertain	22	32

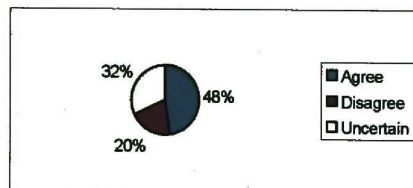


Table 4.5 shows that 32% of the respondents indicated that they were uncertain while 20% disagreed. The concern raised was that senior management filtered distorted information to junior and lower level staff. The supervisors seemed to hide important information from them and this resulted in the productivity being compromised and the

low staff morale prevailing. 48% consist of senior managers and supervisors who were involved in meetings during discussions as well as access to e-mail for information.

Restructuring is a process, which leads to success

TABLE 4.6

RESPONSE	FREQUENCY	%
Agree	53	75
Disagree	7	10
Uncertain	11	15
TOTAL	71	100

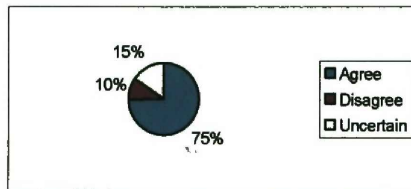


Table 4.6 shows that 10% of the respondents disagreed and 15% are uncertain. As much as employees are "fairly" positive about the outcomes of the restructuring process, on average, they are not fully convinced about the Department's success. As much as employees are interested in "bread and butter issues" they also need to understand the business operations in order to gain confidence in what the Department wants to achieve.

75% agree that the process will lead to success as most of them especially senior officials thought that they are going to be affected in terms of being redeployed or resolving to take packages or early retirement, and this did not happen as all people were accommodated in the structure.

Restructured DPW will benefit stakeholders including yourself

TABLE 4.7

RESPONSE	FREQUENCY	%
Yes	50	71
Disagree	11	15
Uncertain	10	14
TOTAL	71	100

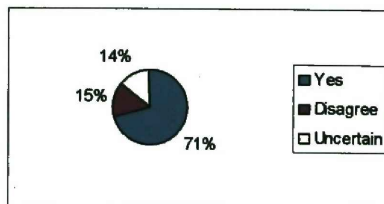


Table 4.7 shows that 15% of respondents states "disagree" while 14% states "uncertain". The lower level staff does not see any benefit, as they do not deal with

clients directly. They do not know the level of frustration expressed by clients. The senior managers who constitute 71% are certain that through improved service delivery to clients this will encourage the clients to stay with NDPW.

Problems experienced in the restructuring process

TABLE 4.8

RESPONSE	FREQUENCY	%
Highly unable	13	18
Unable	19	27
No opinion	27	38
Able	7	10
Highly able	5	7
TOTAL	71	100

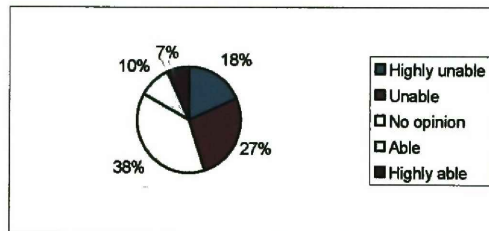


Table 4.8 shows that 18% of the respondents are highly unable to cope while excess employees could not be accommodated during redeployment. People indicated that to opt for severance package or to apply for early retirement is not a viable option. This was based looking at the ages of cleaners and gardeners, which ranges from 50 years upwards. The range of percentage from 27 (unable) and 38 (no opinion) indicated that there are people who are not meaningfully involved in the restructuring process they do not know how many people are going to be affected.

Extent of resistance to restructuring by management

TABLE 4.9

RESPONSE	FREQUENCY	%
High resistance	21	30
Lower resistance	19	27
No resistance	6	8
Unable to judge	25	35
TOTAL	71	100

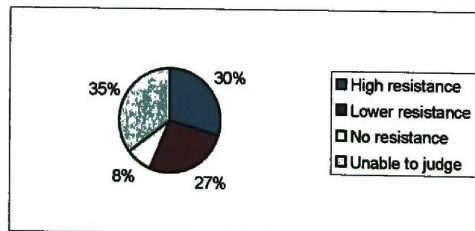


Table 4.9 shows that 30% of the respondents indicated resistance being from senior and middle management. An indication was that although employees are informed

about the rationale for change, it is evident that employees have not been engaged meaningfully in the process.

70% of employees reacted as having lower resistance as well as no resistance the perception being that they do not know the effect of damage to clients in terms of poor service delivery, which will result in clients losing trust in the department.

Understanding of the strategic vision and plans adopted

TABLE 4.10

RESPONSE	FREQUENCY	%
Yes	40	56
No	31	44
TOTAL	71	100

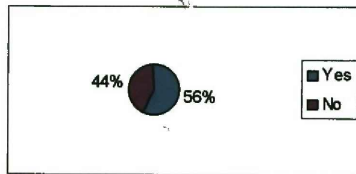


Table 4.10 shows that 44% of the respondents states that their supervisors do not communicate the strategic plans with them. Staff is saying that their supervisor communicate with them on monthly or once a while. An indication was that communication should be on weekly basis. Some are saying that their managers seem to be vague as far as information is concerned and the blame is that business processes are not yet in place. The expectations from employees were that Human Resource will develop an HR plan which will include among others qualifications, current and past experience expertise in relevant fields, training equipment and other skills of competence, but HR failed to consider those HR developments. 56% involves senior managers who understand the vision and plans as they have been meaningfully involved in the restructuring process.

Recruitment and selection

TABLE 4.11

RESPONSE	FREQUENCY	%
Sometimes	28	41
Never	29	39
Always	14	20
TOTAL	71	100

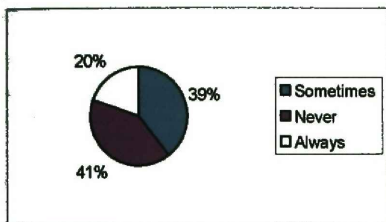


Table 4.11 shows that 39% of the respondents state that the structure is not fully populated. There is no retention strategy as people come and go. Good and competent people are taken by private sector and the productivity is highly compromised because of this movement. Most human resources do know how their posts relate to the speculative goal of the department. However, human resources need to be capacitated in order to be effective in their performance.

41% are managers who were involved in the recruitment process with the knowledge that the majority of positions that were not filled were new posts in the structure. The managers must also observe the departmental policies of considerations such as equity, scarce skills areas such as project management.

Vacancies filled

TABLE 4.12

RESPONSE	FREQUENCY	%
Yes	27	38
No	19	27
Uncertain	25	35
TOTAL	71	100

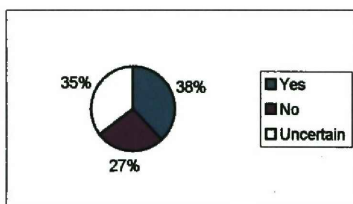


Table 4.2 shows that 27% responded being having no idea as to whether positions have been filled while 35% indicated being uncertain, this is in terms of the lower staff that is not meaningfully involved in filling of positions.

Most of the senior and middle management indicated during the interview that the main problem facing them was that the department is still hierarchical and governed by top-down management styles. The concern was that the structure has not changed much and is not accommodative of lower levels. The process adopted as explained by HR has been enhanced through among other tools, assessments, participation of union representatives, and involvement of external people where feasible. All this makes the process more efficient and more accurate.

A concern was raised that the department has appointed people who are not capable of meeting the challenges facing the department. 38% of managers indicated that positions has been filled with competent people and the process adopted for restructuring has been enhanced through among other tools, assessments, participation by union representatives, and recording of all proceedings.

Compliance with resolution 7 & 8 framework

TABLE 4.13

RESPONSE	FREQUENCY	%
Yes	15	42
No	5	14
Uncertain	16	44
TOTAL	71	100

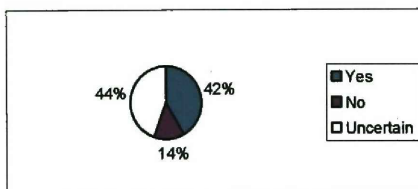


Table 4.13 shows that 44% of the respondents stated that they are not conversant with how the resolution was applied and how have they benefited from it. 14% indicated being unclear. The concern was that the department did nothing to keep the employees informed of restructuring and only decided to impose the implementation late.

42%, which involves mostly senior managers who knew that the department received the resolution in time. And the scheduling and implementation was done in line with the dates and provision set by Departmental Task Team. The indication by management is that dates were imposed by DPSA on all government organization.

Strategies finalised by the department

TABLE 4.14

RESPONSE	YES	UNCERTAIN	NO	TOTAL
Strategic plan	36(51%)	28(39%)	7(10%)	71(100%)
Organogram	31(43%)	31(44%)	9(13%)	71(100%)
HR plan	39(55%)	28(39%)	4 (6%)	71(100%)
Implementati on plan	25(35%)	40(40%)	6(8%)	71(100%)

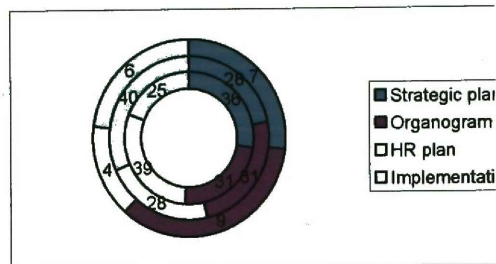


Table 4.14 shows that 37% of the respondents state that strategies are not yet finalised, and 13% responded as being uncertain this is certainly response from Junior and lower level staff that is not involved in the strategic objectives of the department. The concern raised was that people were not appropriately placed in posts that their profile corresponds with. 50% of senior managers responded positively as they are meaningfully involved in the process.

Sources of information

TABLE 4.15

RESPONSE	FREQUENCY	%
Works news	44	35
Rumors	12	10
External newspaper	4	3
Notice boards	12	10
Regional Transf. Coordinators	33	26
E-mail	20	16
TOTAL		100

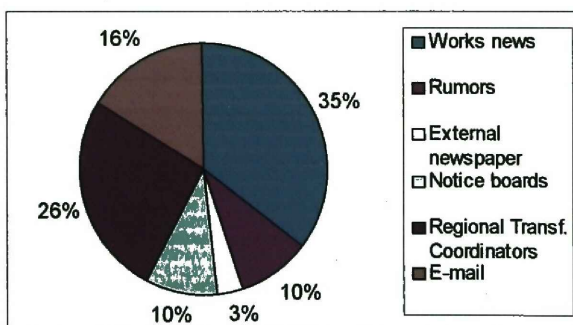


Table 4.15 shows that 35% of the respondents state that information was received through Works news. The E-mail was regarded as the best form of internal

communications by Senior, Middle and junior people. The cleaners regard Works news as the best as they cannot access E-mail.

4.5 Qualitative analysis of data

These arise from questionnaires distributed to and interviews held with the senior, middle and junior management. The comparison is that the middle and junior management revealed that they were not fully involved in the restructuring process. The senior management on the contrary indicated their full participation and involvement in the whole process of restructuring. They revealed the effectiveness and efficiency in strategic planning regarding utilisation of human resource. The expectations from employees are that seeing that the new structure was established, new procedures, innovative thinking, would be engaged. The old system would be dismantled and abolished,

4.5.1 Response of lower level staff

The lower level which included mostly cleaners and gardeners are completely in the dark even if they admit that road shows were conducted to them, they still did not understand and they ended up blaming themselves, that they did not render quality service to the department. Some of them indicated that they were approaching pension age and they did not want to comment more as they would soon lose the job or be retrenched.

Questions asked were open-ended, to give personal comments not probed in the rest of the questionnaire. The questionnaire required responses such as "yes and no, uncertain, agree disagree, excellent, good and no opinion". This is reflected in the attached Appendix. Some questions had an anticipated elaboration on the choice of the answer.

4.5.2 General management responses during interview

The general views and responses about restructuring in the National Department of Public Works is that the process is only for the benefit of a few managers especially at senior level. Some of the "dead woods" were still re-appointed; therefore the objective of restructuring was meaningless. An indication was made that the Director General had been more visible but could not deliver some of the promises he made during the road shows such as employment of people based on potential, qualifications and equity targets.

The responses indicated that there was a need for vigorous training after the finalisation of the process to ensure that staff performed in their new roles with confidence. Most of the time, important information was given at the last moment, sometimes, there was a lack of communication that led to misunderstandings. Division along lines of management and ordinary employees for an example cleaners and gardeners did not help open communication channels. Some felt that although employees were informed about the rationale for change, however, it was evident that employees had not been engaged meaningfully in the process.

This emphasises the need for more engagement between management and staff. Staff should rely on managers for credible, transparent, and timeous communication. Best practice confirms that the best form of communication is face to face. Also, as part of building a new culture in the organisation it is important to prioritise face to face communication which will promote and foster better and closer working relationships between management and staff. As much as employees are "fairly" positive about the outcome of the restructuring process, on average, they are not fully convinced about the Department's success.

It is advisable that management should, through the innovations of new processes and systems, discuss with staff how the Department will change for the better.

Some felt that the majority of managers especially deputy directors communicated with staff about restructuring process, however, it is a matter of concern that 51% of staff stated that their managers communicated with them monthly or once in a while. They appealed to managers to communicate at least once a week with their staff. They regard this as important in order to create a culture of engagement amongst staff. This is because an involved and motivated staff is productive.

More concerns were that the department had a bloated structure whose establishment was not based on functional business units or functions. The respondents felt that posts were not created because of the needs of the department. In addition there was no strategy for retention as people are appointed for few months or years and they leave the department for better positions. Most respondents indicated that some positions created do not have clear job description and this resulted in people establishing their own job description which when discussed with the heads of sections is not agreed upon.

A concern was raised again that the regional office of Mmabatho be upgraded to the level of chief directorate, which would enhance upward mobility. The office currently has only one director and lack of performance could not be apportioned to any particular group of employees. However it is certain that the structure, the business processes, systems and policies have not been supporting the departmental strategies. It was also apparent that some employees had not been appropriately placed to function at the maximum. Among others system respondents indicated that failures have been the lack of rigorous implementation of individual and organisational performance monitoring and review.

The responses obtained from director and deputy Directors carried an element of understanding goals and achievements of the organisation, yet the goals and intended achievements put forward were not the same, they differed from one another and they were not implemented. However, it was the strong view of

assistant directors, senior admin officers during interviews that they expressed an experience of frustration. It is, according to them, due to unclear goals and ambiguous expectations that prompted uncertainty that led to poor performance. This kind of orientation could lead to frustration when human resources were unable to appreciate their objectives and those of the department.

4.5.3 The management reaction to the study

The department was faced with restructuring challenges that department has to deal, with for instance the challenge of clients division wanting to procure their services from the private sector instead of from the department. The department resolved to populate structure and also established a policy on leadership where more focus will be on clients. Management gave assurance that there would be improved pre-recruitment screening to ensure that only the very best individuals were appointed at the senior management levels.

4.6 Clarity and objectivity of interpretation

Qualitative methods do not rely on hard, statistical data, but centre on soft data based on expertise, knowledge and judgment. The strength of the methodology employed in this study lies in the fact that it has a holistic focus, allowing for flexibility and attainment of a deeper, more valid understanding of the subject than could have been achieved through a more rigid approach (Weiss 1998:215). It also allows subjects to raise issues and topics, which the researcher might not have included in a structured research design, adding to the quality of data collected (Traynor 1984:718).

However according to Traynor(1984:718) the possibility of becoming entrapped with subjects could also lead to a researcher having difficulty in separating their own experiences from those of their subjects resulting in subjectivity. Although

this may not be entirely negative in that it facilitates a better understanding of the subject.

Observation from this study gave an indication of how effective management has been in communicating change. Unless change happens, the department will continue to lose clients who are demanding the same quality of service as provided by the private sector. It is evident from the data presented that although vacancies are filled, there is no retention strategy in place as employees are resigning or accepting offers from the private sector and this results in excessive loss of key personnel. This is mainly due to lack of ready skills in the department.

4.7 Contextualisation of observations

From the interpretation of the data it shows that it is essential to determine clear goals and services provided, which must be known to all employees. The restructuring process must entail the strategic planning and redirection of policies that will lead to redefinition of the department's mission or purpose and functions. A sufficient post establishment (staff complement) to execute envisaged programmes of each component must be determined. The structure established will have to be meaningful to the people it is meant to serve.

Poor performance of individual employees based on incapacity should be dealt with in accordance with the provisions of the public service capacity code or any other code that may be applicable to employees in a particular sector. The structure determined in terms of related functions will simplify job analysis that would bring about job clarity and job requirements for individual human resource.

This would effectively and efficiently improve service delivery. The formulation of implementation strategy, guidelines, knowledge of goals and objectives is crucial

in setting standard of performance. Frequent assessment of performance indicates progress towards achieving the objectives.

4.8 Conclusion

The research was meant to acquire responses from employees who depend on information provided by management in order to operationalise and implement the mission, vision and objectives of the department. The interview schedule and questionnaires were conducted with the principal aim of eliciting information about the knowledge of objectives and expectation of employees from restructuring.

Responses were received from different categories of management and employees. In addition an interview schedule was constructed for use at some levels. The principal aim of the interview was to measure the level or impact of restructuring on employees, their expectations, understanding and the manner in which they will benefit from the restructuring process. However, the responses were highly individualistic.

Most middle managers feared reprisal from management as a result some declined to be interviewed and resorted to questionnaires. The lower level of employees indicated that they are not conversant with strategic goals of the department, they rely mostly on information from works news and very little from their supervisors. The perception is that more was put on questionnaires because of fear of supervisors as a result of victimization. The next chapter will provide the summary, findings, recommendations and conclusion of the study.

CHAPTER 5: SUMMARY, FINDINGS AND RECOMMENDATION, CONCLUSION

5.1 Introduction

This chapter will focus on summary of all previous chapters, research findings based on each of the specific objectives, recommendations and their motivation, and conclusion

5.2 Summary of the study

Chapter1 reflects the background to the study, problem, aim and objectives, significance of the study, research design and methodology, scope of the study and organisation of the study and conclusion.

Chapter 2 entailed literature review on restructuring which focused on definition of key concepts used in the study, management leadership for change, restructuring of the South African economy and the public service, political and management challenges of restructuring in Local Government as well as opportunities of restructuring of the public service in the North West Province, restructuring markets within the public sector, why Telkom shed 1381 job, policy with respect to severance packages, retrenchments and vacancies, values and practices guiding restructuring in the Public Service, the case of Ethikwini City Council in transition and conclusion.

Chapter 3 presented research design, research methodology, and method of research, the questionnaire, interviews, target population, sampling and data analysis and conclusion.

Chapter 4 reflected the objectivity of the research data, response of general management, presentation of data in tables and charts and contextualisation of results and conclusion.

5.3 Research findings based on each of the specific research objectives as reflected in chapter 1

Objective 1: Identify role players in the restructuring process with meaningful participation including unions

An indication is that employees are not aware of the role players involved in restructuring as most of them are based at Head Office. The concern is that there are Labour Union representatives in some of the job interviews, which have similar uncertainty over their posts. The question is how is objectivity being maintained in the on-going interview processes especially where most of the panel members if not all are officials of the department of public works where one or two if not all might have a personal grudge on one of the employees.

Objective 2: Identify problems experienced in the restructuring process

Employees understand restructuring as loss of job. Restructuring has really led to major increases of stress in employees. It should be noted that employees in the age group of 55 to 65 years could opt for early retirement, if they so wished. Even if they were not forced to retire early employees were uncertain of their future with the department.

The severance package was also a threat as an indication was made that the severance package would be available to all employees who would not have been placed and the department or other public service entities had not absorbed them. The fear was that most of the senior positions were not filled and would be filled by people from outside

Objective 3: Determine whether criteria used to recruit and select staff are widely consulted and communicated to all affected parties

The short listing, interviewing and approval criteria used to hire "ineffective or under performing staff members is being used in the restructuring process and there is no guarantee that the already appointed staff members and those that will be appointed will be capable of meeting the challenges ahead. The whole exercise could have been better done should a response handling agency been appointed, with a set of both questions and possible answers for the interviews being drafted by the agency in consultation with the department for each and every post advertised.

The agency then has the sole right to all this information. Even the short-listing of possible candidature should have been vested on the agency as it is felt that lack of objectivity started there. The interview panel will then be comprised of the immediate supervisor of the person to be appointed, representatives from the unions and those from the agency who will be taking all the possible notes. This could have been much better although it can also have some possible loopholes. The way things are going on, it seems as if people are identified first for appointment before interviews take place.

Recruitment efforts have to combine attraction of skills with youthfulness while focusing on skills transfer and maximum retention. Encourage learning in the fields of study within our core business.

Objective 4: Determine whether policies are clear and applied uniformly and consistently

There is lack of co-ordination of policies and regulatory guidelines. The focus of restructuring will shift towards developing new operational processes and putting in place the necessary enabling information technology (IT) systems or

infrastructure and policy frameworks by ensuring that the regulatory framework within which the department operates is conducive to the achievement of the strategic goals of the department and national government.

Objective 5: Determine compliance with resolution 7 & 8 framework

The department received Resolution 7&8 at the end of August 2003. and it started planning and scheduling for the implementation of the departmental restructuring in line with the dates and provision of resolution 7&8, for instance setting up the Departmental Task Team. It should be remembered that the Department was busy transforming at its own pace prior resolution 7&8 and employees were quite aware of the restructuring process. The department only informed employees about restructuring in December 2003. The only thing that was new and sudden about the restructuring in the department was the dates as imposed by DPSA on all government departments.

The perception is that the management benefited more as they were well conversant and meaningfully involved in meetings during restructuring. The rest of the employees did not know what the department intended to achieve which means they did not participate fully in the business strategic planning. Finally as a result of lack of coordination of policy frameworks, the matching and placement of employees cannot be guaranteed to be relevant in the absence of competence and performance assessment. It can be said that there is discrepancy as restructuring benefited the few being at management level.

5.4 Recommendations and motivation

- Top Management Committee commitment to communicate effectively: This should not be "an event" but it should continue in order to create a positive culture of engagement and improved relations between staff and management.

- Development of processes that are efficient and effective in delivering on the mandate of the organization.
- Ensuring that the Information Technology infrastructure fully supports new processes thereby enabling the achievement of departmental objectives.
- The recruitment processes must seek to acquire new and scarce skills at levels and rewards that will make the department compete favourably with other institutions.
- The internal deployment and redeployment as part of the migration process must match skills and potential appropriately and target for accelerated development where feasible and cost effective.
- Recruitment or redeployment must focus on the new breed of employees at the cutting edge of knowledge and skills in the respective area to ensure good workforce with a new culture of performance.
- Building employee loyalty through proper career management whilst ensuring that the department can enforce a delayed departure through bonding agreements.
- Building employee loyalty through equitable and competitive remuneration.
- Placing staff into jobs according to their relevant competence to perform the job.
- The department must be in the business mode of being customer-focused, proactive and value driven.

- Restructuring must create a conducive environment which encourages or facilitates effective utilisation of resources.
- Nurturing a culture of performance management by developing and implementing performance management system and instituting appropriate mechanisms to reward performance.
- The government takes the view that there should be an ongoing effort to bring improvement to the public sector and follow the tendency of the private sector to introduce better methods of administration. It is therefore important that steps be taken by government to review its present functions and agencies in order to do away with unnecessary activities.
- This must be done to make room for the inevitable growth factors of the near future so as to keep the size of government activity at manageable levels in the long run. For this purpose the government must develop clear lines of responsibility for managers and at the same time free them from some of the present constraints, which hinder their performance by ensuring effective delivery of public services.
- Poor performance of individual employees based on incapacity should also be dealt with in accordance with the provision of the Public Service incapacity code or any other code that may be applicable to employees in a particular sector. The government must also consider the Constitutional obligation to transform the Public Service to ensure the delivery of quality service in accordance with the mandate of a better life for all. It is also important that Public Service labour practices be constructed in a manner that promote skills aimed at enhancing and extending service delivery to previously underserved areas.

From the results it shows that it is essential to determine clear goals and services provided to clients, which must be known by all employees. This is most important about a goal because it provides a clear direction, clear priorities and shared vision of purpose. Further it clarifies a functional purpose of the department, which in turn will explain services provided. The approach to leadership applied by the department will enhance quality service delivery to clients. It is therefore evident that without an agreement on the purpose and goal, the department will inevitably lack direction and focus.

The strategic objectives must be aligned with operational objectives. Setting objectives involves committing to specific, measurable actions that include realistic deadlines. This will allow appreciation of expectations both from the department and its human resource. The department must sign service level agreements (SLA) with clients in order to measure the performance. However, if the description of end results is not clear, specific, precise, explicit and measurable the objective will not serve its purpose. As result employees will not know what the department intends to achieve.

When the structure is fully populated by competent people in terms of related functions, it will simplify job analysis that will bring about job description and job requirements. Employees on board will be expected to render services in line with job requirements. This will determine where and how to effectively and efficiently utilise all resources to meet the requirements of clients and thus improve service delivery. This way there will be a sense of urgency and ownership from each individual's expertise and experience.

However there should be more involvement and assurance of top management support to middle management in terms of involvement in strategy formulation and implementation. Efficiency and effectiveness requires delegation of authority in order for employees to organise their work and to make appropriate decision to meet deadlines.

Formulation of implementation strategy, provision of policy guidelines and knowledge of goals and objectives is crucial in setting standards of performance.

There should be improved communication channels to lower level employees so that at the end they should not blame themselves for poor performance. Assistant directors and deputy directors were included in the study because these levels are the entry points to managerial positions. Assistant directors are the only senior public servants with "grassroots" level contact because they regularly deal with lower level employees and the public.

5.5 Conclusion

This research was about evaluating the process of how restructuring was done in the National Department of Public works specifically in the Mmabatho Regional Office in North West province. The exercise included among other the broad principle of improving the internal processes through the Customer Service Improvement programme in order to provide efficient and effective services to improve productivity.

It has been observed from this research that there was lack of commitment from top management to lower management in ensuring that quality service is rendered to clients and the community at large. The observation is that there is a need to enhance interaction and sharing of experience, exchange of ideas with the intention to effectively achieve the objectives and mission of the department.

Senior and middle management expressed their concern that the Top management did not communicate effectively to junior staff about restructuring. The emphasis is that there is a need for more engagement between management and staff. The recommendation is that it is essential that employees are made aware of the strategic objectives of the department, and their role in relation to achieving those objectives.

The concern raised by employees about employees migration thread, the department must ensure that all employees are optimally placed in the new structure. The structure established should be meaningful to the people they are meant to serve. Emphasis must be laid on competency building that ensures that all distribution regions have access to human capital which has the necessary skills and capabilities to operate within the new business definition.

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APPENDIX 1

P. O. BOX 3321

MMABATHO

2731

28/06/2005

To Whom It May Concern:

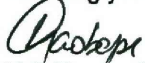
Dear colleagues

I am currently conducting research on evaluation of the process of restructuring in the National Department of Public Works in the North West Region with specific reference to Mmabatho Regional Office. It would be appreciated if you could just spend five minutes of your time in responding to questions listed.

Listed below are a number of statements intended to measure your perception about restructuring in the National Department of Public Works in Mmabatho Region. You are kindly requested to give your personal and honest comments and opinions when responding to these statements. The statements should not be viewed, as an event but should continue in order to create a positive culture of engagement and improved relations between staff and management. This will also enhance service delivery to clients.

Kindly be assured that your responses will be treated confidentially, and all ethical measures in research will be observed.

Thanking you in advance for your cooperation



M G Keeme-Gaobepe

Tel 018 384 9331 (Work)

082 903 1665 (cell)

APPENDIX 2

SECTION A: BIOGRAPHICAL/PERSONAL DATA

Kindly respond to the following statements by crossing **X** in the appropriate block.

1. Your age in years

- | | | |
|-----|--------------|-----|
| 1.1 | Below 30 | { } |
| 1.2 | 30-49 | { } |
| 1.3 | 50-and above | { } |

2. Age of your Senior/Supervisor

- | | | |
|-----|----------------------|-----|
| 2.1 | Younger than you are | { } |
| 2.2 | Older than you are | { } |

3. Rank/designation in the department

4. Number of years in the Department

4.1 Experience: -----

SECTION B

1 Role players in the restructuring process

The following are role players in the restructuring process

	Sometimes	never	always
1.1 Departmental Task Team			
1.2 Labour Union Representatives			
1.3 Public Service Commission (PSC)			
1.4 Human Resource Department			

1.5 Other, (please specify):

SECTION C

1. Reasons for restructuring

1.1 One of the reasons for restructuring to take place was that the department was not providing quality service to its clients, meaning it was under-performing. The following are categories of people who were under-performing

Senior Management	
Middle Management	
Junior Management	
Lower level employees	

Other, (please specify):

1.2 Your thoughts about the usefulness and sufficiency of restructuring

Excellent	
Good	
Fair	
Bad	

1.3 Your rate of explanation given by management on the reasons for restructuring?

Excellent	
Good	
Fair	
Bad	

1.4 Information on the reasons for restructuring has been fully disseminated to employees.

Agree	
Disagree	
Uncertain	

1.5 Restructuring is a process which will leads to success

Agree	
Disagree	
No opinion	

1.6 Restructured and successful DPW will benefit all its stakeholders, including Yourself

Yes	
No	
Uncertain	

SECTION D

1. Problems experienced in the restructuring process

1.1 You will be able to cope if affected in terms of excess employees who cannot be redeployed in terms of the agreement and be granted a severance package and may also apply for early retirement

- 1.2 Highly unable { }
- 1.3 Unable { }
- 1.4 No opinion { }
- 1.5 Able { }
- 1.7 Highly able { }

1.2 Extent of resistance to restructuring (to be responded by management)

1.3 The following explains the level of resistance to change as experienced by management

High resistance	
Lower resistance	
No resistance	
Unable to judge	

SECTION E

1. Understanding of the strategic vision and plans adopted

1.1 Your supervisor communicated the strategic vision and plans to you

SECTION F

1. Consultation on staff recruitment and selection

1.1 You were conversant with the criteria used to recruit and select staff

Sometimes	
Never	
Always	

12.All vacancies have been filled

Yes	
No	
Uncertain	

If no briefly explain

SECTION G

1.1 Determination of compliance with resolution 7 & 8 framework PSCBC of 2002.

1.2 Department has fully functional and properly constituted Departmental Task Team as required by Resolution 7 of 2002

Yes	
No	
Uncertain	

If no please provide reasons /problems experienced

Yes	
No	

If yes state the mode of communication?

1.2 The following strategies have been finalised by the department

	Yes	uncertain	No
Strategic plan			
Organogram			
HR plan			
Implementation Plan			

If no please provide reasons/problems experienced

1.3 The following are sources of information to rely on for restructuring

Works news	
Rumors	
External newspaper	
Notice boards	
Regional transformation coordinators	
E-mail	

Other, (please specify):



