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**THE PERCEPTIONS OF EMPLOYEES OF THE DEPARTMENT OF ROADS
AND PUBLIC WORKS**

ON

TRANSFORMATION, RESTRUCTURING AND RATIONALIZATION

By

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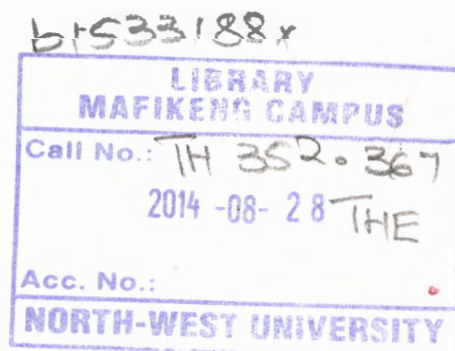
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ABSTRACT

This study investigates the perceptions of employees on the process of transformation, restructuring and rationalization in the provincial government department of Roads and Public Works in Head Office (Mafikeng).

This dissertation is an analysis and interpretation of data collected about the perceptions of the process on consultation, communication, coordination, resistance to change, organizational structure design, outsourcing of other functions, implementation of voluntary severance package, application and implementation of Resolution 7 of 2002, morale and motivation of employees, implementation of affirmative action program and employment equity plan.

An extensive literature review was conducted with the hope and intention that will provide conceptual understanding of transitional experience in the political and socio-economic change of South African government. The process is complex because change and transformation is taking part in an unstable environment.

A sample of 100 subjects was drawn from the population of employees in the Department of Roads and Public Works. The data obtained from the sample through 74 questionnaires collected and interviews of some senior managers was analysed by making use of descriptive statistics, inferential statistics, the Chi-square test, analysis of variance (ANOVA) AND T-Test.

The result of descriptive statistics, Chi-Square tests and inferential statistics indicated that most of the respondents and managers approve of the process of transformation, restructuring and rationalization.

A significantly large percentages of subjects perceived that the process had brought about problems in the department ranging from resistance to change, fear of the unknown, loss of job losses that cause brain drain, lowered service delivery.

The study was hypothesized and this and this helped the statistical techniques to validate the significant difference between perceptions of employees on the process about brain drain, institutional problems, implementation of affirmative action program, outsourcing of functions, implementation of voluntary severance package, morale and motivation of employees, communication process.

The correlation analysis was conducted by the researcher to find a measure of association between two random variables which helped to deduce the following findings

The process of transformation, restructuring and rationalization has a statistical significance on brain drain as result of voluntary severance package and outsourcing of functions.

The Chi –Square test shows the positive relationships between the process of transformation, restructuring and rationalization and institutional problems like quality of service delivery, employees are deployed to other sections, the implementation of affirmative action program and employment equity plan, costs of

retraining and development after brain drain, the P value is 0,05 meaning that the variables are independent , they are not related.

The other findings was that the Chi-Square test results shown a correlation of 1,000 for reasoning of outsourcing was necessitated by lack of experience and skills, was independent from the process of transformation, restructuring and rationalization.

In the hypothesis that morale and motivation decreased when the process was introduced, demonstrated by the P value which is large than 0,05 which demonstrates that it can be seen as statistically significant.

The researcher recommends that adapting to change should be a matter of attitudes and adjusting established value systems to new situations. Since change involve some type of loss but they can also offer new opportunities as I asserts that many people lose sight of their value and make decisions on impulse yet values can act as guidelines for dealing with change.

The researcher recommends also that organizational development be introduced to assist the organization with effectiveness through management of change techniques, intervention for change, quality of work life, process consultation

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CHAPTER ONE

INTRODUCTORY

1. INTRODUCTION

This chapter is aimed at introducing the study on perceptions of employees on transformation, restructuring and rationalization of the Department of Roads and Public Works. Many organizations and government departments in South Africa have found out that surviving in the period of transformation and restructuring have its challenges.

One of the challenges is perception of employees on and about the process. Looking at the problems encountered by both employees and the institutions because of effects and challenges of transformation, restructuring and rationalization, it is important that this kind of study should be conducted.

This chapter provides an orientation of the study followed by the statement problem, rationale of the study, aims of the study, objectives of the study, hypotheses of the study, significance of the study, research design, limitations of the study, definitions of concepts and summary.

2 BACKGROUND OF THE STUDY

Marais and Schepers (1996) state that the concept of transformation, restructuring and rationalization has been known in the business world for the past two or three decades.

Immediately after the new government led by the African National Congress came into power, around 1995 and 1997 major organizations in South Africa including various government departments embarked on transformation, restructuring and rationalization processes.

Johnson (1996) states that public and private organizations are struggling to survive in an economic climate that exerts pressure for change in their structures and management processes. In response to these challenges both public and private sectors had to transform, restructure and rationalize their institutions and processes.

Like other government structures the Department of Roads and Public Works is a public institution that depends on government funding and government should not be considered to be employment agency. More importantly, the Department should ensure that services reach all communities in the North West Province through transforming and restructuring the department.

Previously the government-spending pattern was 65% for personnel expenditure and 35% for service delivery, and this has to change. This can be achieved through strategies of outsourcing of services through private – public partnership approach.

The transformation and restructuring of the Department should ensure that skills, capabilities, experience and /or qualification are utilized optimally. And this can only be achieved by placing people appropriately and accordingly.

As a result the morale, motivation and job satisfaction will be the crucial factors for the Department and will impact positively on service delivery. Couter (1995) asserts that the purpose of redesigning is the achievement of dramatic improvements of critical measures of performance.

As opposed to workforce reduction, work redesign strategies help to avoid the problem of eliminating the worker while maintaining the same amount of work for the organization to perform. The primary aim of transformation, restructuring and rationalization is to reduce work in place of reducing workers.

3 STATEMENT OF THE PROBLEM

Due to political and economic pressure the South African Public Service, which for the purposes of this dissertation includes the Provincial Department of Roads and Public Works, has had to embark on the process of transformation, restructuring and rationalization.

As a result of South African Public Service transforming and Restructuring there have been perceptions of employees about the intention and the result of that could be.

There have been reports and incidents of high rate of absenteeism, low service delivery, poor service delivery, and survivors are complaining of job dissatisfaction, uncertainties, work overloaded.

This study is guided and informed by the following concerns and Questions:

- What is the perception of the employees towards transformation, restructuring and rationalization after?
- What problems have the remaining employees experienced after the process of voluntary severance packages was implemented.

- What is the perception of surviving employees on voluntary severance packages implementation?
- What is the view of the employees on outsourcing of functions?
- How do employees perceive the image of the department and the management?
- What are the effects of transformation, restructuring and rationalization on service delivery effectiveness?
- What are the effects of transformation, restructuring and rationalization on the implementation of Affirmative Action Program?

4. RATIONALE OF THE STUDY

The Public Service has experienced transformation, restructuring and rationalization all over South Africa due globalization which has pressurized it to change its structures and management processes.

As a result there have been reports of complains of insecurity, uncertainty, fatigue, feeling of emptiness, high rate of unscheduled absenteeism, low moral, job dissatisfaction and work overload.

The above behaviors and attitudes are exhibited due to perceptions formulated around the process of transformation, restructuring and rationalization of employees.

This could be created by lack of proper coordination, lack of proper communication, power struggle between management and unions. Nonetheless, the process had to be implemented as organizational changes allows it to cope more effectively with the new challenges presented by employees, increased competition, advances in technology, new governmental labor legislation and pressing social demands.

The Department of Roads and Public Works has embarked on transformation, restructuring and rationalization since 1997 to date. Subsequent to that many employees left the Department after the introduction of voluntary severance packages.

Since then, there have been development of organizational structures and establishment of Rationalization Task Team (1997 to 1999), the Restructuring Spearheading Team (1999 to 2001) and now the Departmental Task Team (DTT) and Interdepartmental Task Team (IDTT) (2002 to 2013).

The above then created fear, uncertainty as to really what is happening in the Department, and lack of proper communication created perceptions about the reality of the situations.

5. AIMS OF THE STUDY

The aim of this study is to assess and evaluate the perceptions on transformation, restructuring and rationalization and how the process has affected employee morale, service delivery of the Department of Roads and Public Works in the North West

The aim of the study is to analyze problems associated with transformation, restructuring and rationalization and to provide valuable insight and recommendations.

6. OBJECTIVES OF THE STUDY

The general objectives of this study are to contribute to the expanding body of knowledge on transformation, restructuring and rationalization of public sector in government department.

The objectives of the study are as follows:

- To establish a working definitions of concepts transformation, restructuring and rationalization of public service.
- To establish the context of transformation, restructuring and rationalization in the public service.
- To establish the effects of transformation, restructuring and rationalization on brain drain in the public service.
- To establish the degree of implementation of Affirmative Action Program together with the process.
- To find out the correlation between the process of transformation, restructuring and rationalization and institutional problems.
- To establish the extend to which the process of outsourcing functions has contributed to brain drain
- To establish the extend to which the process of outsourcing has contributed to service delivery.
- To determine what substantial impact the transformation, restructuring and rationalization process had on the service delivery of the Department of Roads and Public Works.
- To find out as to what necessitated outsourcing of services in the Department of Roads and Public Works.

- To establish whether the introduction and implementation of transformation, restructuring and rationalization initiative increased or decreased employee morale and motivation.
- To find out how the implementation of voluntary severance packages was carried out.

7. HYPOTHESES OF THE STUDY

- The process of transformation, restructuring and rationalization has caused brain drainage in the Department of Roads and Public Works.
- The process of Transformation, restructuring and rationalization, has not solved the institutional problems of the Department of Roads and Public Works.
- The process has hampered the implementation of Affirmative Action Program.
- Outsourcings of other functions have contributed to the retrenchment of other employees.
- Outsourcing of other functions was necessitated by lack of skills in business environments.
- Employees who opted for voluntary severance packages did not receive counseling and training on financial management.
- The introduction of transforming, restructuring and rationalizing the Department of Roads and Public Works decreased employees' morale and motivation.
- There has been lack of consultation and communication with employees and this resulted in resistance to change.

8. SIGNIFICANCE OF THE STUDY

The area of transformation and restructuring in private institutions and institutions of higher learning has been researched before. Many research problems remain unresolved and questions unanswered.

One of these problems is the need for assessing the perceptions of employees on transformation, restructuring and rationalization.

The other problems are to assess how the process has affected service delivery, how voluntary severance packages were effected and how was communication to the employees.

Therefore the findings of this study will assist in contributing positively to the development and implementation of proper procedures and policies in similar organizations and institutions in future.

9. RESEARCH DESIGN

The Provincial Department of Roads and Public Works is the chosen organization for this study. This is a government Department with its head quarters in Mafikeng and the Regions and District are scattered around the North West Province.

The Department is categorized into Directorates and Chief Directorates that are Asset and Property Management, Community Based Public Works Program, Finance, Corporate Services, Infrastructure, Buildings, Roads, Human Resources Management.

Since the Department is infrastructural in nature majority of the employees are technical inclined, though there are Administrative Officers in the Human Resources and Finance.

The method of research that was used in examining the perceptions of employees on transformation, restructuring and rationalization consisted of literature study, an empirical investigation that includes a questionnaire, interviews, sampling and data analysis.

9.1 Literature Study

Different sources of literature relating to the perceptions of employees on transformation, restructuring and rationalization were reviewed in order to gather information on the nature of organizational transformation, restructuring and rationalization and its strategies.

Previous research studies relating to the perceptions of employees on transformation, restructuring and rationalization were also reviewed.

9.2 Empirical Investigation

The empirical investigation embraced the development of a questionnaire, determination of a sample from the population, interviews and data analysis.

9.1.1 Questionnaire

A structured questionnaire was developed and pre-tested. The purpose of the questionnaire was to gather information from employees and management.

9.1.2 Interviews

Interviews were conducted with members of the management in order to get statistical data and gather information directly from them.

The other purpose of interviewing members of management was to validate the information and responses from the questionnaires.

9.1.3 Population

The focus of the study was in Mafikeng at the Head Quarters with a population of 250 employee but the whole Department has a population of approximately 4300 employees.

The population included members of the management consisting of Chief Directors, Directors, Deputy Directors, Assistant Directors, Chief Personnel Officers, Chief Administrative Clerks, and Administrative Clerks.

9.1.4 Sampling

A sample of 100 employees was selected through stratified random sampling technique. The sample was drawn from various directorates and chief directorates in Department of Roads and Public Works in the Head Quarters.

9.1.5 Data Analysis

To execute this study, data was analyzed using analysis of relationships by the correlation procedure, the statistical package, computer aided analysis system.

The methods of statistical employed include Frequency Tables, Graphs, Pearson Chi – Square, Correlation of Coefficient, Cross tabulations, Non-parametric Correlations and T-Tests.

10. LIMITATION OF THE STUDY

The study is limited to the Provincial Department of Roads and Public Works and focusing in Head Quarters in Mafikeng.

It is clear that due to this limited scope of my study, I cannot with any degree of scientific certainty; generalize the result to other institutions or government departments in the North West, nor to the rest of the country.

11. DEFINITIONS OF CONCEPTS

11.1 Transformation

Transformation means to make change in form, appearance, character and disposition (Fowler 1991).

11.2 Restructuring

Restructuring is a process by which managers analyze the organization's functional units, roles and responsibilities of employees in each these units (Johnson, 1996: 58).

Positions that are expandable or redundant are abolished and the individuals occupying these positions are deployed or transferred to vacant positions.

The focus primarily is on restructuring the organization as the method of reducing the workforce and costs, rather than the elimination of employees as is the case in downsizing or retrenchment.

11.3 Rationalization

Brynard (1986:225) defines rationalization as restructuring and re-organization of central government functions into smaller number of state departments.

This is the systematic improvement of civil service personnel system, which will ensure an efficient and optimum utilization of personnel at all, levels.

11.4 Outsourcing

Outsourcing is the strategic use of outside resources to perform activities traditionally handled by internal staff and resources.

Outsourcing is a management strategy by which a organization outsource major, non core functions to specialized, efficient service providers.

11.5 Retrenchment

Cohen (1991) mentions that retrenchment tends to refer situations of temporary decreases of jobs owing to recessionary conditions. The jobs do not disappear; there is a lesser demand for them.

Ehlers & Associates Management Services (no date) define retrenchment as the termination of employees' services by the organization, arising out

of the need to reduce the labor force for one or more of the following reasons:

- Economic, sociological or market changes impacting on labor changes.
- Changes to the economy because of relocating of facilities, restructuring, technological development.

11.6 Affirmative Action.

Affirmative Action is defined as the additional corrective steps, which are undertaken that those who have been historically disadvantaged by unfair discrimination are able to derive full, benefit from an equitable employment environment (white Paper on Affirmative Action in the Public Service, notice 546 of 1998)

12 SUMMARY

This is to be investigated and formulates the aims of the study. The main purpose of the study is to assess perceptions of employees on transformation, restructuring and rationalization of the Department of Roads and Public Works in the North West Province and more specifically in Mafikeng.

It entails the statement of the problem, the rationale of the study, the aims of the study, objectives of the study, hypotheses of the study, significance of the study, research design, limitations of the study, and definitions of concepts.

The following discussion will concentrate on Chapter Two that deals with Literature Review. The chapter contains background, definition and discussions on transformation, resistance to change, restructuring, rationalization, organizational development and its models, link between organizational development and management development, leading organizational change, the management of change, intervention for change, organizational techniques, organizational change and re-organization, implementation of organizational development for training and development and conclusion.

CHAPTER TWO

LITERATURE REVIEW

1. BACKGROUND

At the beginning of the 1990's, announcements of political change by the then State President F.W de Klerk launched a new phase in South African history. The greatest challenge of political change was the unbanning of the political parties like the African National Congress, the South African Communist Party and other political parties in 1990.

There was a milestone of change in terms of scrapping the cornerstones of apartheid legislation like the Land Act, Group Areas Act and Population Registration Act (Christie, 1992:38).

The contemporary history of South Africa, especially the events leading up to and after the installation of the Government of National Unity ushered in by the first democratic election of members of the new Parliament on April 27, 1994, are well known over the world (International Personnel Management Association, 1997) 2001/12/04

What is, however, not that well known, is the enormous impact South Africa's changed political face have on the South African Public Service. As a result this creates perceptions, fears, uncertainty and mistrusts in the public servants

The transformation and restructuring of the public service framework agreement constitutes a further phase in the transformation of the Public Service. This is aimed at meeting the stipulations of the constitution on the principles and values governing public administration.

Among these values and principles is the need to ensure that the orientation of Public Service is developmental, efficient, responsive, impartial, fair, accountable, transparent and promotes equity (Constitution; Section 195 (a)–(i).

The Public Service Job Summit was held during January 29-31, 2000 to take forward the Presidential Job Summit resolution on Sector Summits. During the 2000/2001 salary negotiations and parties agreed that issues regarding the transformation and restructuring of the Public Service be dealt with at the Job Summit (Resolution no. 7 of 2002).

The Public Service Co-ordinating Bargaining Chamber (PSCBC) signed an agreement outlining clear but broad guidelines and principles for the transformation and restructuring of the Public Service.

The agreement was ratified by the PSCBC thus making it a resolution that binds both the unions and the employer. From the October 16,

2001 to March 6, 2002 the employer and unions negotiated and concluded a framework that reduced these broad guidelines into specifics. These are outlined below (Resolution no 7 of 2002).

The most difficult issue in studying change due to transformation, restructuring and rationalisation is to define the concepts. This is because most things are in a continual state of change, and also this is because the management of an organisation cannot completely control its environment.

It continually has to introduce internal and external organisational changes that allows it to cope more effectively with new challenges presented by employees, increased competition, advances in technology, new governmental legislation and pressing social demand (White Paper on Transforming Public Service Delivery).

Most frequently organisational changes are introduced in reaction to these environmental pressures. In some cases, however, changes are made in anticipation of future problems. Examples are impending governmental legislation and new products being introduced on the market by competitors.

If planned organisational change is purposeful, then the goals of transformation, restructuring and rationalisation should be:

- Higher productivity,
- Acceptance of new technology,
- Greater motivation of employees, and
- More innovative behaviour.

These goals have two underlying objectives. The first one is to change the organisation's way of adapting to changes in its environment. Secondly, it is to change employee's attitudes means of communication and ways of relating (White Paper on Transforming Public Service Delivery).

This chapter concentrates on a literature review of the perception of employees on restructuring and transformation of the head office of the department of Roads and Public Works in the North West Province (Mafikeng). Of the utmost importance are the three variables, namely: transformation, restructuring and rationalisation.

2. TRANSFORMATION

2.1 Definition

Transformation, restructuring, change and reform are widely used concepts. What exactly do they mean? Transformation means

- "To change in form or appearance,

- Metamorphosis,
- To change in condition, nature or character,
- Convert,
- To change into another substance,
- Transmute”(Webster’s New World Dictionary, 1990:627).

Sigh (1992:51) and Reddy (1992:19) define transformation as a ”fundamental deep-rooted restructuring rather than adjustment or modification of the status-quo, piecemeal tinkering, reformism, band-aid patching up, that it involves a re-organisation of power relations and an irreversible shift in the balances of forces in direction of the previously disempowered, that it involves the aspiration to a social order and social policy that focuses on common or majority interests rather than on special or minority interests,that it advances gender and working class interests,etc”.

Transformation could be understood as the maximal utilisation of new political space to push the struggle for popular participation and empowerment further. It could be viewed as the opportunity to insert progressive constituencies into positions where, through contestation with ruling block forces, they could intervene in the struggle to shape South Africa of the future

This is, perhaps, the most appropriate way to locate transformation between pessimism on one hand and euphoria on the other (Sigh, 1992:57).

By definition, transformation means, ”to make change in form, appearance, character and disposition” (Fowler, 1991). On the other hand, Rosen (1997: 68) defines the concept “transformation” as meaning to change into something in a way that alter its shape or form so fundamentally that it is turned into another entity.

He further reiterate that it is usually a deliberate action with the aim of creating something better looking, better working, more valuable and more usable. According to Rosen (1997), within government departments, transformation has become a buzzword.

2.2 The context of transformation

Transformation used in this research, does not propagate the idea that at some stage in the future the process of transformation would be complete. The use of the term transformation in this research is consistent with the definition given above by various authors

Transformation in the public service is about maximising the impact of the state on society. Public goods and services provided by the state should be improved. These will help to accelerate the provision of public goods and services.

The accessibility of the provision of public goods and services involves accessibility and quality of services as well as the efficiency of delivery and whether services are achieving the impact on society. This is what government is ultimately accountable for (Risana No. 3 February 2001).

2.3 Approaches to change

Internationally, the transformation of the state has centred on a review of policy, modernisation, management reforms, budgeting and financial management, value for money, value systems and accountability (Risana No. 3 February 2001, Ramaite).

Transformation should be looked at in the light of the following leading tendencies:

- A shift from public administration to public management,
- Decentralisation and less regulation,
- The devolution of power (breaking government into business units),
- Management accountability for outputs on the basis of performance targets, and
- A move from state authoritarianism to democracy that is community participation, transparency and people-centred accessibility.

These approaches have been implemented in varying forms by different Public Service sectors. Experiences have shown that different types of service, capacity and resources are available.

It is therefore viable to consider alternative ways of delivering services as long as we are vigilant enough to ensure that the approaches do not frustrate broader developmental goals and are able to put the relevant checks and balances in place.

Gilbreath (1991: 147) says that shakeouts, reorganisation, downsizing, mergers, streamlining and globalisation are the forces of reshaping the business environment. All these are beyond any individual control. The good news is that every manager could possess skills to manage restructuring and other forces.

2.4 Reshaping the environment

The forces of change are pressing on all sides of modern corporations which themselves are straining at their very seams. Gilbreath (1999:149) says that the structure of the past is proving unable to withstand the pressure. He further says that the methods of the past are proving unacceptable, for example:

- The techniques that have worked are failing, and

- The people within these organisation aren't satisfied as easily as their predecessors

The forces of change are very strong and no organisation can withstand the winds of change. Gilbreath (1991: 149) says that even in organisations seeming to resist change, the forces are being stored like energy in a spring, ready to be released at the right moment by the right person.

According to Gilbreath (1991: 150) the forces for transformation, restructuring and rationalization of organisations, amongst others, include: -

- Customers need better service, better provide it;
- Departments that have outgrown their missions are looking for a redefinition of what they should be doing;
- Competitors are taunting the companies/ organisations to match them
- Individuals are straining to do more, to contribute more and to realise their ever-expanding potential within the confines of organisation structures and job descriptions; and
- There should be better processes and more innovative ideas.

2.5 Dealing with change

Change was inevitable for the past two hundred years, and much of the world has experienced acceleration in the rate of change. Each generation in the twentieth century has grown up with products, technological advances, and discoveries unknown to the previous generation (Brandt & Reece, 1994: 374).

The pace of change in the near future shows little sign of slowing down. The implications for workers in this changing world are equally startling. For example, many workers in their forties and fifties will have to be retrained, and the skills of new workers entering the labour force will be more suited to a high-tech service economy.

Brandt and Reece (1994: 374) contend that change will continue to be a fact of life. The organisation and individuals will have to accept its inevitability, and with that fact firmly in mind, they can begin preparing to manage their transactions.

This is because, in most organisations, change is often necessary for survival. It is important to note that change is not a matter of simply reshuffling top management or altering a product line. Rather, it entails reshaping the culture of an organisation to make it more competitive, more efficient; and better to adapt to an environment in constant flux.

The majority of organisations meet the challenges and opportunities of change through restructuring. Brandt and Reece (1994: 374-376) dictate the conditions that necessitate change through reshaping and restructuring, are as follows:

- An organisation that is growing rapidly high-technology companies fall in this category. The company must find a way to accommodate the change in its workforce without experiencing major disruptions in production and delivery scheduled. Without a flexible corporate culture, the change could spell disaster;
- The organisation is mediocre or failing a company that is losing money and its best employees will need to make radical changes to survive;
- The organisation is on the verge of becoming very large- the company is growing rapidly towards stability and success and it may also begin to acquire the trappings of a bureaucracy in terms of formal policies and systems. As a result, the original values that maintained the company during its earlier, entrepreneurial years may be threatened, and lastly;
- The environment undergoes a fundamental change- the organisation is driven by traditional values. Traditional values in this serve means that management believes that what worked in the past is bound to work in the future regardless of change. Adherence to traditional values can bring an organisation to the brink of disaster quickly in a rapidly changing environment. Traditional values may need to be adjusted to allow the organisation to respond to market and competitive conditions.

Many organisations are highly competitive and are in a rapidly changing environment. This means that the organisations are changing and transforming through restructuring and rationalisation to meet customer needs, and believe in the value of adapting to those needs to maintain a competitive edge.

2.6 Anticipating change

Once the inevitability of change has been accepted, then change can be anticipated. Organisations should develop or review their strategic plans if there is a drastic change in terms of the Visions and Missions.

This means that the strategic planning should encompass the anticipated type of change to occur. This will help the organisation

that anticipates change to respond to the challenges and changes that will be experienced.

Many companies keep contingency plans on file. This can be achieved as follows: -

- Do not have drastic and big changes;
- Implement anticipated changes step by step;
- Do monitor and evaluate the process of change gradually;
- Do not completely change everything;
- Should everything else fails; return to the system; and
- Review the anticipated change.

2.7 Adapting to change

Adapting to change is a matter of attitudes, and adjusting established values to new situations. Most changes involve some type of loss, but they can also offer new opportunities. To adapt to change, the employees should be able to recognise the value test and active adaptability.

Breedt and Reece (1994: 379-8) assert that many people lose sight of their basic value. When people are confronted with sudden changes they make decisions on impulse yet values can act as guidelines for dealing with change.

A young manager, who has always valued close family and community relations, may receive an offer to work overseas or relocate in another region of the country (Breedt & Reece, 1994: 379).

A small service company may build its reputation on personalised service to customers. As the company grows; its staff members increases. This makes it difficult to maintain the same level of attention to customer needs.

When faced with an unexpected or possibly threatening situation, human beings like animals react with the fight or flight syndrome. Adrenalin pours into the bloodstream, the heart beat faster and breathing accelerates. The body is poised to fight or run, unlike animals, however human beings have a third choice; namely the ability to adapt consciously to change.

Not only are people capable of choosing their responses to a situation, they can also think about the consequences of their choice. The ability to analyse possible choices and consequences before acting is called active adaptability (Breedt and Reece, 1994:379).

The key to active adaptability is the realisation that change can be constructive, even if the initial event appears to be a negative one.

2.8 Guidelines and Principles of the Transformation Process

2.8.1 Managing the paradigm shift

Transformation generates fears and anxieties in employees. Therefore consultation by the employer with the employee is important and should be governed by the following principles and guidelines:

- The actions must promote efficiency, effectiveness and an unhindered continuation of services;
- The actions must be fair, transparent and in accordance with applicable employment and labour legislation;
- The actions should create the least possible disruption for staff department or administrations, and should pay due regard to the personal circumstances and preference of staff; and
- The actions must be affordable attainable and practical with due regard to local conditions

(White Paper on Transforming Public Service 1995; 100:102).

Transformation is not about which issues are real or which are not. Transformation is about translating perceptions into reality. Again in dealing with transformation, it is not only about adopting best operating practices.

Mbigi (1995:57) emphasises that it is important that we must shift people's perceptions and perspectives. The challenge of organisational transformation is not about implementing techniques. The greater challenge is about managing the paradigm shift.

Kotter (1995:61) outlines the guidelines on how to deal with the transformation process. He articulates eight steps to transforming the organisation as follows:

2.8.2 Establishing a sense of urgency

Managers and change agents should create a sense of urgency in employees to view transformation as very important process. All the employees should be made aware about the importance of the following as they are influencing the transformation process

- Examining market and competitive realities
- Identifying and discussing crises, potential crises, or major opportunities

2.8.3 Forming a powerful guiding coalition

It is very much critical to have a group of employees to be involvement in the formulation and implementation of change strategies. This will help employees to have a sense of ownership. This can be achieved through the followings

- Assembling a group with enough power to lead the change effort
- Encouraging the group to work together as a team

2.8.4 Creating a vision

The change effort and initiatives should be directed in the form of a vision for change. This is so important to address issues of moving out of the status quo, and this can be attained by

- Creating a vision to help direct the change effort
- Developing strategies for achieving that vision

2.8.5 Communicating the vision

For employees to own the process of change it is important to communicate the envisaged change effort and also the rationale for that, and manager can reach employees by

- Using every vehicle possible to communicate the vision and strategies
- Teaching new behaviours by the example of the guiding coalition.

2.8.6 Empowering others to act on the vision

It is very important to identify the obstacles for change. It is very important than here to involve the employees in identification of such obstacles and collectively come with the possible solutions to the problems

- Getting rid of obstacles to change
- Changing systems or structures that seriously undermine the vision
- Encouraging risk taking and non-traditional ideas, activities, and actions.

2.8.7 Planning for and creating short-term wins.

Teamwork should be encouraged, as the initial stage of planning is very important. Employees and managers should set the standards and objectives with time frame collectively. Also the issue of reinforcing behaviour should be a good variable, and this will help in

- Planning for visible performance improvements
- Creating those improvements
- Recognising and rewarding employees involved in the improvements

2.8.8 Consolidating improvements and producing still more change

The use of an external and neutral person is very advantageous. This is because fresh mind will facilitate the change. The existing systems, procedures and structures will be modified or changed as this will always be the “comfort zones” for employees

- Using increased credibility to change systems, structures, and policies that don't fit the vision
- Hiring, promoting, and developing employees who can implement the vision
- Reinvigorating the process with new projects, themes, and change agents.

2.8.9 Institutionalising new approaches

It is very important to consider issues of leadership style needed during the period of change. This will help managers to identify the expected behaviours and drop the unwanted ones and also create a climate of understanding and educating employees about the expectation during the period of change, and the approaches could be by

- Articulating the connections between the new behaviours and corporate success
- Developing the means to ensure leadership development and succession.

2.9 Transforming Service Delivery

Public services are not a privilege in a civilised and democratic society: they are a legitimate expectation. That is why meeting the basic needs of all citizens is one of the five key programmes of the Government's Reconstruction and Development programme (RDP).

It is also the reason why the Government's macro-economic strategy called Growth; Employment and Redistribution (GEAR) calls, among other things, for the reduction in unnecessary government consumption and the release of resources for productive investment and their redirection to areas of greatest need.

This means that all citizens, within the context of fiscal constraints, must reorient government institutions to optimise access to their services and the fulfilment of competing needs.

The Constitution, Act 108 of 1996 (Section 95 (a) – (j)) stipulates that public administration should adhere to a number of principles, including that:

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

The Constitution, through the Bill of Rights, also gives citizens certain rights to take action against the state if they believe their constitutional rights have been infringed, and to have access to information held by the state, which they need in order to be able to do so.

2.9.1 Management Reforms

The Public Service is also seen as still operating within over-centralised, hierarchical and rule bound systems inherited from the previous dispensation, which make it difficult to hold individuals to account because:

- Decision-making is diffused;
- They are focused on inputs rather than on outcomes;
- They do not encourage value for money;
- They do not reward innovation and creativity;
- They reward uniformity above effectiveness and responsiveness; and
- They encourage inward-looking, inflexible attitudes, which are at odds with the vision of a public service whose highest aim is service to the people (White Paper on Transforming Service Delivery).

Many of these outdated systems and practices are now being tackled, and the next few years will see major reforms, for example, in budgeting and human resource management, which will delegate to national and provincial departments substantial authority and accountability, as well as a greater flexibility to manage their operations in line with their development objectives (White Paper on Transforming Public Service Delivery).

It may be argued that internal management reforms should be completed before attempting to introduce improvement programmes. However, this argument ignores the fact that improved service delivery is a matter of extreme urgency for South Africa, and there is no choice but to tackle both internal management and service delivery reform simultaneously.

It also fails to recognise that the cultural and managerial reforms, which are required, are of an ongoing nature, which will be achieved more speedily and effectively by prioritising service delivery. Service delivery should not be seen as item of the Public service transformation programme, but as an integral part of it, and a catalyst for many of the management reforms that are being sought (White Paper on Transforming Public Service Delivery).

2.9.2 Batho Pele Principles

“The transformation of the Public Service was underpinned by the objectives and values that regarded the client, i.e. the public service consumers as active partners in the design of the nature and the quality of services that should be rendered, and not as passive recipients of public services “ Report to Citizens 1994-2000, volume 2 page 17.

The transformation of public service delivery further inculcates a culture within the civil service that recognises the fact that those clients are a reason for existence of the public service and not an interrupting to the work.

The Batho Pele principles have been identified for transforming public service delivery. These are expressed in broad terms in order to enable national and provincial departments to apply them in accordance with their own needs and circumstances. The Batho Pele principles are:

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

2.9.2.2 Service standards: Citizens should be told what level and quality of public services they would receive so that they are aware of what to expect.

2.9.2.3 Access: All citizens should have equal access to the services to which they are entitled.

2.9.2.4 Courtesy: Citizens should be treated with courtesy and consideration.

2.9.2.5 Information: Citizens should be given full, accurate information about the public services they are entitled to receive.

2.9.2.6 Openness and transparency: Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.

2.9.2.7 Redress: If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation, a speedy and effective remedy; and when complaints are made, citizens should receive sympathetic, positive response.

2.9.2.8 Value for money: Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

2.10 Affirmative Action in the Public Service

2.10.1 The Goals of Affirmative Action

Affirmative action and equal opportunity is achieved through the Employment Equity Act. The purpose of this Act is to achieve equity in the workplace. This is the dictate of Employment Equity Act, Act number 55 of 1998 section 2 (a) –(b).

- Promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination, and
- Implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce.

Affirmative action is defined as the additional corrective steps, which must be taken in order that those who have been historically disadvantaged by unfair discrimination are able to derive full, benefit from an equitable employment environment (White Paper on Affirmative Action in the Public Service, notice 546 of 1998).

Affirmative action is a means to an end. It is a temporary measure and strategy aimed particularly at redressing the inequalities of the past in order to achieve a long-term vision of employment equity (Employment Equity and Affirmative Action Policy; August 1997).

It is important to indicate the goal of affirmative action in the Public Service is to speed up the creation of a representative and equitable Public Service and to build an environment that supports and enables those who have been historically disadvantaged by unfair discrimination to fulfil their maximum potential within it so that the

Public Service may derive the maximum benefit of their diverse skills and talents to improve service

Since the legacy of apartheid is structural and tends to be self-reproducing and self-reinforcing, it poses a challenge that requires robust policy interventions in the form of an affirmative action policy and other measures (Employment Equity and Affirmative Action Policy; August 1997).

2.10.2 The Objectives of Affirmative Action

The objectives of the Public Service Affirmative Action policy, amongst other things include

- Enhance the capacity of the historically disadvantaged through the development and introduction to practical measure that support their advancement within the Public Service.
- Inculcate in the Public Service a culture, which values diversity and supports the affirmation of those who have previously been unfair disadvantaged.
- Speed up the achievement and progressive improvement of the numeric targets set out in the White Paper on the Transformation of the Public Service (White Paper on Affirmative Action in the Public Service).

2.10.3 The Principles of Affirmative Action

The requirement to achieve broad representation is firmly established by the Constitution's role of affirmative action in helping to achieve this, is supported by subsequent statutes and by the policy documents such as the White Paper on the Transformation of the Public Service.

However, affirmative action programmes will need to be developed and implemented in accordance with certain key principles in order to align them with other transformation goals. The principles for affirmative action are as follows:

2.10.3.1 Integration with Human Resource Management and Development

Affirmative action programmes must be integrated with other human resource management and development practices especially the management of diversity.

2.10.3.2 Productivity and improved service delivery

Affirmative action programmes must promote the development of more innovative work practices, which maximise productivity and increase customer-responsiveness.

2.10.3.3 Cost effectiveness

Affirmative action programmes must focus on steps, which optimise the Public Service's human and financial resources.

2.10.3.4 Participation

Affirmative action programmes must be developed with the active participation of employees at all levels, with representatives of organised labour.

2.10.3.5 Communication

The purpose of affirmative action policies and programmes must be fully communicated to all public servants

2.10.3.6 Transparency

Affirmative action programmes and practices must be open to scrutiny within and outside the Public Service, within reasonable limits.

2.10.3.6 Accountability

Accountability for the delivery of affirmative action must be vested at the highest level of the organization, with all line managers being vested with the responsibility of driving the process.

2.10.3.7 Reasonable accommodation

Affirmative action programmes must strive to eradicate barriers to employment and advancement in the physical and organisational environment and provide support for all members of the target group.

2.10.3.8 Relative disadvantage

Affirmative action must take into account the relative disadvantaged status of groups, their needs within the target group and the needs of the organisation (White Paper on Affirmative Action in the Public Service, notice 546 of 1998).

2.11 Equal Opportunity in the Public Sector

Equal opportunity is a concept that suggests fair competition and equal access to opportunities. It will not work where past imbalances have not been redressed or as is often stated, "Where the playing field has not been levelled".

Employment Equity is a broad term for a labour market that is both non-discriminatory and socially equitable where the benefits of employment are broadly and equitably distributed. The end state will therefore be achieved when all else is equal and race; gender and disability do no longer feature as significant factors of an employment process (Employment Equity and Affirmative Action Policy; August 1997).

3. Resistance to Change

Change is always resisted. However, change is often not viewed in a positive sense. This is because, either the benefits of the proposed change are unclear or because of the change are out weighted by its costs.

This is because no one can anticipate all the major changes that are likely to occur. During change, people will resist the process. Usually the greater the degree of change, the stronger the resistance from those affected. There are several reasons for people in organisations to resist change.

3.1 Manifestations of resistance to change

Kreitner and Kinicki (1998:624) define resistance to change as an emotional and behavioural response to real or imagined threats to an established work routine. Resistance can be as subtle as passive resignation and as overt as deliberate sabotage.

Therefore managers need to learn to recognise the manifestations of resistance both in themselves and in others if they want to be more effective in creating and supporting change.

The continuum of resistance to change shows four factors of how resistance to change can be manifested (Kreitner & Kinicki, 1998:624).

3.1.1 Acceptance: The employees are very enthusiastic, cooperative, sometime cooperative under pressure of management accepting the change or indifferent.

3.1.2 Indifference: There will be apathy, loss of interest in the job, doing only what is ordered and regressive behaviour by employees resisting change

3.1.3 Passive resistance: There will be non-learning, protests, working to rule and doing as little as possible by employees resisting change.

3.1.4 Active resistance: The employees will be slowing down, personal withdrawals, that is increase time off job and away from work, committing "errors", spoilage and deliberate sabotage.

Now that I have looked into the manifestations of resistance to change, let's examine the reasons as to why employees resist change.

3.2 Why Change is resisted?

Change is inevitable, but it is generally resisted. The more fundamental the change and more emotive the issue, the greater is the resistance to change. People in organizations like the status quo. When management begins to change things, the good old days look better and better.

People resist change, as we are all creatures of habit. It generally is difficult for people to try new ways of doing things. It is precisely because of these basic human characteristics that most employees do not have enthusiasm for change in the workplace.

“Rare is the manager who does not have several stories about carefully cultivated changes that died on the vine because of resistance to change” (Kreitner & Kinicki, 1998:624).

Resistance to change may develop from individual, the organization, or both (Carrel, Jennings and Heavrin, 1997:617), and other sources of resistance to change as discussed by Kreitner and Kinicki (1997:625-6).

3.2.1 Individual resistance to change

According to Carrel et al (1998:617) say that researchers have identified seven reasons for individual resistance to change. The seven reasons are as follows:

- Fear of the unknown,
- Self-interest,
- Habit,
- Personality conflicts,
- Differing perceptions,
- General mistrust,
- Social disruptions

The above reasons for individual resistance to change shall be discussed hereunder

3.2.1.1 Fear of the unknown

The greatest cause of an individual's resistance to change is fear of the unknown or uncertainty. In the face of change, individuals may think that their jobs security is threatened. Alternatives individuals may have concerns about their ability to meet new job requirements. Carrel et al (1998:617) say, also some individuals simply dislike ambiguity.

Kreitner and Kinicki (1997:625) assert that when innovative or radically different changes introduced without warning, affected employees become fearful of the implications, as this comes as surprise and will create fear of the unknown.

Grapevine rumours fill the void created by lack of official announcements. Harvard's Rosabeth Moss Kanter recommends appointing a transition manager charged with keeping all relevant parties adequately informed (Management Review, May 1987 pp 23-24).

Moerdyk and Fone, 1988 IPM Journal indicates that resistance to change created by fear and security is because resistance to change arises from uncertainty about the outcomes of the change process.

3.2.1.2 Self-interest

Moerdyk and Fone, 1987. IPM Journal February say that people are located within many complex systems that have settled over time into a state of equilibrium or homeostasis. When changes occur, homeostatic forces arise that attempt to re-establish equilibrium change. This is because, according to the law of inertia, that established system are stable and require effort to change.

Carrel et al (1998:618) refer self-interest as individuals believing that they will lose power, status or influence during change. Administrative and technological changes that threaten to alter power bases or eliminate jobs generally trigger strong resistance, contend Kreitner and Kinicki (1998:625).

They give example that most corporate restructuring involves the elimination of managerial jobs. It is not then surprising when middle managers resist restructuring and participative management programs that reduce their authority and status.

(Moerdyk and Fone, IPM Journal, 1987) say that innovation threatens existing power relations, which are both formal and informal.

3.2.1.3 Habit

Individuals prefer the old way of doing things. Change requires new ways of performing tasks. Having to learn the new ways makes the job more difficult (Carrel et al, 1998:618) Moerdyk and John Fone, IPM journal, 1987 say individuals are adhering to conservatism which is the tendency to defend the status quo simply because it is the status quo.

3.2.1.4 Personality Conflicts

Not getting along with others in the organization may limit the individual's ability to accept change (Carrel et al, 1998:618). Kreitner

and Kinicki (1998:625) add to this by giving example that just as a friend can get away with telling managers something they would resent hearing from an adversary, the personalities of change agents can breed resistance. Moerdyk and Fone, IPM Journal 1987 calls this intolerance and ambiguity. Ambiguity and uncertainty are seen as sources of threat.

3.2.1.5 Differing perceptions.

In some instances, individuals may differ with respect to how change may affect them. Change may be viewed as being good for some organizational members and bad for others (Carrel, 1998:625). Moerdyk and Fone say that this is normally based largely on ignorance and stereotypes.

3.2.1.6 General mistrust

Carrel et al, (1998:618) indicate that individuals may understand the arguments for change. They may not trust the motives of those advocating the change. Kreitner and Kinicki (1997:625) say this is climate mistrust that involves reciprocal faith in others' intentions and behaviour.

Mutual trust can doom failure on otherwise well-conceived change. Mistrust encourages secrecy, which begets deeper mistrust. Managers who trust their employees make the change process an open, honest and participative affair. Employees who in turn, trust management are more willing to expend extra effort and take chances with something different (Kreitner & Kinicki, 1998:625).

3.2.1.7 Social disruptions.

Carrel (1998:618) says that individuals may fear that change will disrupt existing traditions. Also, others who resist change may ridicule an individual who agrees to a change.

Kreitner and Kinicki (1997:625) say people resist change because it causes disruption of cultural traditions and group relationships. This is because whenever individuals are transferred, promoted or reassigned, cultural and group dynamics are thrown into disequilibrium.

3.2.2 Organizational resistance to change.

Carrel et al (1998: 618) argue that researchers have identified seven major organizational sources of resistance to change. The sources are as follows:

- Structural inertia,
- Bureaucratic inertia,
- Group norms,

- A resistant organizational culture,
- Threatened power,
- Threatened expertise,
- Threatened resource allocation.

Gregory Moorhead and Ricky Griffin (1992:663) indicate that not every change situation and not every organization displays all seven of the preceding sources.

3.2.2.1 Structural inertia

An organization structure is defined as the formal tasks that are assigned to individuals and departments, the formal reporting relationships, including the number of hierarchical levels, managers' span of control, decision responsibilities, and lines of authority (John Child 1984) 137-139.

(Mintzberg 1979 62-68) adds to the definition of structure that it is systems to effectively coordinate employees both within and across departments. In essence organization structure is the manner in which an organization divides its labour into specific tasks and achieve coordination amongst these tasks.

Carrel et al (1998:618) argues that an organization's structure may be designed to maintain stability. Such a structure provides a resistance to change. For instance, as Moerdyk and Fone, (1987), established systems are stable and require effort to change.

3.2.2.2 Bureaucratic Inertia

Some organizations use flexible, bureaucratic rules, and rigid, standardized procedures to manage employee behaviour. These rules and procedures make it difficult for employees to be innovative, flexible, and adaptive (Carrel et al, 1998:618).

3.2.2.3 Group Norms

Group norms are shared standards that help to guide member behaviour and to make it understandable. These group norms may prevent individual attempts for change, assert Carrel et al (1998:618). (Moerdyk and Fone, 1987) say that because of group dynamics, group norms shape the individual behaviour

3.2.2.4 A Resistant Organizational Culture

Some organizations have cultures that stress stability and tradition. Change advocates in such cultures are viewed as being misguided (Carrel et al, 1998:618).

3.2.2.5 Threatened Power

Organizational change often threatens an individual's power relationship with others. Certain managers may resist change because they fear the loss of their power base. Moerdyk and Fone, *IPM Journal* 1987 say innovations threaten existing power relations, both formal and informal.

3.2.2.6 Threatened Expertise

Individuals and groups within organizations develop certain specialised expertise over time. A change may threaten the expertise gained throughout their stay with the organization causing resistance to change (Petitigrew, 1972: 187-204) and (Carrel et al, 1998:618).

3.2.2.7 Threatened Resource Allocation.

Carrel et al (1998:619) argue that individuals and groups may believe that change will threaten future resources allocations. Resistance to change may indicate a legitimate concern that the change is not good for the organization and that the proposed change should be re-examined.

3.2.3 Other sources of resistance to change.

Kreitner and Kinicki (1997:625-6) indicate that other sources of resistance to change include the following:

- An individual's predisposition toward change
- Fear of failure
- Peer pressure
- Personality conflicts
- Lack of tact or timing
- Nonreinforcing reward systems

3.2.3.1 An individual's predisposition toward change

This predisposition is highly personal and deeply ingrained. It is an outgrowth of how one learns to handle change and ambiguity as a child. Kreitner and Kinicki (1997:625) give hypothetical examples of Mary and Jim. Mary's parents were patient, flexible and understanding. From the time Mary was weaned from a bottle, she was taught that there were positive compensations for the loss of immediate gratification.

She learned that love and approval were associated with making changes. In contrast, Jim's parents were unreasonable, unyielding and forced him to comply with their wishes. They forced him to take piano lessons even though he hated them. Changes were demands for compliance.

This taught Jim to be distrustful and suspicious of change. These learned predispositions ultimately affect how Mary and Jim handle change as adults.(American Psychologist, January 1996,pp22-8).

3.2.3.2 Fear of failure

Intimidating changes on the job cause employees to doubt their capabilities. Self-doubt erodes self-confidence and cripples personal growth and development.

3.2.3.3 Peer Pressure

Someone who is not directly affected by a change may actively resist it to protect the interest of his or her friends and co-workers.

3.2.3.4 Personality Conflicts

Just as a friend can get away with telling us something we would resent hearing from an adversary, the personalities of change agents can breed resistance.

3.2.3.5 Lack of Tact or Timing

Undue resistance can occur because changes are introduced in an insensitive manner or at awkward time

3.2.3.6 Non-reinforcing Reward Systems

Individuals resist when they do not foresee positive rewards for changing. For example, an employee is likely to support a change effort that is perceived as requiring him or her to work longer with more pressure.

3.2 How to Overcome Resistance to Change

It is important for managers to learn to manage resistance because failed change efforts are costly. Kreitner and Kinicki (1998:624) say the costs include decreased employee loyalty, lowered probability of achieving corporate goals, a waste of money and resources, and difficulty in fixing the failed change effort (Training and Development, January 1993,p65-8)

Carrel et al (1998:619) say that resistance to change can be managed through communicating and educating employees more effectively and involving them in the change process. The following discussion describes how organizational resistance to change can be managed.

Kreitner and Kinicki (1998:626) advice that before recommending specific approaches to overcome resistance, there are three key conclusions that should be kept in mind.

First, an organization must be ready for change (Trahant and Burke, February 1996 pages 37-41). Assessing an organization's readiness for change, a survey is used with arbitrary norms that shows high readiness of (40-48) norms, moderate readiness of (24-39) norms and low readiness of (16-23) norms.

Second, organizational change is less successful when top management fails to keep employees informed about the process of change. Third, employees' perceptions or interpretations of a change significantly affect resistance.

Kreitner and Kinicki (1998:625) argue that employees are less likely to resist when they perceive that the benefits of a change overshadow the personal costs. At a minimum then, managers are advised to do the following to overcome resistance to change (Longo, January 1996,p69) and (Recardo, 1995:p5-12)

- Inform the employees about the reasons or rationale for the change,
- Conduct meetings to address employee's questions regarding the change, and
- Provide employees the opportunity to discuss how the proposed change might affect them.

Kreitner and Kinicki (1998:626) say that the above recommendations underscore the importance of communicating with employees throughout the process of change.

Several authors argue that resistance to change can be overcome by the following interventions and techniques.

- Employee participation and involvement
- Education and Communication
- Facilitation and Support
- Negotiation and Agreement
- Manipulation and Cooptation
- Explicit and Implicit Coercion

3.3.1 Employee participation and Involvement

In addition to communication, employee participation in the change process is another generic approach for reducing resistance. Petzinger, (May 10,1996)gives an example on how George Bauer, president of the United States affiliate of Mercedes – Benz Credit Corp, used participation and employee involvement to reengineer operations and downsize the work force.

He says the first step is delegating reengineering efforts to those who know best where to cut the people actually doing the work. The second step is comforting them with a guarantee that anyone bold enough to eliminate his/her own job will receive a new job and probably a better one, helping to create new growth.

So the shock and scepticism of his superior in Stuttgart, Mr Bauer delegated the problem of streamlining to groups of employees and managers, partly in the cold calculation that a grassroots effort would help workers "buy in" and partly in the sincere belief that the best ideas would come from outside the executive.

The outcome shook the operation to its core. Managers proposed reducing even wiping out their own department through automation or restructuring. Four entire layers of management vanished. Employees were assigned to functional teams with almost complete authority to execute decisions.

Bauer radical approach to change management resulted in a 31% increase in assets between 1992 and 1995 and a 195 increase in staff. J.D Power and Associates also rated Mercedes – Benz Credit number one in customer satisfaction among all-important captive –finance companies in 1995.

In spite of positive results like those found by Bauer organizational change experts have nonetheless criticised the tendency to treat participation as cure – all for resistance to change. They prefer a contingency approach because resistance can take many forms, and furthermore e, situational factors vary.

3.3.2 Education and Communication

Kreitner and Kinicki (1998:628) say this strategy for overcoming resistance to change can be time –consuming if lots of people are involved. Moerdyk and Fone, IPM Journal, 1987 say that when communicating about change, attempt to give a balanced fair portrayal of both sides of the issue, instead of a one – sided approach. That is, present both the advantages and disadvantages that will be brought about by change.

3.3.3 Facilitation and Support

It is important to manage the threat by informing the people involved and by ensuring that they have the required skills. Train employees if necessary. This is when employees are resisting because of adjustment problems. Facilitation and support can be time-consuming, expensive and still fail (Kreitner & Kinicki, 1998:628).

(Moerdyk and Fone, 1987) say that it is important to increase the employees' knowledge and understanding of the prejudices object and

action. And they say attempts to control or manipulate the people concerned must be avoided.

3.3.4 Negotiation and Agreement

(Moerdyk and Fone, 1987) indicate that to involve key optimum makers in the change process to ensure their psychological ownership and that of their followers is important. Negotiation and agreement approach should be used where someone or some group will clearly lose out in a change and where that group has considerable power to resist (Kreitner & Kinicki, 1998:628).

This approach is advantageous that sometimes it is relatively easy to avoid major resistance. But it can be too expensive in many cases, if it alerts others to negotiate for compliance.

3.3.5 Manipulation and Cooptation.

This approach is used in instances where the other tactics will not work or are too expensive. Kreitner and Kinicki (1998:628) argue that this approach can be relatively quick and inexpensive solution to resistance problems. But they warn that the approach can lead to future problems if people feel manipulated.

That is why Moerdyk and Fone, (1987) says the solution is to avoid attempts to control or manipulate the people concerned.

3.3.6 Explicit and Implicit Coercion

Kreitner and Kinicki (1998:628) indicate this approach is used where speed is essential and where the change initiators possess considerable power. This approach is speedy and can overcome a kind of resistance. On the other hand it can be risky if it leaves people mad at the initiators.

In conclusion, participation and involvement does not have its place, but it takes time that is not always available. Also as indicated from the above discussion, each of the five methods or approaches to overcome resistance to change has its situational niche, advantages and drawbacks. In short, there is no universal strategy for overcoming resistance to change. Managers need a complete repertoire of change strategies.

3.4 Generic Fears of Change By Whites

Mbigi (1995:57) contends that resistance to change is manifested by the five generic fears among Whites, and are as follows:

- Fear of Black revenge or retribution,

- Fear of affirmative action, and fear this more than a Black government,
- Fear of Black anarchy or poor standards,
- Fear of punitive taxation or redistribution of wealth,
- Fear of nationalisation, though the degree of public sector ownership is already 57%

The sources of the above fears are created by personal security, either physical or psychological, is one of everyone's basic needs. If they perceive the change as a demotion or loss of status, people may feel their worth as people are being dismissed.

For example, when the executive secretaries department in an insurance firm was changed to a word processing centre, they lost their status as private secretaries (Brandt & Reece, 1994: 78). Changes that threaten security inevitably cause problems in employees' motivation and morale (Gilbreath; 1991: 157).

3.5 Generic Fears of Change By Blacks

On the other hand, Mbigi (1995:58-59) indicates that we find five major fears among the Blacks, and are as follows:

- Fear of being a sell-out,
- Fear of being sold out,
- Fear of co-option,
- Fear of White manipulation,
- Fear of victimisation

What people should fear is lack of public accountability and transparency during transformation. It is common practice that the lack of accountability and transparency during transformation facilitates high degree of corruption like in African countries.

Mbigi (1995:57) emphasises that the issue in Africa is not nationalisation, but corruption and personalisation" of public assets by government officials. Normally, people have a feeling of inadequacy when they must learn new skills, accept irresponsibility and take challenges that stretch their abilities.

Literature shows that normally resistance is based more on a lack of self-confidence than on a lack of ability. The good manager can help employees to overcome their lack of self-confidence and encourage them to try new projects and to learn new skill (Gilbreath; 1991: 157-158).

The fear of the unknown is a common reaction to new situations, for instance when new management takes over a company or a recession threatens to put an organisation out of business, the future becomes unknown (Breedt & Reece, 1994: 378). Management can help alleviate their fears by maintaining good communication (Gilbreath; 1991: 157).

More often there is a lack of trust. At times resistance to change is not directed at the change itself but at those who produce it. The degree of openness and trust between management and employees, often determine how readily change is accepted or opposed. Employees may not believe what management tells them.

This lack of trust may mean that changes are forced on employees, and this makes reduced productivity and resentment (Gilbreath; 1991: 157). Then, the inability of the employees to see the larger picture have a negative impact on transformation. If employees are not included in the entire process of change from the beginning, they quite often cannot see beyond their own attitude and opinions nor understand the change in terms of the goals and needs of the organisation.

For example, a new method for shipping delivered may inconvenience you as an indication but help the company control costs and reduce operating expenses. If you are helped to understand how the change will improve the overall organisation, you probably will support (Breedt & Reece, 1994: 378).

4 RESTRUCTURING

4.1 Definitions of restructuring

According to Robert (1994) restructuring is defined as rebuilding the strengths of an institution by changing its assets structure and its resource allocation patterns.

He further reiterates that initiation of alternative ways of how to revitalise the institution in terms of good management and improve strategies. In order to achieve the targeted goal, a comprehensive and thorough evaluation of the restructuring process and their effects should be considered

Hammer and Champy in Johnson (1996:57) define restructuring as the process by which managers analyse the organisational functional units and the roles and responsibilities of employees in each unit.

They further state that positions that are expandable or redundant are abolished and that the individuals occupying these positions are retrenched. The focus is on costs reduction through downsizing the workforce and related costs.

Restructuring is the process by which managers analyse the organisation's functional units and the roles and responsibilities of employees in each unit. Positions that are expendable are abolished and the individuals occupying these positions are terminated.

The focus primarily is on restructuring the organisation as the method of reducing the workforce and costs, rather than elimination of employees, as is the case in downsizing.

Restructuring involves structural change, which needs a match between the expectation of employees and modifications envisaged (Hunt 1979: 132). Restructuring can involve designing the organisation structure requiring that one of several structural models be adopted for the whole of the organisation.

This variable is the most controversial for both employees and employers in organisations. The restructuring of the organisation is a complex field of study. It concentrates on numerous factors like the structure, vision, job design, planning for human resources, job analysis, motivation, career planning, retraining of employees, procedures and rewards management.

4.2 Span of Control

Hunt (1979: 131) says that the structure is a collective noun which incorporates all those explicit decisions about who does what, for whom, for how long, for what rewards or punishment and under what conditions of work.

This means that the structure exists and refers to shared values and beliefs, which control the behaviour of employees. Robbins (1997: 185) provides a definition of an organisation structure to emphasise this. He defines it as “how jobs tasks are formally divided, grouped and co-ordinated”.

Restructuring affect span of control that is how many subordinates can handle manager efficiently and effectively. Also the degree to which decision making is concentrated at a single point or the degree to which employees provide input or are actually given the discretion to make decisions, are affected by restructuring.

4.3 Specialisation

The third major influence in the structures will be specialisation. The term work specialisation or division of labour describes the degree to which tasks in the organisation are subdivided into separate jobs. The essence of work specialisation is that rather than the entire job being done by one individual, it is broken down into steps, each being completed by a separate individual

(Robbins, 1997: 185). This means that individuals specialise in doing part of an activity rather than the entire activity. Robbins (1997: 186) contends that once one has divided jobs up through work specialisation, one need to group those jobs together so that common tasks can be co-ordinated.

He also indicates that in the 1970's, the chain of command was an unbroken line of authority that extended from the top of the

organisation to the lowest echelons and clarified who reported to whom.

4.4 Organisational Redesign

The primary aim of restructuring is to reduce work in addition to/or in place of reducing workers. Restructuring consists of activities such as eliminating functions, hierarchical levels, group division or product. It includes also redesigning task consolidating and energy units and reducing working hours (Atwood, Coke and Loria 1995).

The purpose of redesigning is the achievement of dramatic improvements of critical measures of performance. These improvements include cost, quality and speed of service delivery, according to (Couter 1995).

Cameron (1994) asserts that work-redesigning strategies are difficult to implement quickly because some redesign of the whole organisation is usually required. They are medium term strategies in that they require advanced analysis of the areas that should be consolidated or redesigned, followed by the elimination or repositioning of sub-units within the organisation to reduce required tasks.

As opposed to workplace reduction, work redesign strategies help to avoid the problem of eliminating the worker while maintaining the same amount of work for the organisation to perform. Instead of piling more work up on fewer workers, and thereby risking overload and burnout, a work redesign strategy helps assure that changes are targeted at work processes and organisational management. Consequently, a downsized organisation can achieve a greater degree of efficiency because of its applied structure (Cameron, 1994).

4.5 The effects of Restructuring on Government and its Impact of Public Sector Unions

4.5.1 Deployment of employees

Government and public sector unions are heading for a renewed clash over the restructuring of the public service. The (12) public sector unions declared dispute with the Department of Public Service Administration (DPSA) at the Public Service Co-ordinating Bargaining Council (PSCBC). The unions wanted to negotiate with government to stop restructuring as it involves outsourcing.

Government denied that restructuring proposal excluded outsourcing. For government, restructuring includes:

- Matching of skills per department through redeployment; and

- Retraining of unskilled personnel

Although the department (DPSA) says there will be no retrenchment, it however acknowledges that employees who may not accept deployments will take “exit packages”.

Deployment will involve moving employees across departments and also shifting some of them from national to provinces. Some of the unions hinted that they may go on strike if they failed to reach an agreement on the matter. The unions said will propose extensions be made to postpone and give the process two years to take place. The unions said the reason for this, is to negotiate with government on how should restructuring be handled.

The unions indicated they wanted a restructuring model that will ensure that before any department initiate changes either at provincial or national level, unions are consulted on:

- Where employees are in excess, and
- Employees are not retrenched
(Sunday Times November 25 2001).

4.5.2 Consultation with employees

The South African law on retrenchment is based from the Labour Relations Act, Act 66 of 1995. Section 189 of the Act stipulates dismissals based on operational requirements. When an employer contemplates dismissing one or more employees for reasons based on the employer’s operational requirements, the employer must consult with,

- Any person whom the employer is required to consult in terms of a collective agreement,
- If there is no collective agreement that requires consultation, a workplace forum, if the employee is likely to be affected by the proposed dismissals are employed in a workplace in respect of which there is a workplace forum,
- If there is no workplace forum in the workplace in which the employees likely to be affected by the proposed dismissals are employed, any registered trade union whose members are likely to be affected by the proposed dismissals,
- If there is no such trade union, the employees likely to be affected by the proposed dismissals or their representatives nominated for that purpose.

4.5.3 Consensus

The Act in subsection 2, continues to state that the consulting parties must attempt to reach consensus on appropriate measures

- To avoid the dismissals,
- To minimise the number of dismissals,
- To change the timing of the dismissals, and
- To mitigate the adverse effects of the dismissals.

The consulting parties must attempt to reach consensus on appropriate measures on the method for selecting the employees to be dismissed and the severance pay for the dismissed employees. Subsection 3 of the Act indicates that the employer must disclose in writing to the other consulting party all relevant information that includes, but not limited to

- The reasons for the proposed dismissals,
- The alternatives that the employer considered before proposing the dismissals, and the reasons for rejecting each of those alternatives,
- The number of employees likely to be affected and the job categories in which they are employed,
- The proposed method for selecting which employees to dismiss,
- The time when, or the period which, the dismissals are likely to take effect,
- The severance pay proposed,
- Any assistance that the employer proposes to offer to the employees likely to be dismissed,
- The possibility of the future re-employment of the employees who are dismissed.

4.5.4 Disclosure of information

Du Plessis, Fouche, Jordan and Van Wyk (1996:277) stipulate that the disclosure of information is required in terms of section 16 of the Act. The relevant information must be disclosed to a registered majority union. The disclosure of information is prohibited if it is legally privileged, confidential or relating to private personal information of an employee. Any dispute relating to the disclosure of information must be referred to the Commission and, if necessary to the, arbitrator.

Du Plessis et al (1996:277) emphasise that the employer must allow the other consulting party an opportunity during consultation to make representations about any matter on which they are consulting. The employer must consider the representations and furnish reasons if they disagree with them.

5. RATIONALISATION

5.1 Definition of rationalization

Brynard (1996: 224) states that the concept rationalisation refers to, inter alia:

- To reform action which is focused upon the optimisation of government efficiency and effectiveness;
- As what has to do with the division of the functions of the civil service concerning responsibility and efficiency, and
- As what to do with the internal restructuring of the central state departments as part of administrative reform

Oxford Dictionary (1978: 740) defines rationalisation as “to make an industry more efficient by scientifically reducing or eliminating waste”.

Brynard (1986: 225) is of the opinion that the rationalisation program is by means of restructuring and re-organisation of central government functions into smaller number of state departments. The systematic improvement of civil service personnel system, which will ensure an efficient and optimum utilisation of personnel at all levels.

5.2 Changing Political Face

The contemporary history of South Africa, and especially the events leading up to and after the installation of the Government of National Unity, ushered in by the first democratic election of members of a new Parliament on 27 April 1994, are well known almost over the world (Fifield, 1997).

What is, however, not that well known, but which students and practitioners of public administration alike, will appreciate, is the enormous impact South Africa's changing political face had on the South African public service

It is widely accepted that a country's public service can be a stabilizing factor in its day-to-day state administration, even amidst changes in governments. In this regard, it is especially gratifying to mention that the South African public service has, indeed, contributed enormously to the smooth transition of the country from the old to the new order.

However, as much as a country's public service provides for stability, it can also, if left to its own devices, perpetuate policies, which are not in line with the demands of the new political agenda. In South Africa's case, this was part of the problem.

It was inevitable therefore that even before the transformation of the public service was embarked upon, a process of redesigning and restructuring of the machinery of government be undertaken as a matter of urgency.

At the installation of the new Government of National Unity, eleven systems of government existed within the national territory of the new South Africa, each located in a particular geographic area, by no less than fifteen discrete administrations, and these were

- The central administration of the Republic of South Africa,
- The administrations of the four (4) provinces of the Republic,
- The administrations of the six (6) self-governing territories of Gazankulu, Kangwane, KwaNdebele, KwaZulu, Lebowa, Qwaqwa, and,
- The four (4) "Independent States" of Transkei, Bophuthatswana, Venda and Ciskei (IPM Journal "Investing in People, Improving Public Service", 1997

Consequently, the interim Constitution of 1993 made provision for a new State to be created out of the fifteen discrete administrations and the eleven separate public services each under its own statutes. These had to be replaced by one central government and nine (9) provincial administrations

This in essence is rationalization, which in the South African context meant the process of moving from fragmented and dysfunctional system of administration, created during the apartheid era, to one, which constitute a balanced integrated unity in which every component is essential for the effective functioning of the whole.

IPM Journal "Investing in People, Improving Public Service" 1997, say that the process is obviously closely linked to transformation and reform, while in sequence rationalization precede the other two.

5.3 Rationalization as a Precursor to Transformation and Reform

Rationalization in the public service had to be effected quickly with as little disruptions of services as possible. The rationalization process covered five major areas, which required urgent formulation and

application of appropriate policy directives at administrative and technical levels, and are as follows:

5.3.1 Establishing a New Legal Framework for Administration

The Interim Constitution of 1993 provided the essential provisions and broad guidelines necessary to give direction to the new public service. However, to give effect to the constitutional provisions and guidelines, a legal framework had to be put in place dealing with staffing and administration of the public service.

To prevent a legal and administration vacuum, an interim framework was promulgated which amended the existing prescripts (Acts, Regulations and Coded instructions) as the basis of a new body of prescripts.

A complete revision and redrafting of prescripts was foreseen as a subsequent phase, as part of the government's program for the transformation and reform of the public service.

In addition, a number of substantial new policy instruments and measures dealing with affirmative action, service dispensation, etc had to be developed in order to give effect to constitutional directives on public service.

5.3.2 Assigning of Political Executive Powers for the Administration of Laws

Following shortly on the commencement of the Interim Constitution of 1993, a national Cabinet and Executive Councils in each of the nine provinces assumed office. The executive role to be fulfilled immediately by each Minister at national level and each Member of Executive Council (MEC) at Provincial Levels would to a large extent be determined by the laws assigned to them for administration.

Until assignment had taken place, Ministers and MEC'S could in general, not function effectively as political executives in their respective areas of governmental responsibility. A law invariably designates a political office bearer who will be responsible for its general administration, as well for making decisions on matters specified therein.

With a few exceptions, each of the vast number of laws in operation in the country when the interim Constitution of 1993 came into effect had to be linked to the appropriate Minister or MEC as quickly as possible. Despite being complicated by numerous factors, especially as far as provincial administrations were concerned, this intricate task, involving 1,374 statutes, was completed in two (2) years, through a co-operative, consensus-seeking approach to resolving a difficult and

sensitive issue. IPM, "Investing in People, Improving Public Service", 1997

5.3.3 Organizational Rationalization

Establishing a new structure of administrative institutions for the performance of state functions at first and second levels of government was a daunting challenge. As indicated earlier on, South Africa, in its pre-rationalized state, had fifteen major administrations consisting of some 195 departments serving eleven systems of government.

The rationalization process basically entailed fitting these fifteen existing administration, made up of 195 departments, into ten new administrations, and that is the National Departments and the nine Provincial Administration. In order to contain the inevitable disruptions of operations, the following phased approach to organizational rationalization was followed:

- Phase I: The formal establishment of 36 new departments, offices and services as well as nine new provincial administrations, as defined by the public Service Act of 1994.
- Phase II: The relocation of existing organizational components, that is, departments or part of departments, to the new institutions where they fitted best.
- Phase III: The refinement of the relocated components by adjusting components or by dismantling them into sub-components and correctly placing them if found to be in appropriately constituted in terms of the interim constitution of 1993.
- Phase IV: As a final phase, the de novo design of an organizational structure for each national department, office and service and for each of the nine Provincial Administrations IPM, Journal Investing in People, Improving Public Service"1997

The creation of organizational structures and post establishments for the new provincial administrations were based on a top management model. This was designed to fit the particular political executive and administrative structure of a provincial administration and also served as a mechanism for limiting the size of provincial post establishments.

Both these measures constitute innovations in the practice of public administration, whilst their real value lies in establishing an accountable autonomous framework for provincial administration.

The process of organizational rationalization was completed in slightly less than two years, although in practice it had not been totally accomplished in some of the Provincial Administration by the set deadline in 1996.

5.3.4 Rationalization of Terms and Conditions of Service

The amalgamation of the different public services necessitated uniformity in terms and conditions of service. Varying degrees of disparity in terms and conditions of service existed amongst the eleven former public services.

In accordance with the Interim Constitution of 1993, the criteria adopted for rationalization of conditions of service was determined on the basis of the generally prevailing conditions of service.

After compiling a comparative schedule of post classes and associated salary scales covering all eleven public services, a comprehensive set of translation measures were developed, prescribing how in the case of each individual official the appropriate occupational class and translation level was to be determined, as well as the adjusted salary scale and salary notch, rank designation, incremental and seniority date (Fifield, 1997).

Prior to rationalization, there were no less than ten pension funds in existence. After investigations by a special pension task team, all the existing funds were amalgamated into a single fund. Needless to say, all the rationalized terms and conditions were either consulted or negotiated with organized labour in the public service.

5.3.5 Staffing of the rationalized structures

Although all serving public servants had been retained into the new public service in terms of the Interim Constitution of 1993 and the Public Service Act of 1994, their precise placement within the structures of the new public service still had to be determined.

More importantly, the staffing of new departments or administrations could not commence until their organizational structures had been determined.

Bearing in mind the extent of organizational rationalization implicit in the new constitutional dispensation and the number of public servants. Involved, some 1,2 million, the magnitude of staffing the rationalized structures can be appreciated.

Although the Interim Constitution of 1993 stipulated that all serving public servants would continue serving, there was a greater number of people in the employ of the new government than were realistically required to ensure effective administration and the provision of

services. Serving public servants were not given guarantee of job security in the public service, but rather the assurance that their future employment would be subject to the Constitution and other laws regulating their employment. They could therefore be retrenched, but only by due process of law (Fifield, 1997).

Furthermore, in staffing the rationalized structures, the Interim Constitution of 1993 required that the public service should be accessible to all South African citizens and should, in its composition, be broadly representative of the South African community.

The following key aspects were some of the most important guidelines followed in staffing the newly created structures:

- The size of public service had to be held to cost effective level.
- The staffing measures should be accountable in terms of the Constitution, the Public Service Act and the Public Service Labour Relations Act.
- The preference accorded to serving officials of posts, as directed by the Public Service Act, had to be amended in order to allow for access to careers in the public service to especially those candidates whose appointments will promote the objective of attaining a broadly representative public service composition.
- Serving officials could be absorbed in the new organizational structures where the actual work content of a post had not changed, or changed significantly.
- The public service should be non-partisan, career-oriented, efficient, function according to fair and equitable principles, be regulated by laws, be accessible to all who qualify and that appointments should be based on merit. IPM, Journal “Investing in People, Improving Public Service”1997

5.4 The Rationalization Process.

For transformation and reform to be meaningfully embarked upon, a new foundation had too been laid, and new basic order established for the country’s public administration. The following five elements of particular importance to transformation and reform were addressed as part of the rationalization program

5.4.1 Representativeness and affirmative action

Arising from a provision of the interim Constitution (1993) that the new public service should be broadly representative of the South

African community, substantial policy development on affirmative action was initiated in the early stages of rationalization.

This culminated in the promulgation of a new chapter (chapter B.VII) of the public service Staff Code. Agreement on this historically important policy was reached between the state as employer and the recognized employee organizations in the public Service.

5.4.2 Human Resources Development

Being a very crucial element in respect of both rationalization and transformation, human resource development received a great deal of attention during 1994 and 1995. This entailed policy, institutional and curriculum development.

As a result, a fully developed chapter on training was promulgated in the Public Service Regulations, followed by a revamped chapter on training in the Public Service Staff Code. True to the dynamic nature of the transformation process, these nearly initiatives, as discussed further on, were subsequently surpassed by the establishment of a comprehensive and detailed Green Paper on Public Service Training and Education.

5.4.3 Employment Conditions

The classification and grading of public service staff required a fundamental overhaul. Two important aspects of this were the elimination of discrimination between officers or employees, and the development of a new grading system. The Public Service Commission developed this new grading system in 1995 and cleared with both the State as the employer and the employee organizations.

It features sixteen basic job levels grouped into six broad bands, that is lower skilled, skilled, highly skilled production, highly skilled supervisory, management and senior management. It is further accompanied by a rationalized set of sixteen salary ranges.

The new grading system is proving itself to have a major effect on the unfolding transformation process, especially in the areas of remuneration, human resources development (including career – pathing and upward mobility and labour relations.

5.4.4 Leaner Public Service

The planning and management of the size of the public service emerged as the key policy element during the rationalization process. In 1995 Cabinet requested the Public Service Commission to develop a system to achieve effective control over personnel expenditure and manage the size of the public service. New measures were developed

and approved by Cabinet for implementation in the 1996/7 financial years. These included the following

- Installing a comprehensive data-base covering national departments and provincial administration,
- Intensified development of staff provisioning norms,
- Investigating the feasibility of annual determination by Cabinet of an overall target regarding the size of the public service, together with subsidiary targets for each function as part of the budgetary process, and
- Application of appropriate staff reduction mechanisms, where required

5.4.5 A Code of Conduct for the Public Service

- A White Paper on Transformation of the Public Service calls for the promotion of a professional service ethos among civil servants. In order to give effect to this directly, early research and developmental work aimed at establishing a Code of Conduct for the Public Service was established.

5.5. Redeployment

The general rules applicable to redeployment are as follows:
The respective departments are responsible for the implementation of the transformation and restructuring process in the public service.

- (a) All employees affected by the transformation and restructuring process must be-
 - i. Treated fairly and in terms of relevant legislation and collective agreements; and
 - ii. Informed of the process to be followed in attempting to suitably accommodate them in the public service and any other sphere of government.
- (b) The employee may take representations on his or her own behalf or be assisted by a representative.
- (c) The employer must duly consider the representations made by the employee and /or his or her representative before making a final decision.
- (d) 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.
- (e) The employer must apply measures to facilitate and enhance redeployment, which includes:
 - (i) Provide training for excess employees to meet the requirements of vacant posts;
 - (ii) Allow employees to retire early,

- (iii) Where appropriate, approve applications for a severance package to excess employees who apply for that package as provided for in clauses 8.3 (b) and 9.2 (a); and
- (iv) Fill existing vacant and funded posts.
- (f) Redeployment costs as per Annexure B of redeployed employees in the public service will be met by-
 - i. The relevant department if redeployment has been within the department; and
 - ii. The receiving department in the event of inter-departmental redeployment.
- (g) Excess employees must participate in the redeployment and retraining process.
- (h) Subject to due processes, including being offered the opportunity to make representations, employees who unreasonably refuse to be redeployed will be deemed to have resigned (Resolution no.7 of 2002).

5.5.1 Structures to facilitate redeployment

According to resolution seven (7) the structures to facilitate restructuring through redeployment are Departmental Task Team (IDTT) and Inter Departmental Task Team (DTT).

5.5.1.1 Departmental Task Team (DTT)

A Departmental Task Team (DTT) must be established for each department that is engaged in the restructuring process. The Departmental Task Team (DTT) consists of-

- Not less than three and not more than seven representatives from the employer at departmental level; and
- Proportional representatives collectively nominated from the employee parties, unless otherwise agreed to by parties at departmental level.

Both the employer and employee parties at the departmental level must elect a chairperson, in the event of disagreement on the election of the chairperson, the Public Service Co-ordinating Bargaining Council (PSCBC) must appoint an independent chairperson.

The chairperson must function in terms of this Agreement, and provide written reports to the Departmental Task Team (DTT) and the relevant Inter- Departmental Task Team (IDTT).

The department concerned must provide secretarial services to the Departmental Task Team, and its records must be lodged with the relevant Inter Departmental Task Team (IDTT) and Public Service Co-ordinating Bargaining Council (PSCBC).

The Departmental Task Team (DTT) must meet at least once a month, but may meet more often, when necessary. The Departmental Task Team (DTT) must perform the following functions:

- Monitor the co-ordination and implementation of the restructuring process in a department;
- Oversee and promote the redeployment and make recommendations in this regard to the head of the department, the relevant Inter Departmental Task Team,(IDTT) the relevant sectoral council and the Public Service Co-ordinating Bargaining Council(PSCBC);
- Oversee the process of matching and placement;
- Monitor the department's establishment and updating of the list of excess employees;
- Oversee the training process of excess employees;
- Monitor the process of the determination of the training needs;
- Ensure that the appointed training institutions used are accredited, recognised and comply with the relevant legislation;
- Develop criteria for determining employees in excess, and
- Other functions assigned to the Departmental Task Team (DTT) by the relevant Inter Departmental Task Team (DTT), or elsewhere in this Agreement (Resolution no. 7 of 2002).

5.5.1.2 Inter-Departmental Task Team

An Inter-Departmental Task Team (IDTT) for each province, and one for all national departments, must be established. An Inter-Departmental Task Team (IDTT) shall consist of –

- Not less than three and not more than seven representatives from the employer at the relevant provincial/national level;
- Proportional representatives collectively nominated from the employee parties.

The parties at an Inter Departmental Task Team (IDTT) must elect a chairperson, in the event of disagreement on the election of the chairperson; the Public Service Co-ordinating Bargaining Council (PSCBC) must appoint an independent chairperson.

The employer must provide secretarial services to an Inter Departmental Task Team (IDTT) and the records of an Inter Departmental Task Team (IDTT) must be lodge with the Public

Service Co-ordinating Bargaining Council (PSCBC). An Inter Departmental Task Team (IDTT) must perform the following functions:

- Monitor the co-ordination and implementation of the restructuring processes provincially/nationally;
- Promote redeployment by submitting reports and making recommendations in this regard to all national and provincial departments, Departmental Task Team (DTI) and the Public Service Co-ordinating Bargaining Council (PSCBC);
- Monitor the establishment and updating of the provincial/national list of excess employees; and
- Other functions assigned to an Inter Departmental Task Team (IDTT) elsewhere in this Agreement.

The chairperson must submit written reports to an Inter Departmental Task Team (IDTT) prior to each meeting and submit the reports to the relevant sectoral councils and the Public Service Co-ordinating Bargaining Council (PSCBC) (Resolution no. 7 of 2002).

5.5.2 Measures to enhance Redeployment

The measures to be undertaken in order to enhance redeployment are as follows:

- Training for excess employees to meet requirements of vacant posts;
- Allow employees to retire early;
- Where appropriate approve applications for severance package to excess employees who applies in terms of this agreement; and
- Fill existing vacant and funded posts.

5.5.3 Social Plan

A department must, in accordance with this clause implement a social plan for all employees affected by the transformation and restructuring process. This clause applies to all employees to whom severance packages referred to are granted, herein referred to as affected employees). A department must through the social plan-

- (a) Equip affected employees with life and portable skills; and
- (b) Facilitate the assessment of potential and development of a career plan in order to help affected employees to identify their options and assist them in the choices they have to make between further skills training, small, micro

and medium enterprise training and/or finding new employment.

The social plan must require the department to-

- Ensure certification of prior learning to facilitate new employment through awarding of formal qualifications where appropriate;
- Provide, among others, training of financial management, job seeking and entrepreneurial skills to facilitate the channelling of affected employees into new employment. Such training is targeted and short term in nature and will be funded by the department;
- Provide time-off for employees to undergo training whilst they are in the employ of the public service;
- Provide group and individual counselling to assist affected employees in dealing with the emotional impact and adjusting to new conditions;
- Facilitate links with local business service centres or other appropriate support institutions; and
- Advise affected employees on the available placement service agencies to facilitate new employment opportunities (Resolution no. 7 of 2002).

6. ORGANIZATIONAL DEVELOPMENT

Organizations and institutions are constantly changing because they receive inputs from the environments. Inputs involve issues such as policy changes, personnel composition, and the budget. These affect the institution's internal functioning on an ongoing basis.

Since the environment in which organizations and institutions function is always changing, and if organizations are not sensitive to the forces of change, they not be able to adapt.

Cheminais, Bayat, Van der Waldt and Fox (1998: 210) say that personnel managers, change agents and catalysts should be sensitive to the forces of change which influence human behaviour and organizations systems.

They argue that change agents, personnel managers must adapt the organization and institution's training and development strategies accordingly.

6.1 Definition of Organizational Development

The modern approach to the management of change and development of human resources is called organizational development (Luthans, 1995:564).

French and Bell in Luthans (1995:565) defines organizational development as a long-range effort to improve an organization's problem solving and renewal

processes, particularly through a more effective and collaborative management of organization culture. This can be achieved through:

- Culture of formal work teams
- The assistance of a change agent or catalyst
- The use of the theory and technology of applied behaviour including action research.

Baron (1983:539) defines organizational development as a process aimed at enhancing organizational effectiveness through planned change suggested by behavioural science knowledge. This means that knowledge about human behaviour. That is why organizational development is part of organizational behaviour.

It is much reasonable to view organizational behaviour as helpful tactics for moving in the right direction. That is, using useful tactics and steps for enhancing certain aspects of organizational effectiveness under some conditions.

Luthans (1995:564-5) contends that organizational development programs lead to improved organization performance through improved decision making climate. Cheminais et al. (1998:210) defines organizational development as a long-term effort to improve an institution's problem-solving capability and its ability to cope with change.

Kreitner and Kinicki (1998:622) define organizational development as concerned with helping manager plan change in organizing managing people that will develop requisite commitment, coordination, and competence

- The environment in which organizations and institutions function is always changing. Cheminais et al. (1998:210) argue that if organizations and intuitions are not sensitive to the forces of change, they will not be able to adapt.
- They contend that personnel managers, change agents and catalysts should be sensitive to the forces of change, which influence the human behaviour and organizations' system.
- They argue that change agents, personnel managers and catalysts must adapt the organizations and institutions' training and development strategies accordingly.

6.2. Goals of Organizational Development

Luthans (1995:62:2) indicates the desired organization's outcome of organizational development, and amongst others he includes

- Increased effectiveness
- Problem-solving, and

- Adaptability for the future.

Organizational Development attempts also to provide opportunities to be human and to increase awareness, participation, and influence. Kreitner and Kinicki (1998:622) say that the purpose of organizational development is to enhance both the effectiveness of organizations and the well being of their members through planned interventions. The planned interventions in the organizations include human processes, structures, and systems using the knowledge of behavioural science and its intervention methods.

Luthans (1995:565) indicate that organizational development uses amongst other things are:

- Strive to improve working relationships among members of a workgroup or team including top management team,
- Work to improve relationships among interacting and interdependent organizational groups, and
- Gather attitudinal data throughout the organization and feed this data back to selected individuals and groups

Therefore managers should use this information, as a basis for planning and making needed improvements.

Cheminais et al. (1998: 211) indicate the main purpose of organizational development as to increase an institution's effectiveness through planned intervention in the organizational process by applying the behavioural science knowledge. It is a complex educational strategy aimed at changing the institution's values, beliefs and attitudes. The strategy enable change agents, catalysts and managers to manage changes in technology, clients and challenges.

Mercer (1991:7) and, Mondy and Premeaux (1995:497) regard organizational development as a systematic, planned effort to bring about change. The need for organizational development arose from the realization by change agents, catalyst and managers that the implementation of random changes was inadequate.

Organizational Development entails a systematic analysis of the institutions and realization that an institution must understand and have a management plan to manage change effectively.

According to Cheminai et al. (1998: 210-11) the goals of organizational development include the following:

- To improve interpersonal competence,
- To bring about a shift in values so that human factors are considered
- To improve interpersonal relations to avoid conflict,

- To develop teamwork,
- To develop better methods of conflict resolution, and
- Develop organic rather than mechanical organizations

Baron (1983:540-1) discusses the aspects of organization that usually serve as the major focus of organizational development programs. The aspects fall into two major groups as follows:

- Outcome variables: These involve concrete outputs produced by an organization, like profits, productivity, group and individual performance, employee satisfaction, absenteeism and turnover.
- Process variables: They involve the nature of human relationships and interactions within the organization and include processes as motivation, decision-making, influence, communication, and conflict resolution.

6.3 Models and Dynamics of Planned Change

It seems reasonable to indicate that research predict that no single approach to the process of organizational development will be successful under all circumstances. In fact, careful examination of existing evidence suggests that is actually the case.

Many distinct approaches to organizational development have been devised, but none stands head and shoulders above the others with respect to overall effectiveness. Instead, different strategies seem most applicable and successful under different environmental conditions (Baron, 1983:541).

This notion is asserted by Cheminais, Bayat Van Der Walt and Fox (1998:211) that since organizational development is a long-term process aimed at a planned intervention in the institution on the basis of a scientific diagnosis involving all facets of the institution.

This is also because that any organizational development program influences the whole institution as a system. The other reason is that organizational development's purpose is to improve effectiveness and not efficiency.

Therefore, the most important role of personnel managers is constantly to monitor the process, to identify activities, control progress and institute corrective action.

Effective organizational development requires shared responsibility for development among managers of the various divisions in an institution or organization.

In a typical organizational development model, certain factors bring about a participative public sector and proactive action towards change. These factors or fundamentals premises form the basis of a typical organizational development process, Mercer (1991:8).

Cheminais et al. (1998: 211-12) indicate that change agents, catalysts, transformation agents and managers can increase the success of the application of organizational development by making a number of important continuous contributions and are not limited to:

- Conducting an organizational analysis which includes an analysis of the current situation and the identification of problems and their possible causes. The analysis should include:
- The nature and extent of the problems
- How quickly they can be addressed by means of training and development,
- The type of change needed

The choice of change strategy depends on previous analyses. The analyses may include:

- The amount of prior planning,
- The degree of involvement, and participation by other parties.

The strategies should also include tactics to establish interaction between individuals and groups.

- The process implemented needs to be monitored.

Regardless of the quality of prior planning and strategies, unplanned variables are always possible during implementation. Only by constantly monitoring the process can managers identify and address unexpected events.

6.3.1 Lewin's Change Model

Kreitner and Kinicki (1998:618-19) state that most theories of organizational change originates from the landmark work of social psychologist Kurt Lewin. Lewin developed a three-stage model of planned change which explained how to initiate, manage and stabilize the change process. The three stages are unfreezing, changing or transformation and refreezing.

Carrel, Jennings and Heavrin (1997:619) emphasise the process of organization change through the three step model of Lewin. Lewin

contends that planned organizational change can occur by changing the behaviour and attitude of organizational members.

But Kreitner and Kinicki (1998:619) indicate that before reviewing each step or stages, it is important to highlight the assumptions that underlie this model:

- The change process involves learning something new, as well as discontinuing current attitudes, behaviour or organizational process
- Change will not occur unless there is motivation to change. This is often the most difficult part of the change process.
- People are the hub of all organizational changes. Any change, whether in terms of structure, group process, reward system, or job design, requires individuals to change.
- Resistance to change is found even when the goals of change are highly desirable
- Effective change requires reinforcing new behaviours, attitudes and organizational practices.

6.3.2 The Planned Change Model

This model postulates that top management has recognised the need for change. The top management then initiates a problem-solving process to design the change, and then implements and evaluates the change.

Carrel et al (1998:621-2) argues from planned change model perspective that it expands Lewin's three –step model into seven steps as outlined hereunder:

- Scouting: The change agent and Client System jointly exploring
- Entry: Development of a mutual contract and mutual expectations
- Diagnosis: Identification of specific improvement goals
- Planning: Identification of action steps and ways to cope with resistance to change.
- Action: Implementation of action steps.
- Stabilization and Evaluation: Evaluation to determine success of change and need for further action or termination
- Termination: Training an interval change agent and leaving the system.

Luthans (1997:567) argues that a planned change model should be supplemented with organizational development techniques like grid training. This technique has six phases that support change and indicate the kind of leadership needed during the period of change.

Carrel et al (1998:621) indicate that the steps of scouting and entry allow the change agent to explore a particular problem and develop a mutual contract including mutual expectations with client organization.

Diagnosis identifies specific improvement goals, while planning allows the change agent to identify action steps and ways to cope with resistance to change. In the action step, the change agent directs implementation of the plan of action.

Organizational members, working with the change agent, have determined what specific changes to make and how to implement the changes. During the stabilization and evaluation step, the change agent and the management of the client organization evaluate the accomplishment of the action steps.

The planned change process returns to the diagnosis step if further action is required, then the change process moves to the termination step.

The termination step ends the change agent-client organization relationship. If an external change agent is involved, then he or she will train the organizational members to maintain the change and will then move on to another assignment (Carrel, 1998:621)

6.3.3 Managerial Grid Model

The founders of managerial grid, Robert Blake and Jane.S Mouton have maintained over the years that managerial and team effectiveness can be taught by managers with outside assistance (Luthans, 1997:567-8). Further more it appears that this type of educational strategy can help to make significant contributions to organizational effectiveness.

As indicated earlier on, to maintain change and be supported by organizational members it vital to apply appropriate organizational development technique. There should be a maximum concern for both people and production and Luthans (1997:567) say managerial grid outlines six steps to be followed:

- Laboratory-seminar training: The purpose of this is to introduce the participants to the overall concepts and materials. There is more structures and concentration on leadership styles than on developing self-insights and group insights.

- Team development: This is bringing members of organization together and during orientation indicates the importance of concern for both employees and production.
- Intergroup development: This marks a shift from the micro-level of both individual and group development to a macro-level of group-to-group organization development. Conflict situations between groups are identified and analysed.
- Organizational Goal –Setting: Like in Management By Objectives, participants contribute to, and agree upon the important goals of the organization. A sense of commitment and self control is instilled in the participants.
- Goal attainment: Participants attempt to accomplish the goals, which they set in the fourth phase above. Participants get together, but this time they discuss major organizational issues, and the stakes are real.
- Stabilization: Support is marshalled for changes suggested earlier, and an evaluation of the overall program is conducted (Luthans, 1997:567).

7. Link between Organizational Development and Management Development

As pointed out severally from the above discussions that the purposes of organizational development are to improve effective functioning of the institution and to use human resources optimally, organizational development can be implemented in the following areas, according to Cheminais et al. (1998:212).

- Organization structure
- Job description, job specifications and appraisal
- Remuneration structures
- Decision making and communication
- Management and Administration
- Evaluation and Promotion
- Interpersonal relations, morale and team spirit
- Training and development
- Learning process in the institution.

Training and development plays a vital role in organizational development because it can provide clear training and development objectives, openness, cooperation, constant feedback and individual growth and development.

In training and development it is essential that the needs of the individual be integrated with those of the institution. It is also important that it should be a carefully planned process for identifying the existing potential officials, continually determining the training needs, formulating a strategy for developing the potential optimally and addressing the needs. This will ensure that the institution can rely

on adequate skills both now and in the long term (Cheminais, et al. 1998: 212).

7.1 Unfreezing

This is to make the team aware of the need for change. Luthans (1997:569) says that a climate of openness and trust is developed so that the group is ready for change. The focus of this stage is to create the motivation to change. In so doing, individuals are encouraged to replace old behaviours and attitudes with those desired by management.

Kreitner and Kinicki (1998:619) indicate that managers can begin the unfreezing process by disconfirming the usefulness or appropriateness of employees' present behaviours or attitudes.

Carrel et al. (1997:619-20) say that unfreezing involves a diagnosis by an organizational development specialist who gathers and analyses data through personal interviews, questionnaires and observations at meetings. Participants are then made aware of the problem and must be willing to change.

Kreitner and Kinicki (1998:619) contend that employees need to become dissatisfied with the old way of doing things. They say benchmarking is a technique that can be used to help unfreeze an organization.

"Benchmarking describes the overall process by which a company compares its performance with that of other companies, then learns how the strongest –performing companies achieve their results"(Kreitner and Kinicki, 1998:619).

7.2 Changing

Luthans (1997:569) says that by using a survey – feed back technique, the team makes a diagnosis of where it is and develops action plans to get to where it wants to go. Luthans refers to this stage as moving. Kreitner and Kinicki (1998:619) refer to this stage as changing because change involves learning.

This stage entails providing employees with new information, new behavioural models and new ways of looking at things. The purpose is to help employees learn new concepts or points of view.

Kreitner and Kinicki (1998:619) emphasize that role models, mentors, experts, benchmarking results, and training are useful mechanisms to facilitate change. Experts recommend that it is best to convey the idea that change is a continuous learning process rather than a one-time event.

Carrel et al. (1997:621) say changing, as the second step occurs when a plan or program is implemented to alter existing activities or relationship. They say change efforts can range from minor to major programs.

Learning new skills through a training program or installing new equipment are examples of minor changes because few organizational members are involved. Radically restructuring the organization is a major change because many organizational members are involved.

7.3 Refreezing

Kreitner and Kinicki (1998:619) say change is stabilized during refreezing by helping employees integrate the changed behaviour or attitude into their normal way of doing things. This is accomplished by first giving employees the chance to exhibit the new behaviours or attitudes.

Once exhibited, positive reinforcement is used to reinforce the desired change. Additional coaching and modelling also are used to reinforce that stability of the change. Carrel et al (1997:621) say refreezing makes change that occurred above in the second step or the stage becomes permanent.

During refreezing, new behaviours attitudes and values are acquired and integrated into everyday procedures of the organization. Luthans (1997:569) say refreezing means that once the plans have been carried out and an evaluation has been made, the team starts to stabilize into more effective performance.

8. Leading Organizational Change

Leading organizational change is very difficult. John Kotter, an expert in leadership and change management, believes that organizational change typically fails because senior management commits one or more of the following errors:

- i. Failure to establish a sense of urgency about the need for change
- ii. Failure to create a powerful-enough guiding coalition that is responsible for leading and managing the change process
- iii. Failure to establish a vision that guides the change process.
- iv. Failure to effectively communicate the new vision
- v. Failure to remove the obstacles that impede the accomplishment of the new vision

- vi. Failure to systematically plan for and create short-term wins. Short-term wins represent the achievement of important results or goals.
- vii. Declaration of victory too soon. This derails the long-term changes in infrastructure that are frequently needed to achieve a vision.
- viii. Failure to anchor the changes into the organization's culture. It takes years for long-term changes to be embedded within the organization's culture

The value of Kotter's steps above is that it provides specific recommendations about behaviours that managers need to exhibit to successfully lead organizational change. Kreitner and Kinicki (1998:622) reminds us that it is important to know that Kotter's research reveals that it is ineffective to skip steps.

He also reminds us that successful organizational change is 70% to 90% leadership and only 10% to 30% management. Senior managers are thus advised to focus on leading rather than managing change. (Ettorre, 1996 pp 13-18).

9. The Management of Change.

Burke argues that organizational development is a planned process of change in an organization's culture through the utilization of behavioural science technology, research and theory. This means that organizational development should be used to manage change.

As a point of departure Black and Margulies suggest that the following elements consist of the modern organizational development approach to the management of change:

- The organizational development approach to change is planned,
- It is a system-wide or at least takes a systems perspective,
- It is designed to improve the organization in both short and long terms,
- The organizational development approach to change is aimed primarily at organizational process rather than substantive content,
- It is designed to solve problems,
- It is focused primarily on human and social relationship.

Luthans (1997:565) adds to the above by saying the overriding goal is to integrate individual and organizational objectives. He contends that the desired organizational outcomes of organizational development

efforts include increased effectiveness, problem solving, and adaptability for the future.

He says that organizational development attempts to provide opportunities to be human. It also helps to provide opportunities to increase awareness, participation and influence. Luthans (1997:571) suggests the following should be used in effectively managing change:

- Empathy: The feelings and reactions of those who will be affected by change. Also those will be involved in the implementation of it influence whether a change will be successful and managers should empathize with subordinates
- Communication: The expected change should be communicated and also the reason for it.
- Participation :It is important to receive input from subordinates before change is made and allow participate input into the change itself.

Kreitner and Kinicki (1998:623) indicate that organizational development involves profound change. This is because change agents using organizational development generally desire deep and long lasting improvement. This means that there should be a fundamental cultural change.

Since organizational development is rooted partially in humanistic psychology, there should be cooperation over conflict, self-control over institutional control, and democratic and participative management over autocratic management.

During change, the change agents should focus on the form and not content of behavioural and administrative dealings. For example, product design engineers and market research might be coached on how to communicate more effectively with one another without the consultant knowing the technical detail of their conversation.

In addition to communication, organizational development specialists focus on other processes, including problem –solving, decision-making, trust, power sharing, and career development.

10. Interventions for Change

Role analysis is used to enhance cooperation among work group members by getting them to discuss their mutual expectations. Kreitner and Kinicki (1998:291) emphasises that as work group transform individuals into functioning organizational members through subtle yet powerful social forces.

Team building also is commonly used as an organizational development technique. It is used to improve the functioning of work groups (Kreitner and Kinicki, 1998:623).

Carrel et al (1997:637) indicate and emphasize that team-building approach attempts to get members of a work group to diagnose how they work together, and to plan how this working together can be improved.

Team building begins when members of a group admit that they have a problem and gather data to provide insight into it. The identified problems may come from surveys, sensitivity training sessions, or production reports.

Luthans (1995:263) asserts that for teams to be more effective, they need to overcome some of the real problems that some are experiencing. The suggested guidelines revolve around training and evaluation systems.

This is what Hovenmeyer (Training and Development p68) had to say in addition to how to make teams effective. "At any point team members can slide back to a lower level of effectiveness if they do not continually work together as a team, listen and communicate effectively, deal with conflict effectively, recognise each other's unique contributions, provide honest feedback and demonstrate other characteristics of an effective team."

She then goes on to specify five key areas of the team that should be closely monitored and periodically measured. These include team mission, goal achievement, empowerment, open, honest communication, and positive roles and norms. Hovenmeyer asserts that by controlling such key functions, self-managed teams can be effective and contribute to the performance goals of the organization.

Brian Dumaine (Fortune, May 7, 1990) contends that self-managed teams as testimonial evidence have a positive impact on productivity and specific attitudes, absenteeism or turnover. Human Resource Focus, January 1990 emphasize this by indicating that organizational – level problems could be resolved and overcome by reward systems that focus on individual performance and impact for teams to perform well.

Harvard Business Review, March –April 1993 emphasize the working group performance. "A working group's performance is a function of what its members do as individuals. A team's performance includes both individual results and what we call "collective work products".

A collective work product is what two or more members must work on together (it) reflects the joint, real contribution of team members".

11 Organizational Development Techniques.

According to Kreitner and Kinicki (1998:637-8) other organizational development techniques or interventions include survey feedback, sensitivity training, quality of work life (QWL), process consultation, and are outlined as follows:

11.1 Survey Feedback

The survey provide management with information from participants regarding their attitudes on job satisfaction, leadership, styles, communication effectiveness, or the organization's culture.

Baron (1983:548) notes the advantages of survey feedback as yielding large informative data quickly and efficiently, it is flexible and can be applied to many different organizations and different questions, and information provided as concrete to enhance organizational effectiveness.

Survey feedback is useful only if it meet the four conditions:

- i. Questionnaires used are reliable and valid,
- ii. Employees must be willing to report their views and reactions honestly,
- iii. Consultant should be skilled at interpreting and describing survey data,
- iv. Top management must be willing to use the information it gathers

11.2 Sensitivity Training

This is sometimes called T-Groups or encounter group whereby the technique is used usually for eight to twelve people brought together for a series of two or three hour sessions.

The facilitator guides the group however she /he does not take an active role in the group's discussion but serves as a guide .The objective of the sessions is to have open, honest communication in which personal insights may be gained (Kreitner and Kinicki, 1998:637-8).

Baron (1983:543) says that advocates of sensitivity training generally accept three basic assumptions. They say under ordinary conditions, individuals are from honest with one another .The lack of openness often blocks the development of important insights about oneself and others.

The last assumption is that such insights can be encouraged if individuals are placed in a setting where honest, direct communication is the rule than exception.

11.3 Quality of Work Life

Improving life at work is a means to improve productivity as this creates a conducive work environment to the satisfaction of employees' needs. There should be quality of work life programs that focus on issues like conflict resolution and reduction, employee satisfaction, and employee participation.

Kreitner and Kinicki (1998:639) highlight specific techniques that encompasses job redesign that is, job enlargement and job enrichment, and employment involvement in decision-making, and the redesign of pay system.

Baron (1983:564) concludes in this regard that many procedures for enhancing quality of work life have been devised, including work restructuring, redefinitions of subordinate – superior relationships, and the design of appropriate pay system.

11.4 Process consultation

There should be understanding by management on the human process such as leadership, communication, cooperation, and conflict that occurs within an organizational setting and then how to manage them (Kreitner and Kinicki, 1998:640).

12. ORGANIZATIONAL CHANGE AND CHANGE RE-ORGANIZATION

Different kinds of organizational changes will require very different kinds of leadership behaviour in initiating, energizing, and implementing the change. Steers, Porter and Bigley (1996:690-2) indicate that organizational changes vary along the following issues discussed below:

- Strategic and Incremental Changes: Some changes in the organization affected selected components in it. The fundamental aim is to enhance effectiveness but within the strategy, mode of organizing, and values that are in place. The incremental changes are organization structure, introduction of new technology, modifications of personnel practices. Strategic changes involve structure, people, processes and core values.
- Reactive and Anticipatory Changes: Changes are made in direct response to some external events and forces and also response to a contemporaneous event. If strategic and incremental changes, and reactive and

anticipatory changes dimensions are combined, a basic typology of different changes can be described, assert Nadler and Tushman, 3 (1989) 194-202.

Nadler and Tushman, 3(1989) 194-202 indicate that research on patterns of organizational life and death across several industries has provided insight into patterns of strategic change and the findings are as follows:

- Strategic organization changes are necessary. This is because competition, technology and regulation drive the organization to make system wide changes.
- Re-creations are riskier. Re-creations involve a change in core values. As core values are most resistant to change, recreations always trigger substantial individual resistance to change and heightened political behaviour. Recreations that do not succeed usually involve changes in the senior leadership frequently involving replacement from the outside
- Re-orientations are associated with success. Steers et al (1996:692) agree to the fact that re-orientation have the luxury of time to shape the change, build coalitions, and empower individuals to be effective in the new organization.

Further, re-orientation gives senior managers time to prune and shape are values in service of the revised strategy, structure, and processes.

13 Implementation of Organisational Development for Training and Development.

Certain conditions must be present before organization development can be implemented. The first is that top management must have the necessary insight to see problems can be solved through behavioural science intervention.

This insight is obtained mainly by observing and perceiving problems in the institution (Cheminais et al, 1998:213).

The second condition is the total commitment of the management and personal involvement in the process. The involvement of the different personnel associations and trade unions is also extremely important (Cheminais et al, 1998:213).

The third condition is that all role players or representatives must be fully informed so that they can convey the implications of the implementation of organizational development to the various associations.

In addition, there should be operational research system which can provide information continuously and which is particularly sensitive to the diagnostic phase (Cheminais et al, 1998:213).

For training and development programmes as part of organizational development to be implemented successfully, managers should take logical and ordered steps as outlined by Cheminais et al (1998:213) hereunder:

- Training and Development needs are observed through an internal audit
- Information and data are collected about training needs to identify the extend of the need and problem areas
- This information is analysed to establish possible causes of those training needs and to identify alternatives for addressing the problem
- Solution alternatives for training and development programs are formulated
- Implementation and control systems are developed to monitor the progress of training and development process
- The various phases of process are implemented, with due consideration of objectives, target dates, responsible people and training standards
- The implementation process is monitored by means of the control system and adjustments are made where necessary
- Training and development policies and procedures are formulated to prevent similar problems from arising again and also to ensure that programmes are not only reactive but that they also stimulate growth than confront problems.

14. SUMMARY

It is evident that restructuring has an influence on organisational transformation. This is evident from the above discussion on the literature review. This is also because many aspects were reviewed including people, management processes, the organisation and the environment.

Organisational transformation looks at alignment and realisation for stakeholders, organisational redesign, empowerment, performance

management, recruitment and selection, human resource planning, health and safety, education, training and development, pay and reward system.

All the above are possible if there is a cordial relationship between unions and management for harmonious industrial democracy.

The most difficult issue in studying change due to restructuring is to define the concepts. This is because most things are in a continual state of change. This causes people to change their behaviours over time.

The most difficult issue in studying change due to restructuring is to define the concepts. This is because the management of an organisation cannot completely control environment. It has to introduce internal organisational changes that allow it to cope more effectively with new challenges presented by employees.

Again, this can be externally by means of increased competition, advances in technology, new governmental legislation, and pressing social demands. Most organisational changes are introduced in reaction to these environment pressures.

In some cases, however, changes are made in anticipation of future problems. The examples are impending governmental legislation, new products being introduced on the market by a competitor.

If planned organisational change is purposeful, then the goals of restructuring should be the following:

- Higher productivity,
- Acceptance of higher technology,
- Greater motivation of employees; and
- More innovative behaviour.

These goals have two underlying objectives. The first one is to change the organisation's way of adapting to change employees attitude, means of communication, management styles, increase motivation and innovation, and ways of relating in the organisation.

Also the organisational change efforts were identified that can be greatly assisted by analysis and planning process. The authors argue that the analysis and planning process composes of the three phases, that is:

- Conducting a thorough organisational analysis to identify the current situation, any problems, and the forces which are possible causes of these problems;

- Conducting a thorough analysis of factors relevant to implementing the necessary changes; and
- Selecting a change strategy based on the analysis in phases one and two, and a set of tactics and designing an action plan.

Also literature has shown that change causes stress. Restructuring through transformation raises several issues with the employees (unions). For instance, unions argue that restructuring involves:

- Retrenchment,
- Outsourcing, and
- Deployment.

In this way, employees (unions) perceive restructuring as a bad process and should be avoided at all costs.

The transformation of organisation through restructuring and rationalisation should be in line with the spirit and intention of labour legislation's like, Labour Relations Act; Act 66 of 1995. This is relevant when retrenchment is envisaged.

In Chapter 3 the following will be covered, literature study, empirical investigation that deals with questionnaire, structure and content of questionnaire, the interviews which deals with the structure of the interviews and content of interviews, covering letter, follow-ups, population and sampling, and technique used.

CHAPTER THREE

RESEARCH DESIGN

1 INTRODUCTION

According to Stone (1978), the design of the research generally follows a statement of a research problem, and the specification of one or more empirically testable hypotheses.

He therefore defined a research design as simply a plan for conducting research in such a way as to follow the results of a study to be interpreted with minimum degree of equivocality.

Sekaran (1992) states that, a research design involves a series of rational decision-making choices relating to

- Where the study will be conducted,
- The type of study it would be,
- The extent of researcher manipulates and controls,
- The duration of the study and the level at which the data will be analyzed
- As well as deciding what sample would be,
- How information will be collected,
- How variables will be measured and
- How will be analyzed to test the hypotheses

This chapter covers the methods of the study in examining the perception of employees on transformation, restructuring and rationalization of the provincial department of Roads and Public Works.

The following discussion attempts to address some of the above-mentioned issues relating to the research design. The discussion shall concentrate on literature study, empirical investigation, tools used to gather data sampling techniques used and description of the sample, data analysis and techniques used

2 POPULATIONS

The population included employees of the department of Roads and Public Works including: Senior Administrative Officers, Administrative Officers Assistant Directors, Deputy Directors, Directors, Chief Directors, Chief Engineers, Principal Engineers, Chief Technicians, Principal Technicians, Industrial Technicians and their equivalent.

Table 2.1 Population by Gender

AGE	MALE	FEMALE
20-40	1395	1159
40-60	876	797
60 and older	25	8
TOTAL	2296	1964

There are about 2296 males and 1964 females in the population of the Department of Roads and Public Roads. This is because the sum total is estimated to 4260.

Males as compared to dominant the population in the department to females. This is because the Department is primarily infrastructural and technical, and previously it was legislated that these categories of jobs were reserved for white males.

3 SAMPLE

According to Stone (1978), in order to carry an empirical research, it is imperative that a researcher determines the individual, groups, organization, events, that will be observed, interviewed, in “getting the facts” associated with the study.

Sekaran (1992:221) defines sampling as “the process of selecting a sufficient number of elements from the population, so that, by studying the sample, and understanding the properties of the sample subjects, one could be able to generalize the properties, or characteristics of the population”.

The purpose of statistical sampling as described by Maleske (1995) is to use data from the subset (sample) to make inferences (guesses) about the entire group (population). A major advantage of this kind of arrangement is its efficiency, for it permits inferences about relatively large groups without the need to measure every member of the population.

According to Huysamen (1996:3), a population is “the total collection of individuals about whom a researcher wishes to make some conclusions”. The population in this regard is all the employees in the Department of Roads and Public Works in the North West Province with its 5 Regions

The sample selected from the population in various Directorates. The population is represented in terms of rank, age and occupational group. The sample is representative in terms of gender, age, occupational class, qualification, and sections in directorates or equivalent and higher.

It also shows the distribution of the sample from the population of Roads and Buildings (Technical), Administration, Finance, Communication,

Roads, Community Based Public Works Program Human Resource Management and Maintenance units or directorates.

This is not the case in the Maintenance Directorate where the employees are skilled, semi skilled and unskilled with/out qualifications. Since the research is on the perceptions of employees on transformation, restructuring and rationalization, it is expected that perceptions will vary with sex and age.

A random sample of 100 people was drawn, taking into account the difference in age and sex in the different directorates. Since the proportions of the different strata within the sample must be the same as for the population, the size of each stratum must be calculated in proportion to the total population. The ratio of the population is calculated as follows:

$$f = \frac{(n) \text{ size of the sample}}{(N) \text{ size of the population}}$$

$$\frac{100}{4260} = 0.0234742$$

0,0234742 to obtain the corresponding category of the sample multiplies each category of the population. And the results are shown in Table 4.1 below

Table 3.1 Sample by Gender

AGE	MALE		FEMALE	
	Population	Sample	Population	Sample
20 – 40	200 x 0,0235 = 28.20		1005 x 0,0235 = 23.62	
40 – 60	089 x 0,0235 = 25.59		936 x 0,0235 = 21.99	
60 and older	0 x 0,0235 = 0.47		10 x 0,0235 = 0.235	
TOTAL	54.26		45.85	

The total number of male respondents is 54 whilst of female is 46 as calculated from the ration of the population. The participation of respondents is male dominated as this is influenced by the high percentage of males from the population

3.1. Sampling Design

Since the population of interest is usually so large that it is impossible to observe all of its members, a sample from the population is drawn. A sample is described as those subjects who are taken from the population that the study will be conducted. It is highly emphasized that the sample

should represent the rest of the population, which is drawn, so as to be able to generalize the results.

The idea of using a sample instead of the entire population is, studying a sample is less time consuming, as well as less costly. As a result, studying a sample rather than the entire population sometimes is said to be likely to lead to more reliable results, mostly because there will be less fatigue, and hence fewer errors in collecting data, especially when the elements involved are many in number.

A sample of 100 subjects was drawn from the population to constitute the study sample.

3.2 Sampling Techniques

The method that was used from the population is the stratified random sampling. This method is advantageous to all employees in the department as all categories of employees in terms of age, directorate, rank, and sex are represented from the population. This is for the reason that each and every directorate will have a respondent at every level in the sampling.

Out of a population of 4260, a sample of 100 was conveniently identified to participate in this study. This is stratified random sampling. With this sampling method, the population consists of definite strata each of which has been distinctively different but the unit within the stratum has been homogenous as possible have been chosen.

4 DATA COLLECTION

The empirical investigation to collect data embraced the development of a questionnaire, determination of a sample from the population, interviews and data analysis.

Sekaran (1992) defines a questionnaire as a preformulated written set of questions to which respondents record their answers, usually with rather closely defined alternatives. A questionnaire is an efficient data collection mechanism when the researcher knows exactly what is required and how to measure the variables of interest.

4.1 Questionnaire

The questionnaire is a very important and useful technique of obtaining data. The questionnaire was self-administered, which means respondents are requested to fill in the questionnaire without the help of an interviewer.

The questionnaire was developed and pre-tested. The purpose of the questionnaire was to gather information from members of senior

management, middle management and some employees about the effect of organizational transformation, restructuring and rationalization.

The questionnaire has semi structured, forced choice and rating scales questions. The three methods makes it easy for the respondents to answer. The other advantage is that respondents do not spend more time on a question.

Sekaran (1992) suggests that whenever available, it is advisable to use instruments that have already been developed and repeatedly used in published studies, rather than one developing one's instrument for one's study.

This is because the developers of these instruments have already established their psychometric properties like reliability and validity). According to Rosenberg and Daly (1993), for an instrument to be useful, it must be both reliable and valid.

- **Validity:** Validity is described as the capacity of an instrument to reflect accurately the variable under study.

Similarly, in the context of measuring instrument, validity is a measure of how capable an instrument is of measuring what is supposed to measure.

Thus, measuring instruments of this study will only be valid if items on the instruments permit an accurate determination on perceptions of employees.

- **Reliability:** According to Sekaran (1992), reliability tests how consistently a measuring instrument measures whatever concepts it is measuring. It is therefore, concerned with the stability and consistency of measurement.

In short, validity measures whether it is right concept that is being measured.

4.1.1 Structure and content of questionnaire

The questionnaire is attached as Annexure A and consisted of three parts, A, B and C. Part A was intended to gather the biographical data from the participants. Part B as aimed at determining the degree of organizational effectiveness and, procedures and processes used to communicate the process, after the department of Roads

and Public Works embarked on a general restructuring program.

4.1.2 Follow Ups

The participants were followed up telephonically and personally to remind them to complete the questionnaires. As they were to use their valuable time completing the questionnaire, they were not pressurized to do so. A considerate amount of time was given to participants before collecting questionnaires.

4.2 The interview

The interview process is a very important and useful technique of obtaining data. The interviews were arranged from the senior managers of the Department of Roads and Public Works.

The interviews for selected managers were conducted to obtain information in a face-to-face situation, and also to request relevant information. The process took an hour and half for each manager. The interviews allowed for a greater degree of verbal interaction between the interviewees (managers) and myself.

4.2.1 Structure and content of interviews

The questions of the interviews are per attached annexure B. The interview enabled me to draw out information, which was deeply hidden. The interview was particularly relevant as the matter was complex and has personal nature.

The interview questions were structured but the process was unstructured. This means that a series of questions to be asked were prepared in advance whereby the interviewers were allowed to use the discretion.

This means that the interviewers were allowed to depart from the set questions as well as their order of presentation as the question demand. The unstructured interviews have the following values:

- It allows flexibility in terms of obtaining information
- It allows for deep probing or exploratory as new ideas arise on the interview scene.
- It allows respondents to explain at length what they think or feel about certain things or situations.

- It is possible and even easier to get or draw information buried within the minds, attitudes or feelings of the respondents.
- Where interviews are semi structured and forced choice, it is possible to elicit information, which is easier to codify and analyze.
- Generally, the verbal interaction between the interview may raise other issues which may have been overlooked by the researcher, thus opening other areas needing exploration

4.2.3 Covering Letter (Annexure C)

A covering letter was attached to the questionnaire requesting the participants to participate in this study. The participants were assured that any information that they provide in the questionnaire will remain completely confidential and that their names will not be disclosed.

The respondents were not requested to sign or write their names on the questionnaire. Also the respondents were assured that questions in the questionnaire were intended for academic purpose only.

The total size of the sample is $54.26 + 45.74$ which equals 100 subjects.

5. STATISTICAL ANALYSIS OF DATA

Calculations based on sample data, for example, the average of a sample of scores are referred to as statistics. According to Sekaran (1992:2), the idea of conducting research is to seek scientific facts and answers to the research questions, which are on the researcher's mind, by analyzing the data gathered.

Data refers to the raw material that still needs interpretation. This material is gathered through questionnaires, interviews, unobtrusive methods, observations or secondary sources. By organizing the data, analyzing them, and making sense of the results, answers are found.

Quantitative data was analyzed manually using cross tabs, nonparametric correlations, *t*-test, frequency tables, graphs, Chi-Square test, Spearman's rho test and descriptive statistics.

Content analysis was done on qualitative data. Qualitative data have a greater depth of contents and normally gives a true story and reflection of peoples' perceptions, attitudes beliefs and experiences.

5.1 Descriptive Statistics

According to Maleske (1995), descriptive statistics is used when the purpose is to describe and summarise a set of data, obtained from a group of individuals. There are three types of descriptive statistics; frequencies, measures of central tendency, and measures of dispersion.

5.1.1 Frequencies

Frequencies refer to the number of times various sub-categories of a certain phenomenon occur, from which the percentage of the occurrence of the sub-categories can be easily calculated (1992).

5.2 Inferential Statistics

Inferential Statistics are used to infer the results obtained from the sample to that of the population. According to Sekaran (1992), inferential statistics determine the relationship between two variables, differences in a variable among different sub-groups, how several independent variables might explain the dependent variable.

5.2.1 Pearson Product Mean Correlation

According to Huysamen (1990), Pearson Correlation provides an objective measure of the direction and strength of the relationship between two variables as reflected in their bivariate frequency distribution.

Maleske (1995) defines Pearson r , as a summary statistic that gives a researcher an idea of the relative variation of two variables in a sample. A positive Pearson r -value indicates a direct correlation. This means, the measurement varies systematically, in such a way that high values of one variable, tend to occur together with high values of the other variable.

Likewise, low values of one variable; tend to occur together with low values on the other variable. A negative Pearson r value indicates an inverse correlation. This means, high values of one variable, tend to occur with low values on the other variable. So, when calculating Pearson r , one is actually trying to find the degree of correlation between two measured variables.

Sekaran (1992) suggests, correlations could range between -1 and $+1$. A Pearson Correlation Matrix can also be used to indicate the significance of the bivariate relationships. In social science research, the acceptable significant level is when p is less than 0.05

($p < 0.05$). “This indicates that 95 times out of 100, we can be sure that there is a true or significant correlation between two variables, and there is only a 5% chance that the relationship does not exist” (Sekaran, 1992:265).

5.2.2 t-Test

Sometimes the researcher might be interested in knowing whether two groups are different from each other on a particular variable of interest (Sekaran 1992). For example, would women perceive restructuring and rationalization different from men?

According to Sekaran (1992), the t- Test takes into consideration the means and the standard deviations of the two groups on the variable, and examines if the numerical difference in the means is significantly from zero as postulated by the null hypotheses.

5.2.3 Analysis of Variance (ANOVA)

According to Maleske (1995), the analysis of variance (ANOVA) also known as the F- test, is used instead of a t- Test when more than two experimental conditions are involved and in other circumstances specified in the decision tree.

Chapter 4 will be the summary on how the collected data will be rearranged for presentation, analysis and interpretation. The tables and figures will be used to present data. Every hypothesis and objectives will be revisited so as to explain unusual findings.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter reports on the results of the empirical investigation conducted to examine transformation, restructuring and rationalization process at the Department of Roads and Public Works, in the Province of North West as well as the views of the respondents with regard to the process, the efficiency and effectiveness of the transformation and restructuring process.

The transformation, restructuring and rationalization of the Department of Roads and Public Works commenced with the historical background, followed by the scope of transformation, restructuring and rationalization, principles underlying transformation, restructuring and rationalization, and the guidelines for responsible transformation and restructuring.

This chapter deals with data analysis and interpretation of the empirical investigations conducted in chapter 3. The data analysis and interpretation are based upon the following tables (table 4.2 – 4.7) and interviews conducted with senior managers of the Department of Roads and Public Works.

4.2 GENDER OF RESPONDENTS

The questionnaires were distributed to the respondents consisting of males and females in different directorates and of different occupational ranks. The table below shows the number and percentages of questionnaires returned in terms of gender.

One hundred questionnaires were distributed of which 84 were returned as per gender indicated in the following table 4.2. This means that 84 percent responded of which 60 percent females and 40 percent males.

Table 4.2 Gender of the respondents

GENDER OF THE RESPONDENTS	NUMBER OF RESPONDENTS	PERCENTAGE %
Male	34	40
Female	50	60
TOTAL	84	100

4.3 AGE

The respondents were divided according to their age category .The age categories were responses from all the directorates in the Department. It is appreciated that other directorates do not have a certain age category in large numbers as compared to the other directorates. Nevetherless, the age categories represent the whole sample selected in the Department in Head Office only.

Table 4.3 Age of respondents

AGE CATEGORY	NUMBER OF RESPONDENTS	PERCENTAGES %
16-21	0	0
21-25	4	5
26-30	8	10
31-40	34	40
41-50	25	30
51-60	11	13
61 and over	2	2
TOTAL	84	100

Respondents between 31-40 years responded in large numbers (40%.)

They were followed by employees in the category of 41-50 at about 30 percent those in the categories of 21-25 and 61 and over responded in low numbers that is 5 percent and 2 percent respectively.

The 2 percent response from the age category of 61 and over could be the reason of voluntary severance packages of 1994

4.4 HIGHEST QUALIFICATION OBTAINED

The Table below shows the highest level of qualification obtained by the respondents from the sample selected. The qualification ranged from standard eight to post graduate degree level, and table 4.4 outlines the number and percentages of respondents.

Table 4.4 Highest qualifications obtained in numbers in percentages

QUALIFICATION	NUMBER OF RESPONDENTS	PERCENTAGE %
Standard 8- 10	8	10
Diploma	25	30
Degree	17	20
Post Graduate Degree	8	10
Other and specify	25	30
TOTAL	84	100

The table above shows that most of the respondents of Diploma qualification and others that were not specified are in large percentages of 30 percent. Respondents with degree qualifications are at 20 percent followed by postgraduate degree of 10 percent. The sum total of degrees and post graduation qualification is 30 percent, which is a quite high percent of employees with a university education.

This means that the Department is promoting and implementing the Skills Development Act for empowering and skilling their employees through exposure to higher learning institutions.

About 60 percent of its labor force has university qualification, meaning that the Skills Development Levies Act is a priority to the Department to ensure that capacity and empowerment is achieved.

The Department of Roads and Public Works is committed to Training, Education and Development Program for both service delivery and its employees.

4.5 RESPONDENTS PER DIRECTORATE

The respondents were selected from the eight directorates in Department of Roads and Public Works. Although the respondents were randomly selected, other directorates do have administrative occupational classes than the others, for example, Finance, Communications, Human Resource Management, and Administrations.

The other directorates are technically inclined, like Community Based Public Works Program, Buildings and Roads. The questionnaires were distributed to fifteen (15) respondents per directorate, as outlined in the below table 4.5

Table 4.5.1 Respondents per directorate in numbers and percentages

DIRECTORATE	NUMBER OF RESPONDENTS	PERCENTAGES %
FINANCE	8	10
COMMUNICATIONS	11	13
HUMAN RESOURCE MANAGEMENT	15	18
COMMUNITY BASED PUBLIC WORKS PROGRAMME	7	8
BUILDINGS	12	14
ROADS	10	12
ADMINISTRATIONS	13	15

ASSET AND PROPERTY MANAGEMENT	8	10
TOTAL	84	100%

In Chapter 3 I indicated that I patiently followed the respondents personally and also telephonically about the return of questionnaires. I could only receive the questionnaires as indicated above from the various directorates.

Other respondents indicated that questionnaires got lost and others showed lack of interest in the study, nevertheless, 84 percent is an excellent response rate.

4.6 JOB TITLE IN NUMBERS AND PERCENTAGES

The table shows the respondents in terms of their occupational classes from the different directorates in the Department. All the occupational classes were selected from the sample

Table 4.6.1 Job Title of respondents

JOB TITLE	NUMBER OF RESPONDENTS	PERCENTAGES %
SECRETARIAL	8	10
ADMINISTRATIVE	39	46
TECHNICAL	13	15
ASSISTANT DIRECTORS	10	12
HEAD OF DIVISION	10	12
OTHERS, PLEASE SPECIFY	4	5
TOTAL	84	100

The majority of the respondents are administrative, and this about 46 percent, followed by technical inclined of about 15 percent. The least category of respondents is from the skilled workers of about 9 percent. The great number of administrative arises from the administration that is being performed in all the directorates.

Again, this does not mean that the department is not technical inclined. This is because that other technical inclined employees fall within the categories of Assistant Directors and Head of Divisions, and in others, which were specific, as equivalent to technicians or assistant directors

4.7 LENGTH OF SERVICE OF RESPONDENTS

The table below shows the length of service the respondents held in the Department of Roads and Public Works. The length of service varies from 5 to 20 years for employees of the Department of Roads and Public Works.

Table 4.7.1 Length of service of the respondents

LENGTH OF SERVICE	NUMBER OF RESPONDENTS	PERCENTAGE %
Less than 5 years	19	22
6-10 Years	37	44
11-15 years	18	20
16-20 Years	12	14
TOTAL	84	100%

Only 22 percent of the respondents have less than five years of service. This implies that there are very few new employees at the department of Roads and Public Works. The majority (78%) of the respondents has more than five- (5) years service with the department of Roads and Public Works.

This indicates the stability of employment in this Department. Nonetheless, this can also be problematic for change management more especially when employees feel that change can be threat to them. The 64 percent of 54 respondents from the sample of 100 employees of between 6 and 15 years show loyalty, organizational commitment and job satisfaction

It is notable that respondents of between 16-20 years service are of about 14 percent from the sample. This indicates that the Department does not have a lot number of experienced employees in their employ. The reason could be attributed to the Voluntary Severance Packages initiated by government during 1994 to 1996.

This shows that a lot of employees took severance packages during the inception of transformation, restructuring and rationalization of the Department.

4.8 PROBLEMS ENCOUNTERED DURING TRANSFORMATION, RESTRUCTURING AND RATIONALIZATION

The transformation, restructuring and rationalization of Department of Roads and Public Works was good effort in line with the spirit of giving service to the people very efficiently and effectively, with constraints of

resources available. Nevertheless, there were few challenges that the department was faced with in implementing the process.

The table below shows how the respondents perceived the intention of the process of transforming, restructuring and rationalizing the department. Generally, in any process there will be people who support the intentions and those who do not understand and resist the process

One of the specific objectives of the study was to determine problems encountered during the process of restructuring. Table 4.8 provides the problems encountered by the respondents during the unfolding of the process.

The majority-identified problems pertaining to brain drainage, failure by the process to address most of institutional problems, voluntary severance packages, lack of proper communication and planning. These and other related problems demonstrated that the principles of transformation of Public Service were not adhered to.

Table 4.8.1 Problems encountered because of transformation, restructuring and rationalization

PROBLEMS ENCOUNTERED BECAUSE OF TRANSFORMATION, RESTRUCTURING AND RATIONALIZATION	YES %	NO%	GENERAL REMARKS
Caused brain drainage	68.8	31.2	The process caused brain drain
Did not address all institutional problems	83.1	16.9	The process did not address institutional problems
A proper retrenchment procedure was followed	33.9	66.1	The retrenchment procedure was not followed
There was retrenchment policy	45	55	There was no retrenchment policy
There was proper consultation	35	65	There was no proper consultation
The implementation of Affirmative Action was hampered	53.8	46.2	The implementation of Affirmative Action was hampered
Outsourcing contributed to retrenchments	60	40	Outsourcing contributed to retrenchment

Outsourcing contributed to poor service delivery	46.1	53.9	Outsourcing contributed to poor service delivery
Outsourcing was initiated by lack of skills in special areas	55.2	44.8	Outsourcing was initiated by lack of skills
Voluntary Severance Packages were not properly planned	77.8	22.2	Voluntary Severance Packages were not properly planned
Employees who opted for Voluntary Severance Packages did not receive counseling	83.6	16.4	Employees who opted for Voluntary Severance Packages did not receive counseling
Morale and motivation of employees decreased	78.4	21.6	Morale and motivation of employees decreased
There have been meetings and workshops to communicate the process to employees	60	40	There have been meetings and workshops to communicate the process to employees
Employees do approve of the process	61.3	38.8	Employees do approve of the process

Amongst other things the perceptions of employees on the process of restructuring, rationalization and transformation indicate a number of concerns because of lack of proper planning and proper implementation of relevant labor legislation. As it can be inferred from Chapter 3 and Chapter 1, the hypotheses need to be tested.

5 HYPOTHESES TESTING

The testing of the hypotheses is based on inferred from Chapter 3 which was based on descriptive statistics (Frequencies and graphs) and inferential (chi-square Test, Spearman's rho Test and t-Test). Hypotheses testing help statistical techniques to validate the significant differences between or among variables. This means that to check if in reality there is likelihood of different opinion.

The correlation analysis was conducted to find a measure of association between two random variables. In this instance, the correlation coefficient was used to measure the strength of a linear association between two variables. Correlation analysis is used to describe the degree of strength by

which one variable is linearly related to another. This measure is based on a scale between -1 and +1 (Willemse, 1994:188).

For example if the probability value (P value) $< 0,05$ then the two categories are not independent, meaning they are related (Wegner, 1993:312). If $P > 0,05$ which is the level of significance; the two categories are independent, meaning they are not related. Like the opinion on restructuring is not dependent on gender. Therefore the P value explains the overall opinion on the relationship between gender and restructuring (Berenson & Levine, 1996:714).

5.1 Hypothesis 1

The hypothesis that the process of transformation, restructuring and rationalization causes a high rate of brain drainage in the public service has been confirmed by the result of the study. The results of the chi-square Tests as depicted in Table 5.1.1 indicate the relationships between transformation, restructuring and rationalization, and brain drain is positive.

Chi-square

	Value	df	2Asymp.	2Exact	1Exact
Pearson Chi-Square	1.407 ^b	1	.236		
Continuity Correction ^a	.872	1	.350		
Likelihood	1.439		.230	.315	.176
Fisher's Exact Test		1	.239		
Linear-by-Association	1.388				
N of Valid Cases	77				

a. . Computed only for a 2X2 table

b. 0 cells (.0%) have expected count less than 5. The minimum

The correlation is 0,236 according to Pearson's Correlation Coefficient as shown in Table 5.1.1. In this case P-value is large than 0.05 ($p > 0,05$) which indicates that it can be seen as statistically significant.

This result supports the following studies: Adapting to change is a matter of attitudes and adjusting established value to new situations. Most changes involve some type of loss, but they can also offer new opportunities.

Breedt and Reece (1994:379-80) assert that many people lose sight of their basic value. When people are confronted with sudden changes they make decisions on impulse yet values can act as guidelines for dealing with change.

5.2 Hypothesis 2

The hypothesis that the process of transformation, restructuring and rationalization has solved all the institutional problems was not supported by the study.

The Chi-square Tests shows the positive relationships between transformation, restructuring and rationalization, and institutional problems

Table 5.2.1 Transformation, Restructuring and Rationalization has solved all institutional problems

Chi-Square Tests					
	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	1.659 ^b	1	.198		
Continuity Correction ^a	.953	1	.329		
Likelihood Ratio	1.761	1	.184		
Fisher's Exact Test				.231	.165
Linear-by-Linear Association	1.638	1	.201		
N of Valid Cases	77				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 5.06.

The correlation of 0,198 is acceptable according to Pearson chi-square shown in Table5.2.1. The result therefore nullifies the null hypothesis that there will be no significant difference.

The above hypothesis is confirmed to certain extend by the results of Chi-Square Tests done to determine whether the process of transformation, restructuring and rationalization has not solved institutional problems.

The results of the Chi-square test as depicted in Table 5.2.2 indicate that transformation, restructuring and rationalization has solved other institutional problems but not all of them. For example the P value (2 tailed) for the quality of service had improved after the process is 0.048 and that the service did not improve is 0.047.

The P value is 0.05 meaning that the variables are independent, they are not related.

Furthermore, during the process of transformation, restructuring and rationalizing the Department of Roads and Public Works, other employees were deployed to other sections and this resolved some of the institutional problems. The Chi-Square Tests done confirms this as the P values were greater than 0.05 for the respondents who agreed and disagreed (P values are 0.059 and 0.063 respectively).

Contrary to the above institutional problems that were not solved by the process, after the implementation of Affirmative Action service delivery improved as this is confirmed by the Chi-Square Tests conducted in Table 5.2.2

The results show a significant relationship between implementation of Affirmative Action and improvement on service delivery as results of transforming, restructuring and rationalizing the institution. ($P > 0.05$, the tests show values of 0.218 and 0.219 for respondents who agreed and disagreed respectively).

Because of brain drain, high costs were incurred in terms of training and developing the new staff members that replaced old staff. Restructuring did not address all institutional problems; 83,1 percent of the respondents revealed that the process of restructuring did not address all institutional problems (Table 4.8.1).

The rationale of this hypothesis is based on Cheminais et al (1998:221) findings that organizational development is to increase an institution's effectiveness through planned intervention. The findings indicate that organizational development does not increase the institution's efficiency but its effectiveness.

5.3 Hypothesis 3

The hypothesis that the process of transformation, restructuring and rationalization hampered the implementation of Affirmation Action Program did receive support from the study.

The correlation is 0.488 as indicated by the Pearson chi-square shown in Table 5.3.1. The Annexure "D" confirms this whereby the inequality between race and gender exists in the managerial position.

Table 5.3.1 Transformation, Restructuring and Rationalization has hampered the implementation of Affirmative Action.

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.576 ^b	1	.448		
Continuity Correction ^a	.275	1	.600		
Likelihood Ratio	.576	1	.448		
Fisher's Exact Test				.488	.300
Linear-by-Linear Association	.569	1	.451		
N of Valid Cases	78				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 13.38.

About 54 percent of respondents affirmed that the process hampered the process of Affirmative Action implementation (Table 4.8.1) This could be the reason as why the target as per Employment Equity Act have not being achieved in terms of previously disadvantaged particularly women at high echelon of management in the Department.

This result therefore negate the objectives of Employment Equity Act of enhancing the capacity of the historically disadvantaged through the development and implementation of practical measures that support their advancement within the Public Service.

5.4 Hypothesis 4

The hypothesis that outsourcing of other functions contributed to retrenchment of other employees is shown by the correlation of 0.0280, which confirms the relations between the two variables.

60% of employees confirm that outsourcing contributed to the retrenchment of other employees The Department has not yet embarked on outsourcing the services on full scale

Table 5.4.1 Transformation, Restructuring and Rationalization has contributed to retrenchment of other employees.

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	1.688 ^b	1	.194		
Continuity Correction ^a	1.058	1	.304		
Likelihood Ratio	1.731	1	.188		
Fisher's Exact Test				.280	.152
Linear-by-Linear Association	1.662	1	.197		
N of Valid Cases	65				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 8.40.

The following studies do not support the hypothesis: Brynard (1996:224) states that the concept of transformation, restructuring and rationalization is not the same as that of retrenchment and is not the intention of government to retrench employees. As he contends, the intention is to reform focusing on optimization of government efficiency and effectiveness

5.5 Hypothesis 5

The hypothesis that outsourcing was necessitated by lack of experience and skills in other business environments is confirmed by the study.

The Chi-square Tests results have shown the correlation of 1,000 and 0.0640, meaning that transformation, restructuring and rationalization of the Department of Roads and Public Works, and outsourcing due to lack of experience and skills are independent.

Table 5.5.1 Lack of skills and experience in other Business Units necessitated outsourcing of other functions

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.002 ^b	1	.964		
Continuity Correction ^a	.000	1	1.000		
Likelihood Ratio	.002	1	.964		
Fisher's Exact Test				1.000	.582
Linear-by-Linear Association	.002	1	.964		
N of Valid Cases	67				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 12.09.

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	3.839 ^b	1	.050		
Continuity Correction ^a	2.864	1	.091		
Likelihood Ratio	4.015	1	.045		
Fisher's Exact Test				.064	.043
Linear-by-Linear Association	3.781	1	.052		
N of Valid Cases	66				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 8.67.

This is because there is no significant relationship between the variables as the P values are greater than 0.05 as shown by Table 5.5 1 above.

Despite that there was no full-scale outsourcing of functions, respondents could say outsourcing was initiated by lack of experience in other business units. About 55.2 percent of respondents agreed. (Table 4.8.1).

5.6 Hypothesis 6

The hypothesis those employees who opted for Voluntary Severance Packages did not receive counseling training and financial management skills, was supported by this study.

The Chi-square Correlation Coefficients are 1,000 and 0.339 for the lack of training and education on financial management, and counseling provided for those who opted for severance packages respectively.

Table 5.6.1 Employees who opted for voluntary severance packages did not receive counseling, training and financial skills

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.066 ^b	1	.797		
Continuity Correction ^a	.000	1	1.000		
Likelihood Ratio	.066	1	.797		
Fisher's Exact Test				1.000	.517
Linear-by-Linear Association	.065	1	.799		
N of Valid Cases	72				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 6.44.

The table 4.8.1.shows that 77,8 percent of respondents confirmed that there was no training and financial management. And Table4.8.1.shows 83,6 percent of respondents indicating that employees were not offered any counseling prior to leave the public service.

The voluntary severance packages were introduced without being work-shopped about the consequences and without any counseling sessions offered to them in order to prepare themselves for the new life style they will be faced with.

This hypothesis has been supported by the study conducted by Cheminais.et.al. (1998:211-12). They assert that conducting an organizational analysis includes an analysis of the current situation and identification of problems and their possible causes

They assert that the analysis should include the nature and extent of problems could be caused and how training and development can address them. They contend that the choice of a strategy depends on the previous analyses, and the analysis includes tactics to establish interaction between individuals and groups. Furthermore, the process implemented needs to be monitored. Cheminais.et.al (1998:211-12) indicate that only by constantly monitoring the process can managers identify and address unexpected events.

5.7 Hypothesis 7

The hypothesis that morale and motivation of employees decreased during the introduction of transforming, restructuring and rationalizing the Department has been demonstrated by the result of study

In this case the P value is large than 0.05 ($p > 0.05$) which indicates that it can be seen as statistically significant. This is shown by the Chi-square Correlation Coefficient of 1.000 in Table 5.7.1 below

Table 5.7.1 Morale and motivation of employees decreased during the introduction of transformation, restructuring and rationalization of the Department of Roads and Public Works

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.078 ^b	1	.780		
Continuity Correction ^a	.000	1	1.000		
Likelihood Ratio	.079	1	.779		
Fisher's Exact Test				1.000	.507
Linear-by-Linear Association	.077	1	.781		
N of Valid Cases	74				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 6.49.

In conclusion, employees experience a decrease in morale and motivation when transformation, restructuring and rationalization are introduced and implemented in the institution.

This is true, as employees' service delivery lowered and stresses level increased as from 1995 to 1998. This was created by fear and uncertainty of the outcome of the process of transforming, restructuring and rationalizing the public service.

This is confirmed by 78 percent of respondents who supported this notion as depicted by Table 4.8.1. The correlation is 1,000 which is an indication that the two variables are related.

The studies conducted by Luthans (1997:565) and, Kreitner and Kinicki (1998:623) support the hypothesis: Organizational Development attempts to provide opportunities to be human. It also helps to provide opportunities to increase awareness, participation and influence before the introduction and implementation of the process as this can help to manage and accept change.

Organizational Development also involves profound change. This is because change agents using organizational development generally desire deep and long lasting improvement. This means that there should be a fundamental cultural change.

5.8 Hypothesis 8

Hypothesis that employees have been informed about the envisaged change has been confirmed by the result of the study.

This is confirmed by the correlation of 0.633 of TABLE 5.8.1 below through the results obtained by Chi-square Tests

Table 5.8.1 Communication to employees about the envisaged process of transformation, restructuring and rationalization

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.449 ^b	1	.503		
Continuity Correction ^a	.186	1	.667		
Likelihood Ratio	.451	1	.502		
Fisher's Exact Test				.633	.334
Linear-by-Linear Association	.443	1	.506		
N of Valid Cases	75				

a. Computed only for a 2x2 table

b. 0 cells (.0%) have expected count less than 5. The minimum expected count is 12.40.

The correlation of 0.633 is acceptable according to Chi-square Correlation Coefficient as the result nullifies the hypothesis that there will be no significant statistical difference.

The communication process has informed employees properly, as this is indicated by 60 percent of respondents. Despite that information has been coming their way; they were traumatized by fear of the unknown and resistance to accept change.

This has been confirmed by the studies of Mbigi (1997:57) and Gilbreath (1991:157-8): Resistance to change is manifested by fears created by personal security, either physical or psychological. Also the fear of the unknown is a common reaction to the new situations.

6. INTERVIEWS

The management of the Department of Roads and Public Works were interviewed basically on the questions reflected in the questionnaires. This was to validate the responses and to check the reliability of the research design.

The interviews were unstructured. This means that a series of questions to be asked were prepared in advance whereby the researcher is allowed to use this discretion.

The unstructured interviews also allow the interviewer to depart from the set questions as well their order of presentation as the situation may demand. The unstructured interviews have the following advantages.

- It allows flexibility in terms of obtaining information,
- It allows for deep probing or exploration as new issues arise on the interview scene,
- It allows respondents to explain at length what they think or feel about certain things or situation
- It is possible and even easier to get or draw information buried within the minds, attitudes or feelings of the respondents.

I conducted interviews with some of the managers as this allows the researcher to obtain information in a face-to-face situation. The interview allows for greater degree of verbal interaction between interviewer and interviewee.

The interview enables the interviewer to draw information, which may be deeply hidden. This is particularly relevant in situations where issues are very complex and matters are of personal nature.

The topic of my research and investigation was introduced to the managers being interviewed. The managers were assured that the interviews would be conducted under anonymity.

That is the name of the participant/interviewee will be omitted and responses be respected as such. Also, confidentiality will be adhered to, that is data will be used for academic purposes and no other person will have access to the interview data.

The respondents were assured that information given would be treated confidentially.

The managers that were selected are from the following directorates.

- Chief Directorate : Corporate Service
- Chief Directorate : Finance.
- Directorate : Finance
- Directorate : Roads
- Directorate : Buildings
- Directorate : Asset and Property.

The first three managers were interviewed, and other managers could not make themselves available for different reasons. For instance the Director for Roads was preparing to leave the organization

The sets of questions were prepared in advance but there was flexibility in terms of making the questions unstructured so that more information should be drawn from the respondents in explaining and describing the events and occurrences.

The managers were interviewed individually but their responses will be indicated collectively under one question, as the questions were the same.

Amongst other issues the discussions and responses from managers were based from the following unstructured, open-ended questions:

6.1 What are the objectives of Transformation, Restructuring and Rationalization of Public Service?

- To reengineer Public Service Delivery Machinery through mainstreaming experience and skills available.
- To align the budget with service delivery and to build infrastructure different from the apartheid era.
- To effect training and development of employees through Skills Development Act and preparation for Small Micro and Medium Enterprise
- To outsource other functions after re-skilling and retraining for Black Economic Empowerment.
- To streamline functions and budget through a lean structure.
- To address the imbalances of the past regime through the implementation of Employment Equity Act, as management was male and Afrikaner.
- Democracy came up after apartheid, and policies and strategies for the new government. This helps to do things in line with the new mind to better the life of the people and to address the plight of the majority.

6.2 Do you in general term approve of the process?

- The managers approve of and support the process, as this involves employees in decision- making process of government as compared to government prior 1994.
- Service delivery is very crucial, and this should go to the people, as this is the initiative of government.
- Resolution number 7 of 2002 (Transforming and Restructuring Public Service) is a must and has time frame to attain the goals of government.
- Resolution 7 has specific guidelines in terms of redeployment and retrenchment, but the Department is customizing it.
- Restructuring is important as Public Service has been inherited from Transkei, Bophuthatswana, Venda and Ciskei (TBVC) States, therefore trimming and alignment is done in accordance with regulations and legislation.
- Restructuring also deals with Skills Development Plans and Human Resource Development Strategy to address the identified problems above
- Transformation should be taken as a process, nevertheless there should be time-frame as a measure of progress for target set.

6.3 What is the rate of brain drain caused by transformation, restructuring and rationalization

- There has been brain drain on a small scale as people exit the Department because of competition in the Private Sector, and this creates expertise outside Public Sector.
- The professional people who left the country were very few but few skillful whites remained as the majority took the voluntary severance package because of fear.
- This is because the severance packages were not planned for and regulated in 1994, and as result government service experienced labor force reduction of experienced, skillful and productive employees.
- The Wage Bill was not addressed by this and the exit of skilled people

6.4 How did the process affect Service Delivery and the impact on brain drain?

- The mode of government in providing service to the communities changed for the better as service is now taken to the communities.

- This transformation and restructuring of government departments helps to push back the frontiers of poverty in Black majority
- The process of transforming and restructuring the Department helps to implement the plans that should be aligned to the skills and strategy of the Department.
- The process of transforming and restructuring the Department was to align the responsibilities and mandates of client departments like Health and Education, so as to implement Integrated Plans so as to reduce duplication.
- Because of the process, it is acknowledged that there were setbacks but no major effect.
- In any process, there will be always casualty, especially knowledgeable and experienced and skillful exited the Department.
- Change brings about a brain drain and service delivery also suffers.
- There should be retraining and this should be taken as a process as the skillful and experienced employees had exited the employ.
- Training and Development had to start to develop and empower the previously disadvantaged because the South African labor market had an imbalance of skillful people, and the process stalled service delivery, which is a short term suffering for service delivery.

6.5 What are the intentions of Resolution 7 of 2002 and are employees aware of its existence and implications?

- Yes. The employees are informed and the Resolution was discussed fully at Departmental Management Committee and this paved the way for the establishment of departmental Task Team, which is representative of Management and Unions.
- The intention and decisions in the implementation of the Resolution is to involve both management and unions.
- There were perceptions amongst employees that excess means retrenchment as the information was given out to employees to the advantage of personal gain as management detected an element of hidden agendas.
- This could be the misreading and misinterpretation of the objectives and intentions of the Resolution by union members, as this created fear and uncertainty amongst the employees.
- The Resolution could have been translated into Setswana and Afrikaans because about 50 percent of the staff members are illiterate, as this would make information easily accessible and understood

- The intentions are to redeploy and place employees correctly,
- This means that the Resolution intends to place people in the organization (Department) and matching their jobs with their relevant skills, which are not properly utilized.

6.6 Who was responsible to communicate the envisaged change by Resolution 7 to employees and how were the feelings?

All managers and supervisors had to arrange meetings in their sections and directorates to take the process forward.

Human Resource Management Directorate with labor movements have agreed on five (5) is to five (5) representations in the Departmental Task Team (DTT) to take the process forward.

The employees received information with mixed feelings and as result the reactions were different

6.7 What is the composition of Departmental Task Team?

- The composition of the DTT is from both management and unions on equal representation of five (5).
- The Chairperson and the vice chair are union member and Deputy Director Human Resources Management respectively.
- Both the chairperson and vice chair are members of the Inter Departmental Task Team where the Department is represented in terms of decisions taken in the Province about redeployment of excess or shortage of staff in government departments in the North West Province.

6.8 Are there any plans for retrenchment or redeployment so far?

- No. The Resolution is very clear in terms of guidelines for redeployment, but there is a process of developing the departmental policy to sustain the process.

6.9 Which functions/services have been outsourced from the Department?

- There are not many services outsourced today, other than the security services.
- The gardening, cleaning and other divisions in Roads Directorate (Road Workers Aid), which are not core functions of the Department, do not have upward mobility in their ages of between 50 and over. Employees of 50 years and over have been in the Roads Directorate as Road Workers Aids for quite number of years and the government has inherited the structures from the previous government.

- The intention and objectives of the Skills Development Act should be part of the outsourcing program to empower and build capacity around the establishment of Small, Micro and Medium Enterprise (SMME's).

6.10 How will outsourcing affect service delivery and how will it contribute in costs reduction?

- Outsourcing will contribute to efficient and effective service delivery
- There will be turnaround strategy so as to have value for the money
- There are no estimates in terms of savings for outsourcing the functions, as the process has not yet started.
- If it happens that the Department takes a decision on which functions to be outsourced, there will be creation of jobs and service outside public service.
- The costs reduction will be minimal as there will be increase in professional services fees.

6.11 The implementation of Affirmative Action Program and status of Employment Equity Plan is parallel processes to the process of Transforming, Restructuring and Rationalizing department and the goals of the former processes are not achieved." What are the comments?

- Affirmative Action Program and Employment Equity Plan are in place
- The program and plan are not in good place because of redeployment, resignations, deaths and transfers within the Department
- The Employment Equity Plan do not show clearly the demographics of the Department as the staff component in Potchefstroom Regional Office is still predominantly white whilst in Garankuwa Regional Office is the opposite of what is in Potchefstroom.
- At the Executive Management and extended Executive Management Committees, the Department is still experiencing gender and race inequality. ANNEXURE "D" (Management Committees)

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7. Summary

This chapter provided analysis and interpretation of data collected from the staff members about the problems encountered during the process of

transformation, restructuring and rationalization of the department of Roads and Public Works functions and/or administration.

The analysis and interpretations were based on the observations of the responses and interviews conducted with some selected managers of the Department of Roads and Public Works. The problems encountered are listed and explained accordingly. The techniques used to analyze data was more primarily the Pearson Chi-Square tests

The chi-square statistics is a statistical measure, which is used to test hypothesis on patterns of outcomes of a random variable in a population. In Chi-Square tests, the emphasis is on establishing whether a random variable follows certain patterns of outcomes in the population.

There are three areas in inferential statistics in which the chi-square test for significance is commonly applied, and they are:

- Tests for independence of association,
- Tests for equality of proportions in more than two populations, and
- Goodness-of-fit tests

The data required for all three-test situations is frequency counts. The chi-square statistics tests the null hypothesis by comparing a set of observed frequencies, which are based on sample findings, to a set of expected frequencies, which describe the null situation.

The Chi-square statistics measure the extent to which the observed and expected frequencies differ. If this measure of difference is small, then the null hypothesis is accepted.

Conversely, large differences will result in the null hypothesis being rejected (Wegner, 1993:248).

According to Willemse (1994:159) the Chi-Square distribution is a probability distribution, which enables the testing of hypothesis concerning more than two distributions. The Chi-Square test could be used to:

- Test for the independence of variables, and
- Test to determine whether a group of data assumed to be describable by a specific distribution, does in fact conform to that pattern.

Willemse (1993:159) indicate that the major characteristics of chi-square test as,

- There is no assumption of normality and it can be applied more generally
- Chi-square test may be utilised under conditions with a relatively small sample size
- This distribution varies according to the number of degrees of freedom. For each number of degrees there is a particular distribution.

Cooper and Schindler (1998:482) say, probably the most widely used nonparametric test of significance is the chi-square test. It is particularly useful in tests involving nominal data but can be used for higher scales.

Typical are cases where persons, events or objects are grouped into two or more nominal categories such as “yes”-“no”, “favour-undecided-against” or class “A, B, C or D”.

Using this technique, we test for significant differences between the observed distributions of data among categories and the expected distribution based on the hypothesis. Chi-square is useful in cases of one sample analysis, two independent samples, or K independent samples. It must be calculated with actual counts rather than percentages.

More some problems encountered during the process of transforming, restructuring and rationalizing the Department of Roads and Public Works were not what is happening in the Department. For instances their correlation between retrenchment and the process.

Seemingly there was confusion between severance packages and retrenchment, as initially proper communication was not coming forth to the employees when change started to happen in Public Service at the beginning of 1994.

For instance, managers indicated that outsourcing of functions has not been conducted as discussions and negotiations are still going on as to what functions should be taken out of the mandate of the Department

This chapter revised the hypothesis and objectives of the study to establish whether they confirm or contradict existing theories.

The chapter that follows will evidence from the empirical findings as well as information from the literature review, and make conclusions and recommendations.

CHAPTER FIVE

FINDINGS, RECOMMENDATIONS AND CONCLUSION

1 INTRODUCTION

The chapter presents a summary of the study on transformation, restructuring and rationalization of the functions at the department of Roads and Public Works. The findings of the study are also outlined as well as the recommendations as to how the transformation process of restructuring and rationalization of the functions should be conducted.

Researchers concerned psychosocial rather than physical and chemical work life issues have to translate their results into recommendations for practical measure. The recommendations are based on the conclusions drawn from the results in the preceding chapter. The recommendations however, are presented in the form of suggestions.

2 FINDINGS OF THE STUDY

The findings revealed that during the process of transformation, restructuring and rationalization at the department of Roads and Public Works the majority of the respondents identified the problems pertaining to lack of consultation, lack of proper communication and lack of integrated planning and others as their problems.

These problems demonstrated that the procedures and principles underlying the transformation and restructuring of the department of Transport, Public Works and Roads were not adhered to.

2.1 Lack of Consultation: The majority of the respondents (65 %) have experienced the problem of not being consulted prior to the beginning of the process of transformation, restructuring and rationalization of the activities in the department.

They had to assimilate information that has been communicated by the top management. The information was not fully communicated down the levels, which makes it difficult for other employees to understand or know what was expected from them.

2.2 Poor Communication: Some of the respondents (40 %) were not satisfied with the type of communication used to update them about the process as the information became distorted along the lines of communication.

In this way, some respondents were misinformed since they got third hand information from their fellow employees who had attended Department Bargaining Council meetings.

This brought about uncertainty, lack of trust and low morale among employees, particularly the technical and support staff.

More over, the issue of voluntary severance packages and retrenchment was not clear to employees as the two issues were confused to be one process. Also when the services of security services were outsourced it was received with different understanding and this was equated to retrenchment.

During the interview with senior managers they did not know the issue of retrenching employees, as statistical data could not be made available. The managers acknowledged the process of voluntary severance packages of 1995 and 1996 but could not provide statistical data to confirm the resulting brain drainage because of the process of transformation and restructuring.

2.3 Lack of Co-ordination: The activities were not properly coordinated and this affected the service delivery negatively. There was lack of uncertainty, and trust amongst employees and their union representative.

The poor coordination resulted from the power struggle between management and union members. This caused the consistence, validity and reliability of information to employees in the Department. Managers were having privileged information and indicated that this as management prerogative as to be selective in terms

2.4 Resistance to change: Employees resisted change because of misunderstanding of the process of transformation, restructuring and rationalization. Most employees' perception about transformation and restructuring was only about job losses (retrenchment), which could not be avoided in any way.

2.5 Voluntary Severance Packages: The most skilled employees opted for voluntary severance package (68,8%) leaving the department with shortage of skilled employees, as a result this caused brain drain..

This implies that transformation and restructuring process at the department of Roads and Public Works has led to a brain drain. There were no selection criteria in place when inviting employees to opt/apply for voluntary retrenchment.

There was no policy and guidelines in terms of implementing the process of voluntary severance packages. As a result this process affected service delivery and increased institutional problems in a way.

The morale and motivation levels of employees declined because of lack of proper communication concerning as to why people were leaving the employ, and as result other employees wee told this was retrenching them, as probably it was communicated to them.

2.6 Organizational Structure design: The delay of the approval of the organizational structure affected the morale of the employees as they were not sure of their positions or whether the new structure will accommodate them.

The delay or lack of submission by Head of Department to Executive Council (Exco) of the North West Legislature to approve organizational structure caused uncertainty and demotivation among staff members (78,4%)

There were numerous consultative workshops and meetings regarding the organizational structure since 1996 to 1999. To aggravate the problem majority of employees were not placed in the structures, as they were supernumerary. This created uncertainty and fear

2.7 Outsourcing of other functions: Outsourcing of functions was not clear to most of the employees and this demoralized most of the employees. For instance, when the security services were outsourced communication was not clear to all employees in the Department.

Other employees in that most opted for voluntary severance packages before this process could be affected. This process demoralized most of the employees and finally opted for voluntary severance packages.

3. RECOMMENDATIONS

- There should be sufficient opportunities for upward, downward, horizontal and vertical communication during the process of transformation, restructuring and rationalization.
- Managers should provide guidance and support to their subordinates so that their work performance can be improved. The more information employees have at their disposal about change the less resistance will be affected.
- The information should cover background factors that established the need for change, two-way communication and seeking employees input on how the change can best be accomplished.

- It should be of cardinal importance to weigh the merits against demerits before any final decision could be taken.
- Costs saving measures should as well be weighed against each other before they could be implemented.
- The department of Roads and Public Works' Management team should follow democratic style of leadership, negotiate in good faith with its stakeholders and transparency must prevail at all times, i.e. hidden agendas must be avoided as all costs as this created problems for union members
- Change is important and it is sometimes unavoidable even if it may bring along painful results. For example to be effective it should be preceded by full consultation and co-decision making followed by consensus..
- Supervisors should provide guidance and counseling to their subordinates in order to improve the service and productivity levels; and/or to prepare those who can be victims of the transformation and restructuring process for the unpleasant new environment.
- Information should be imparted to all parties about a change that is in place so as to minimize resistance and conflicts. The information should cover background factors that necessitate the need for transformation, two-way communication and conducting a research and/or collect data from employees on how best and effective the transformation can be accomplished.
- It could be best to consult with those companies that have gone through the process of restructuring and see how effective and efficient did this process benefit all parties concerned.
- Proper consultation with all parties serves as the foundation of the effective and efficient restructuring process. This implies that if all parties are consulted right from the beginning, disputes, conflicts and misunderstanding are avoided at all costs. Every step that will be implemented will be based on agreements and consensus.
- Work in an organization is divided into little parts that coordination becomes an essential element towards the attainment of unity of action. Therefore coordination has its objective to harmonize organizational activities in such a way that duplication of activities are limited if not eradicated to have minimum and the effectiveness of work performance is retained.
- Transformation and restructuring should be done to better service delivery.
- Affirmative Action should address the imbalance of the past without sacrificing service delivery.
- Labour movement should exercise their organizational rights as prescribed by labor legislations like Labor Relations Act (Act 66) of 1995.

4. CONCLUSION

The study is aimed at giving overall ideas to the process of transformation, restructuring and rationalization at the department of Roads and Public Works in the North West Province. The focus of the discussion was based on the orientation, nature and scope of transformation, restructuring and rationalization, research design data analysis and interpretation and summary, findings, recommendations and conclusion.

To explore the understanding of the restructuring process, key concepts pertaining to transformation, restructuring and rationalization such as change; reform; outsourcing, organizational development, reengineering, retrenchments and transformation were described before transformation, restructuring and rationalization can be discussed in detail.

In this research I have presented the perceptions of employees on transformation, restructuring and rationalization of government department as a process, and not a defined and final product. It is a process loaded with complexities because it is taking part in an unstable environment.

We have come a long way in South Africa, and we need to go much further. Ideological positions on perceptions of transformation, restructuring and rationalization have softened and even changed from employees since 2001.

Nevertheless, the process will continue to be painful and laborious, as we move step by step towards transforming public service. The barriers to fundamental change remain formidable, because there are many people still encased in the apartheid mould (Blignaut, 1993:83).

“In South Africa we must avoid what happened in Germany after the fall of the Berlin wall. The wall has been demolished, but has shifted into the hearts and minds of the Germans “ (Blignaut, 1993:83).

We must also move away from the debilitating idea that we are powerful, and become active participants in the construction of the public service.” Systems do not change by themselves. People change systems through their actions” (Fullan, 1991:352).

We are faced with two options: either we sit back and wait for the ideal future to arrive because we base it on the false premise that the future is already predetermined, or we get actively involved and help construct and design the future.

“When we are offered the opportunity to fundamentally change things we usually fight it” (Human, 1998:16-7).

The resistance is often at its fiercest and most irrational with public servants. If we could channel the same energy we spend in resisting change into exploiting change, we could achieve real objectives of government more quickly and become happy in the process. Continual resistance to change leads to a pessimistic and defensive culture. This is whereby everything except the person who is unwilling and afraid to change is blamed. This is because people are creatures of habit and equilibrium.

“Also this is because people are comforted by stability and certainty. We got out of our way to protect our habits and routines. We put great effort into ordering our lives so that there are no surprises and few challenges. We do this by organizing ourselves into secure and predictable routines that do not take too much thought” (Human, 1998:16).

People believe in given paradigms and have deep and enduring emotional attachments to them. And this is to the extent that those who are invested in a particular paradigm will make all manner of cosmetic adjustments to that paradigm.

That is change its terminology, adapt its mechanisms, improve its image, modernize it rather than actually question the fundamental assumptions on which it is based. It is therefore important to realize that people have extremely attachment to that which is known (Sekoane, 2000:72).

”Transformation is possible because consciousness is not a mirror of reality, not a mere reflection, but is reflexive and reflective of reality. As conscious human beings, we can discover how we are conditioned by the dominant ideology”(Freire, 2000).

ANNEXURE "A"

QUESTIONNAIRE

"SECTION A"

1. Indicate your gender?

Male	
Female	

2. What is your age ?

21-25 years	
26-30 years	
31-40 years	
41-50 years	
51-60 years	
61- older	

3. Highest qualification obtained ?

Diploma	
Degree	
Post graduate degree	
Other please specify	

4. What is your job title ?

Secretarial	
Administrative	
Technical	
Assistant director	
Head of division / Supervisor	
Others, please specify	

5. How long have you been occupying this position ?

0-5 years	
6-10 years	
11-15 years	

16-20 years	
-------------	--

INSTRUCTIONS

Against each of the question presented below please indicate your answers by placing an x in the box provided. -

You are kindly requested to answer all sections.

“SECTION B”

- 1 Do you in general term approves of the restructuring process?

Yes	No
-----	----

2. The quality of services after restructuring process was carried out was

Very poor	Poor	Fair	Good	Excellent

1 = Very Poor, 2 = Poor, 3 =Fair, 4= Good, 5=Excellent

3. Department of Roads and Public Works restructuring process has caused brain drainage

Yes	No
-----	----

4. Department of Roads and Public Works restructuring process did not address all institutional problems

Yes	No
-----	----

5. A proper retrenchment procedure was followed in implementing the retrenchment process.

Yes	No
-----	----

6. There was a policy on retrenchment in place when retrenchment process was executed.

Yes	No
-----	----

7. Prior to the retrenchment process there was proper consultation with the department and stakeholders.

Yes	No
-----	----

8. Restructuring process hampered the implementation of Affirmative Action

Yes	No
-----	----

9. After the implementation of Affirmative Action, service delivery was

Very Poor	Poor	Fair	Good	Excellent

1=Very Poor, 2=Poor, 3= Fair , 4= Good, 5=Excellent

10. During transformation, restructuring and rationalization, other employees were deployed to other sections and as result service delivery was

Very Poor	Poor	Fair	Good	Excellent

1=Very Poor, 2=Poor, 3=Fair, 4=Good, 5=Excellent

- 11 Outsourcing contributed to retrenchment of other employees.

Yes	No
-----	----

- 12 Through the process of outsourcing, service delivery has improved.

Yes	No
-----	----

- 13 The department of Roads and Public Works outsourcing was necessitated by lack of experience in other business environments.

Yes	No
-----	----

- 14 The department of Roads and Public Works outsourcing was necessitated by lack of skills in specialized areas.

Yes	No
-----	----

- 15 Voluntary Severance Packages were not properly planned in terms of training and education on financial management for the employees

Yes	No
-----	----

16. Employees who opted for Voluntary Severance Package did not receive counseling

Yes	No
-----	----

- 17 Employees were informed when the Departmental Task Team was formed

Yes	No
-----	----

- 18 During restructuring and rationalization the morale and motivation of employees decreased

Yes	No
-----	----

- 19 Prior to restructuring there have been workshops and meetings to communicate the process to employees?

Yes	No
-----	----

ANNEXURE B

1. In your view what are the objectives of restructuring and transforming public service
- 2 Do you in general terms approve of restructuring?
- 3 What is your observation on restructuring and transformation for brain drain?
- 4 What is your observation on restructuring and transformation on service delivery?
- 5 Are employees aware of resolution number 7 of 2002?
- 6 What does resolution number 7 of 2002 intend to achieve?
- 7 How was information on restructuring and rationalization communicated to employees?
- 8 What was the reaction of employees during the communication process?
- 9 What are the frequently asked questions?
- 10 What are the frequently asked questions?
- 11 In management who, in terms of directorate and level were involved in communicating the process to employees?
- 12 Does the Department have the Departmental Task Team?
- 13 Was the establishment of the Departmental Task Team communicated to the employees?
- 14 Is the Department involved in the Inter Departmental Task Team?
- 15 Does the Department have a retrenchment policy?
- 16 Does the department have the redeployment policy?
- 17 What functions are /have been outsourced?
- 18 The aims of department of Roads and Public Works of cost reduction are not fully achieved nor fulfilled.

- 19 Has outsourcing contributed much towards cost reduction.
- 20 What financial problems have been solved because of the process?
- 21 How many employees have opted for voluntary severance packages since
- 22 Restructuring and transformation of public service since 1994 to date?
- 23 Do you have a Affirmative Action Program in place?
- 24 What is the status and progress of the department on Employment Equity Plan versus transformation and restructuring?
- 25 Employees are rehired more than it was before restructuring.

ANNEXURE "C"

Dear Respondent

I am a student in the University of North West pursuing M. Admin degree (Industrial Relations) program. The information that you provide will be treated with strict confidentiality and anonymity.

I am conducting a dissertation as part fulfillment of the degree of Masters of Administration and topic in this regard is perceptions of employees on transformation, rationalization and restructuring of the Department of Roads and Public Works in the North West (Head Office).

The objectives of the study are, inter alia:

- To examine the perception of employee towards the transformation and restructuring process,
- To examine the problems that emerged as a result of the transformation and restructuring process;
- To determine whether impact is negative or positive;
- To examine as to whether the department has experienced brain drainage as a result of restructuring.
- To design the strategies and recommendations on how the transformation and restructuring can be effectively carried out in future.

You are kindly requested to respond fairly to the attached questions in the questionnaire. The study is solely done for academic purposes; therefore, you may not have to attach your signature or name.

Your co-operation in this regard will be appreciated.

Thanking you in anticipation.

.....
Mr. Thapelo Thebe

ANNEXURE "D"

DEPARTMENT OF ROADS AND PUBLIC WORKS

MANAGEMENT COMMITTEES

1. EXECUTIVE MANAGEMENT COMMITTEE

NAME	WHITE	FEMALE	BLACK	MALE
1. J.D Thibedi			X	X
2. L.K Sebego		X	X	
3. T.M Kotsoe			X	X
4. S.N Malebye			X	X
5. Van Wamalen	X			X
6. M.X.A.Mtyhuda			X	X
TOTAL	1	1	5	5

2. DEPARTMENTAL MANAGEMENT COMMITTEE

NAME	WHITE	BLACK	FEMALE	MALE
J.D Thibedi		X		X
L.K Sebego		X	X	
T.M Kotsoe		X		X
S.N Malebye		X		X
Van Wamelen	X			X
M.X.A.Mtyhuda		X		X
T .Ndlovu		X		X
Ampofo		X		X
J Mothei		X		X
P.Hlakanye		X	X	
J.Scholtz	X		X	
J.Moremedi		X		X
TOTAL	2	10	3	9

3. EXTENDED DEPARTMENTAL MANAGEMENT
COMMITTEE

NAME	WHITE	BLACK	FEMALE	MALE
T.M Kotsoe		X		X
S.N Malebye		X		X
M.X.AMtyhuda		X		X
Van Wamelen	X			X
T. Ndlovu		X		X
Ampofo		X		X
J. Mothei		X		X
P Hlakanye		X	X	
J.Scholtz	X		X	
J.Moremedi		X		X
Gontsana		X		X
Keate		X		X
Sellier	X			X
De Witte	X			X
C.Montisetsi		X		X
Makoto		X		X
Harvey	X		X	
Monare		X		X
Seleka		X	X	
Tselane		X		X
Bhunu		X	X	
Ampofo		X	X	
Van Tonder	X			X
Molindwa		X		X
Chishimba		X		X
Tiiti		X		X
Davis	X		X	
Jacobs	X			X
Magole		X		X
Molusi		X		X
Serapelo		X		X
Modise		X		X
Mmulutsi		X		X
Mosimegi		X		X
TOTAL	8	26	7	28

GRAPHICAL REPRESENTATION OF STATISTICAL RESULTS

Statistical findings are only of value to managers if they can be effectively communicated to them. Graphical techniques are commonly used to convey statistical results.

Wegner (1993:23) asserts that a careful inspection of graphical output can convey information more vividly and quickly than the same information contained in numerical tables and written reports.

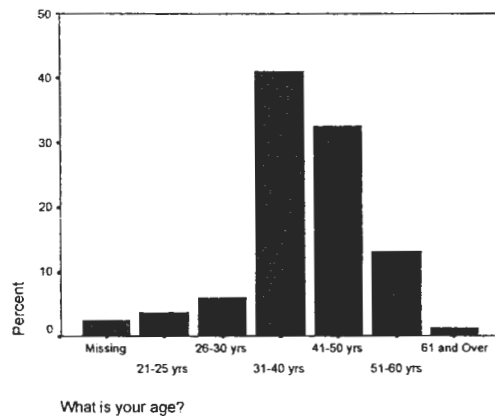
Graphs can display findings concisely, clearly and in easy to understand format. (Wegner, 1993:28) asserts that there is much truth in adage "a picture is worth a thousand words".

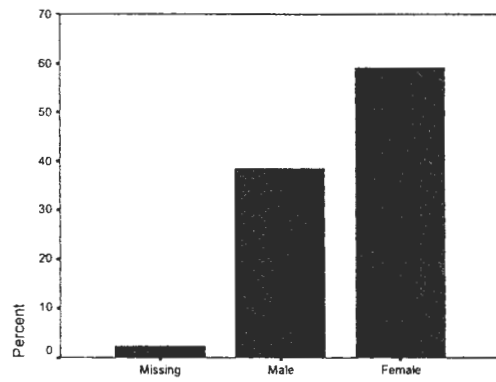
In practice, an analyst should always consider using graphical techniques ahead of written methods to promote rapid understanding of statistical information.

The advantage of graph is that data from qualitative random variables, that is, nominal and ordinal scaled data, are summarised into table format by counting the number of observations within each category of the random variable.

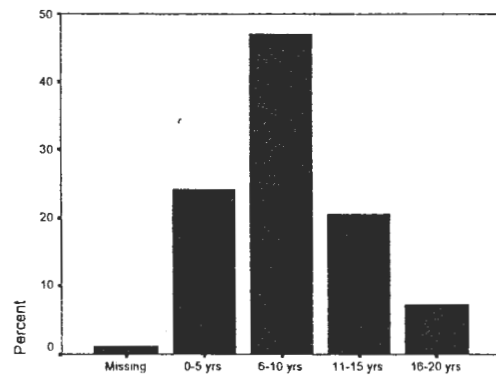
Willemse (1994:23) add to this that graphs of frequency distributions are useful because they accentuate and clarify trends that are not as readily observable in tables.

Berenson and Levine (1996:174) indicate that the purpose of graphical presentation is to display data accurately and clearly.

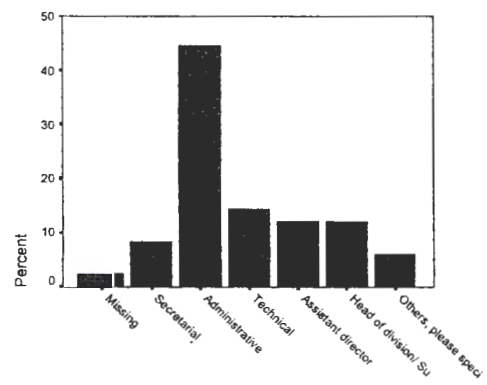




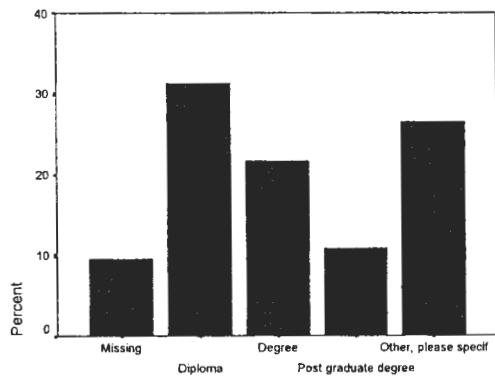
Indicate your gender



How long have you been occupying this position?



What is your job title?



Highest qualification obtained?

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