

**AN EVALUATION OF THE EMPLOYEE ASSISTANCE PROGRAMME  
POLICY IMPLEMENTATION IN THE DEPARTMENT OF LABOUR**

by

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## DECLARATION

I hereby declare that this research report entitled “**An Evaluation of the Employee Assistance Programme Policy Implementation in the Department of Labour**”, is my own work and that the report has not been previously submitted by me for any degree at any university. I have given fully acknowledgement to the sources I have used in the research

Nomsa Rica Maseko

**Signature** .....

**Date:** .....

## **ABSTRACT**

The purpose of the study was to evaluate the EAP policy implementation in the Department of Labour. The study was conducted at the Department of Labour Mpumalanga and the target population was all the supervisors in the Department of Labour in Mpumalanga.

The sample size of the study was 70 supervisors in DoL, representative of all the Business Units in the organization, wherein only 41 respondents participated in the study.

Stratified random sampling was utilized to draw the sample from the population by dividing the population in terms of the sub-groups. The required number of respondents was further selected by using the random sampling method.

A theoretical overview on EAP and EAP policy implementation procedures and activities was provided through a literature review. In the literature review, focus was on the following aspects: historical development of EAPs, the introduction of EAPs in South Africa, the legislative framework for EAPs and their implications, the concept and types of evaluation and the reasons for conducting evaluation of the EAP policy implementation. The literature review section concluded with the overview of the department by focusing on: the mandate of the Department of Labour, including the core functions performed by the employees in different areas of responsibility and the challenges faced by the employees in their calls of duty. These challenges provided an indication of the realities that employees are confronted with and which may result in those employees to seek for assistance from the relevant EAP section in the DoL.

The quantitative-descriptive survey design was used in the study. Both the quantitative and qualitative approach was used in the study, the latter approach allowed respondents to express their views regarding the subject.

The study revealed that generally, respondents had an understanding of the EAP policy; however the awareness of the EAP policy statement and implementation plan was very low. Therefore, there is a need to improve on the EAP marketing strategy in order to increase the awareness of the EAP services, operational procedures. From the findings it became clear that there is a lack of training for supervisors, management and union representatives.

Based on the findings of the study, conclusions and recommendations were made regarding the improvement of the EAP policy implementation guidelines in the Department of Labour.

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## LIST OF KEY CONCEPTS

- Department of Labour
- Employee Assistance Programme
- Employee Health & Wellness
- Core functions for EAP
- Policy Formulation
- Policy Statement
- Policy Implementation
- Policy Guidelines
- Operational Guidelines
- Evaluation

## LIST OF ACRONYMS

- DoL Department of Labour
- Department Department of Labour
- EH&W Employee Health & Wellness
- EAP Employee Assistance Programme
- HO Head Office
- PO Provincial Office
- SOP Standard Operating Procedure

## CHAPTER 1

### GENERAL INTRODUCTION

#### 1.1. INTRODUCTION

The South African government, through the Department of Public Service and Administration, has established the Employee Health and Wellness (EH&W) Strategic Framework for the Public Service as a guide for the employee health and wellness programme. This is so that all government departments can ensure that public servants are well and sound when performing their respective duties in their workplaces. The vision of the EH&W Framework is to provide programmes for developing and maintaining healthy, dedicated, responsive and productive employees in the public service organizations (Employee Health & Wellness Strategic Framework, 2008:12).

This decision correlates with the view of Emener, Hutchison, Richard and Dickman (2003:28) that the employee assistance programme (EAP) has gained astounding momentum in recent years, with EAPs found in over half of the largest industries.

By 2002, the Department of Labour (DoL), as a public service entity, had already recognized that the wellbeing of its staff or workforce plays an important role in meeting its organizational objectives. Through the establishment of the Employee Assistance Programme (EAP) Unit, the DoL has demonstrated the Department's commitment to wellness in the workplace. Consistent with the establishment of the EAP, the DoL had developed its EAP policy in 2004 as a tool for guiding and regulating the implementation of the employee health and wellness programmes in order to assist troubled employees in the organization. The EAP benefits the employees on the issues of health and wellness, as benefits can also accrue to the employer. These can range from improved productivity and dedication to less absenteeism.

The explicit aim of the EAP in the DoL is to improve the quality of life of all employees by providing support and helping to alleviate the negative impact of everyday work and personal problems. All employees of the DoL are eligible for EAP services, depending on the identification and management of an employee's presenting problems (EAP Policy of the Department of Labour, 2004:1).

The DoL, as an employer, has realized that the employees are not immune when it comes to personal problems. The DoL therefore established the EAP to ensure that the employees were able or assisted to deal with the demands of the workplace and the personal problems that were affecting their performance. Lapses in performance may be the result of lack of skills, knowledge or experience or may be due to personal experiences or problems affecting their wellbeing. The EAP's main interest is in the latter group of employees.

According to the Standards Committee of EAPA-SA (2005:29), EAP professionals should evaluate the appropriateness, cost-effectiveness and efficiency of EAP operational activities. Obviously, the goal of evaluation is to ensure a cost-effective and relevant service to employers, employees and their dependents.

EAP Policy (2004:5) states the following core functions of EAP:

- Promotion of EAP services to all staff of the Department;
- Training of managers and supervisors on EAP referral procedures, that is, identification, confrontation and referral of a troubled employee to the unit for assistance;
- Providing individual and group counseling, advice and support to staff;
- Appropriate referral of staff for diagnosis, treatment and assistance when necessary;
- Formation of linkages between the work-site EAP, community resources and individual practitioners who provide such services;



- Follow-up services for employees who utilize the service;
- Consultation and training of other Departmental resource persons in the identification and resolution of job performance problems related to employees' personal concerns and difficulties;
- Provision of life skills, awareness and educational programmes promoting a healthy lifestyle and coping skills;
- Participation in inter-governmental activities, inter alia, World AIDS Day, International Day for the Prevention of Violence against Women.

Even though the awareness of EAP has increased over the years and been accepted in the DoL, there are still some challenges regarding the implementation of the core functions, as stated above. The evaluation process must be seen as fundamental to the implementation processes and operational activities of an EAP in any organization. It should be an ongoing process, rather than a once-off activity.

Furthermore, the evaluation process of the programme should also serve as a tool to check whether the implemented EAP policy meets the target group as expected and whether its services are delivered effectively, in order for continuous improvements to be made for the employees' benefit.

In order to evaluate the implementation of the policy, it is imperative first to consider its purpose and objectives. Such an analysis may include original research to determine whether the policy's objectives have been met or can be met. In analyzing a policy to determine whether it can meet or has met the needs to be addressed, the following questions may be asked: Who initiated the policy and why? What does the policy entail? What is the desired impact? (Terre Blanche, Durkheim & Painter, 2006: 449).

Relevant to this study, the questions served as the guide for the envisaged evaluation process of the EAP policy implementation. In the study, process evaluation was more appropriate, because it attempts to evaluate the EAP core

functions as stipulated in the policy implemented in the DoL. This was to determine whether or not the policy had been implemented effectively.

The study was conducted in the Department of Labour in South Africa. The DoL is one of the national government departments whose Head Office (HO) is in Pretoria. The Department of Labour consists of provincial offices and the labour (regional) centers in all provinces country-wide.

According to the Minister's Programme of Action and Strategic Plan (2004-2009), the Department's mandate is based on the following strategic objectives:

- Contribution to employment creation;
- Enhancing skills development;
- Promoting equity in the labour market;
- Protecting vulnerable workers;
- Strengthening multilateral and bilateral relations;
- Strengthening social protection;
- Promoting sound labour relations; and
- Monitoring the impact of legislation.

The people being serviced are the most vulnerable and are normally classified as the poorest of the poor. The problems that they bring to the DoL's officials are physically and emotionally taxing.

Given this background and the functions of the Department, the employees are exposed to great stress, induced by the nature of the services they have to render to the clients.

According to DoL EAP Policy (2004:3), the programme is available to the entire staff of the Department of Labour. All the employees have reasonable access to the service, either as referrals from supervisors or voluntary or self-referrals. The responsibility of the EAP practitioner (not the researcher in this case) is to manage the EAP in the most efficient and cost-effective way. As set out by the

policy, the practitioner is also responsible for the following: conducting short-term counseling for employees and referrals to specialists; conducting follow-up on employees participating in the programme; conducting research to set up an information system; maintaining records; and developing and implementing appropriate training, including prevention and educational programmes.

Issues raised by the Public Service Commission confirm the view of the Standards Committee of the EAPA-SA (2005:13), which states that the objective of implementing a policy is to ensure that all relevant systems are clearly described to make effective operational activities possible. This study evaluated whether all relevant systems have been put in place for effective operational activities.

Besides, the necessity of continuously evaluating and monitoring the efficacy of EAPs in dealing with employee problems in the workplace cannot be over-emphasized. This is required especially to ensure the ongoing improvement of EAPs in the Public Service (Public Service Commission, 2006: xiii).

It must be noted that, according to the EAP practitioner Noxeke (2010), employed by the DoL, it is necessary to evaluate the implementation of the EAP policy in the Department, as operational challenges are hindering the implementation of the core functions. These are not being adhered to in accordance with the policy. Some of these challenges include, amongst others, issues pertaining to resources, i.e. EAP staff; marketing of the programme; supervisor training; and accessibility of the service to increase the rate of use. An evaluation study of the EAP policy implementation had been beneficial to both employer and employees.

The researcher believes that it is imperative to conduct the study so as to evaluate the EAP policy implementation, that is, systems and operational activities. Such activities are supported by the study conducted by the Public Service Commission, which pointed out best practices in policy implementation.

During the literature review, the researcher identified certain elements that should be in place for the effective policy implementation of an EAP in an organization. These include the following:

- The EAP policy formulation

According to the Standards Committee of the EAPA - SA (2005:13-14), the policy will describe the EAP in its entirety. The goal is to ensure that all relevant systems are clearly described to facilitate effective operational activities.

- The EAP policy statement

According to Maiden (1999:5), a written policy statement is viewed as an essential component of an EAP. It describes important parameters for the entire operation of the EAP. Along with the related procedures, it defines the purpose of the program; the organizational mandate; record maintenance; client eligibility; the roles and responsibilities of the various personnel in the organization; programme procedures; and service mix. The author further emphasizes that, ideally, the policy should not come only from top management but clearly should also be supported and approved by employees.

The Standards Committee of the EAPA-SA, 2010:6 stresses, in its standard guidelines, the necessity for policies and procedures as a key element in quality assurance. An EAP without a policy and procedures is like a house without a foundation. Policies and procedures need to be constantly reviewed to ensure that they are in line with changing legislations, service and organizational needs.

Consad Research Corporation (1999:138) maintains that the development of a policy statement should precede any EAP implementation. The author further states that, when clearly written and widely publicized, the policy statement serves as a guide to supervisors and managers on constructive handling of an employee's personal problems. One aspect of successful employee programme

implementation is the adoption of a formal written policy reflecting organizational commitment to EAP guidelines and goals.

- The implementation plan

An implementation plan will outline the actions and schedules needed to establish an operationally effective EAP. The objective of the implementation plan is to establish the EAP as an integrated service within the organization, by stipulating, inter alia, the following: actions needed timeframes and resources.

The researcher believes that it is important for the employer to develop an EAP policy that is aligned to the EAPs standards for effective implementation.

The Public Service Commission (2006:3) conducted the study to investigate the functioning of EAPs in the Public Service, with special emphasis on their effectiveness and best practices with regard to their functioning. One objective of the study was to monitor and evaluate the level at which EAPs are involved in the implementation of the policy.

The findings of the study conducted by the Public Service Commission (2006:31) stresses that the departmental policies make provision for a range of issues in respect of which assistance can be provided to employees through the EAP.

The researcher views the core functions or core technologies of the EAP policy as fundamental, forming the foundation on which the policy implementation may be measured or evaluated. The researcher draws various conclusions from the list of core functions and the elements of the EAP policy. The researcher's conclusion is that the core functions are the cornerstone of any EAP policy in a workplace. It is therefore imperative to conduct the study to evaluate whether or not the EAP core functions as stated in the policy are being implemented effectively. The researcher concludes that the policy should provide an overview of the nature of the EAPs to be provided in an organization.

## **1. 2. PROBLEM FORMULATION**

In relation to this study, it is also important to determine the operational implementation of the core functions included in the policy, and there may also be a limitation on the way in which the core functions are being carried out in the DoL.

Having an EAP in place, however, does not necessarily imply that it is operationally successful. Practically, if the policy was not well implemented, it may have a strong impact on the functioning and, by implication, on the outcome of the EAP core functions.

The problem in this study can be formulated as:

A lack of information currently exists about the EAP policy implementation, which may limit any improvements in the relevant systems and operational activities of the EAP.

## **1.3. GOALS AND OBJECTIVES OF THE RESEARCH STUDY**

### **1.3.1 GOAL OF RESEARCH**

The goal of the study was to evaluate EAP policy implementation in the Department of Labour.

### **1.3.2 OBJECTIVES OF THE STUDY**

**The objectives of the study were:**

- To define and describe policy implementation in the context of social service rendering, by describing those activities that are typically part of the policy implementation;
- To define and describe EAP policy implementation in the DoL;
- To evaluate the process of implementing the EAP policy in the DoL;

- To formulate recommendations in the form of guidelines for effective EAP policy implementation; should any limitations be identified.

#### **1.4. RESEARCH QUESTION**

The formulation of a research question is very important, because it gives clear guidance on how the study would be conducted. For this study, two research questions were formulated as follows:

- Which systems and operational activities, being part of the EAP policy, were implemented?
- How effectively were these systems and operational activities implemented?

#### **1.5. RESEARCH APPROACH**

The researcher was interested in obtaining information on the extent to which supervisors believe EAP policy implementation is meeting its intended objectives.

The quantitative research approach is a type of research in which data is collected or coded into numerical forms, and to which statistical analyses may be applied to determine the significance of the findings (Terre Blanche, 2006:47).

The researcher intended using only the quantitative approach, but a qualitative approach was incorporated, as the research questionnaire included questions that allowed respondents to express their views, which had to be analyzed and reported qualitatively. Data was collected by means of a questionnaire that was distributed to a large number of respondents i.e. the supervisors in the DoL.

#### **1.6. TYPE OF RESEARCH**

The research was described as applied research, as the focus was on the provision of guidelines in order to address the process of EAP policy implementation.

## **1.7. RESEARCH DESIGN AND METHODOLOGY**

### **1.7.1 Research Design**

Research design is a specification of the most adequate operations to be performed in order to test specific hypothesis under given conditions (Bless, Higson- Smith & Kagee, and 2006:71).

A quantitative-descriptive survey design was used in the study. This design seemed appropriate, because as many views as possible were collected to ensure relevance in the process of policy implementation – based on the real needs concerning the matter under investigation.

### **1.7.2 Research population, sample and the sampling method**

The target population for the study was comprised of all the supervisors in the Department of Labour in Mpumalanga. Currently, the number of supervisors in the DoL stands at 285, including both the provincial office and the regional offices. Only the supervisors from the middle-management level were selected for participation in the study.

The number required for this study was 57 (20%) out of 285, which is the total number of supervisors working for the Department of Labour in the Mpumalanga Province.

Welman and Kruger (2001:53) have noted that, in the simplest case of random sampling, each member of the population has the same chance of inclusion in the sample of a particular size and therefore has the same probability of being chosen. For the study, it is important to note that the population was sub-divided into different strata according to the following Business Units in the Department of Labour:

- Employment and Skills Development Services;
- Inspection and Enforcement Services;



- Management Support Services;
- Labour Market and Information Systems and Planning;
- Beneficiary Services.

The researcher applied both stratified and systematic random sampling. Stratified random sampling assisted in the process of dividing the population in terms of the Business Units into sub-groups, and then the systematic random sampling technique was used to select the sample for the study according to regular intervals. This means that, during the selection of the sample for the study, every second name on the different lists of supervisors from the different sections was selected.

### **1.7.3 Data Collection**

In this study, the questionnaire was used as a quantitative data collection tool. The questionnaire focused on the policy implementation activities. A questionnaire for supervisors focused on the following areas to evaluate the implementation of the EAP policy in terms of supervisory training, marketing, systems in place and processes.

Since the researcher intended to distribute questionnaires to the provincial office where the researcher is officially based, and at the closest surrounding labour centres in the Mpumalanga Province, these questionnaires were delivered by hand. This resulted in an improved response rate.

A pre-test of the questionnaire was carried out, using one supervisor selected randomly from the staff list. This list of supervisors working in the DoL in Mpumalanga had been obtained from the Human Resources Section. The supervisor used during the pilot test was not included in the main investigation. The preliminary investigation assisted with the process of making necessary corrections to the questionnaire.

### 1.7.4 Data Analysis

Data analysis can be described as the process whereby raw data is converted and transformed into useful information that can lead to a particular conclusion and decision, based on sound processes and procedures (De Vos, 2005d: 334; Patton, 2002:434; Punch, 2006:54).

In this study, it is important to note that the data collected will be presented in a statistical format, including tables, graphs and percentages, according to responses received to depict trends and patterns.

### 1.8. FEASIBILITY OF THE STUDY

Welman, Kruger and Mitchell (2005: 284) explain that the term feasibility within the context of research involves the following:

- availability of and access to information or data;
- opportunity to pursue a particular research design;
- time needed to complete the research;
- technical skills; and
- financial support.

No problems were encountered when it came to the feasibility of the study, because it was conducted in the researcher's workplace, where she serves as a Cluster Manager in the Public Employment Services, providing technical support to employment services practitioners.

**The costs** involved were minimal, as limited travel was required to reach the respondents.

**Permission** to conduct the study was obtained from the Director-General of the Department of Labour, through the office of the Provincial Executive Manager in Mpumalanga.

## **1.9. DEFINITION OF KEY CONCEPTS**

The key concepts in this study were defined and operationalized to enable data gathering. The following key concepts were identified:

### **1.9.1 Employee Assistance Programme**

An Employee Assistance Programme is a worksite-based programme designed to assist in the identification and resolution of productivity problems associated with employees impaired by personal concerns, but not limited to: health, marital, family, financial, alcohol, drug, legal, emotional, stress, or other personal concerns which may adversely affect employee job performance (EAPA-SA, 2005:7). On the other hand, EAPA Australia (2006) defines EAP as confidential, effective, early, with minimum intervention programmes operating in the workplace. These programmes address work-related and personal issues which affect productivity.

In this study, the researcher defined EAP as follows:

EAP is an intervention or a health and wellness care programme in a workplace that is designed and implemented to support, give guidance, and even assist troubled employees whose personal problems are adversely affecting or have a negative impact on job performance. This definition is coined to include the elements of health and wellness based on the adoption of the ILO decent work agenda that organizations should implement programmes in the workplace that are aligned with the health and wellness standards.

The researcher believes that the EAP is a support structure in the workplace which is designed to include two critical elements: preventative health care and reactive health care. Depending on the unique characteristics of a programme, the EAP may also be described as a wellness programme and its intention is to create a balance between the individual's body and the working world.

## 1.9.2 Evaluation

Kumar (2005:274) defined evaluation as a process of ascertaining the decision areas of concern, selecting appropriate information, and collecting and analyzing information in order to report summary data useful to decision-makers in selecting alternatives. Programme evaluation refers to the use of research methods to measure the effectiveness of operative programmes.

The researcher defines evaluation as a process of determining and exploring the processes, systems and procedures followed in the implementation of the policy.

## 1.9.3 Policy

According to *Reader's Digest* (Oxford (1993: 1175) policy is defined as a course or principle of action adopted or proposed by a government, party, business or individual.

The researcher in this study defines policy as follows: Policy is a set of planned and agreed upon standards put in place in order to give guidance for current and future decision-making.

## 1.10. CONTENTS OF THE RESEARCH REPORT

A research report is defined as a written document produced as a result of procedures undertaken to reveal information. However, the writing of a report must be preceded by certain activities, termed research or investigation (Strydom, 2002:248).

In the study, the report was well organized and included the following sections:

### **Chapter 1: GENERAL INTRODUCTION**

Chapter 1 provides the general introduction to the study, including a description of the relevant research methodology.

## **Chapters 2 & 3: LITERATURE REVIEW**

These chapters focused on exploring the relevant theoretical explanations or presenting the literature reviewed, as well as articulations by various authors on EAP and EAP policy implementation.

## **Chapter 4: EMPIRICAL STUDY**

This chapter consists of an empirical study carried out to evaluate the implementation of the policy of the Employee Assistance Programme in the DoL. The main results following on from the data analysis will be presented. The statistical results are interpreted in terms of the research problem.

## **Chapter 5: CONCLUSIONS AND RECOMMENDATIONS**

Findings and conclusions are summarized and presented. Recommendations are formulated.

### **1.11. LIMITATIONS OF THE STUDY**

The researcher encountered no major limitations regarding conducting the study.

The following limitations apply to this study:

- Lack of literature substantiating the focus of the study because there was little information available on similar studies conducted on the evaluation of the EAP policy implementation.
- In the study responses and ideas had been obtained from the supervisors as the critical role players in the implementation of EAP policy. The supervisors, management, EAP staff and union representatives are responsible for ensuring that everyone in an organization is informed

about the EAP policy and its intentions. The ideas of the stakeholders mentioned above were therefore not effectively gathered as they were not adequately informed about EAP policy implementation.

- At the time of the onset of the study, the prescribed guidelines for the research proposal and the eventual report did not require the identification of a specific theoretical framework. As a result no such theoretical framework was identified and applied in the study. Identification and application of a theoretical framework in an advanced state of the study would have carried the risk of artificial incorporation thereof and it was agreed not to incorporate and discuss a theoretical framework – but to acknowledge the resulting limitation.
  
- During the empirical study the response rate was 58% as a result of respondents that returned the questionnaires. The intention of the study was to reach at least 20% (33) of the sample size of 60. The non response from the response from the respondents did not have an impact on the outcomes of the findings.

## CHAPTER 2

### AN OVERVIEW OF EAP POLICY IMPLEMENTATION AND EVALUATION

#### 2.1 INTRODUCTION

The Employee Assistance Programme (EAP) is the Department's workplace-based programme designed to assist in the identification and resolution of productivity problems associated with a variety of personal concerns of employees. The EAP is therefore a short-term counselling resource that relies on referral and networking to provide greater support in minimizing the impact of everyday life on job performance and improving the employees' quality of life (Department of Labour EAP Policy 2004: 1-2).

In the researcher's opinion, the discussion above shows that the definition of EAP cuts across the issues of identification of employees who have personal problems, training of supervisors, referral procedures, employee education, and counselling services. The researcher concludes that the definition of EAP has been extended broadly to cover a wide range of personal problems. These include issues relating to wellness and employees' mental health which have an adverse impact on their job performance.

The explicit aim of the EAP in the DoL is to improve the quality of life of all employees by providing support and helping to alleviate the negative impact of everyday work and personal problems. All employees of the DoL are eligible for EAP services in respect of the identification and management of the employee's presenting problems (EAP Policy of the Department of Labour, 2004:1).

The researcher believes that, through the implementation of the EAP policy, the employer can assist employees in dealing effectively with their personal problems and the demands of their work that adversely affect their performance. This would prove that the employer cares for the employees as far as their wellness or wellbeing is concerned. The establishment of the EAP is another mechanism that may be used by the employer to ensure that the employees are ready to perform their daily duties and activities as required.

The researcher maintains that the EAP policy has been developed in the DoL in order to show the operational activities, processes, procedures and systems that have to be put in place for EAP policy implementation and also to give guidance on how the Department is planning to implement the programme. It was difficult for the researcher to access the implementation plan, but, according to the EAP policy, the role of the Department is to give advice on EAP design development and implementation.

According to the study conducted by the Public Service Commission 2006, it was found that not all departments have developed and implemented policies for EAPs. However, the purpose of the study was not to analyse and critique departmental policies, but to assess the implementation and effectiveness of EAPs in the workplace.

In this chapter, the researcher will focus mainly on giving a theoretical background and overview of the Employee Assistance Programme. This chapter will cover the following: historical development of EAPs; the introduction of EAPs



in South Africa; the legislative framework for EAPs and their implications; the concept and types of evaluation; and the reasons for conducting evaluation of the EAP policy implementation. Apart from focusing on these aspects, the researcher will also cover the models of EAP service delivery; the benefits of EAP; and elements for successful EAP operation. The main aim of this chapter is to review the policy implementation strategies employed by EAPs and their effectiveness in implementing the EAP policy, by means of a literature study.

## **2.2 EMPLOYEE ASSISTANCE PROGRAMME: A HISTORICAL OVERVIEW**

It is well documented that the Employee Assistance Programme (EAP) movement has gained astonishing momentum in recent years, with EAPs established in over half of the largest industries.

EAP history is intertwined closely with that of Alcoholics Anonymous around 1935. Occupational alcoholism programmes (OAPs) were successful in terms of saving money, increasing production, and ultimately “rehabilitating” skilled workers. This enlarged scope of OAPs led to the modern Employee Assistance Programme (EAP) known as the “broad brush” approach to human problems in industry. There was tremendous growth of EAPs in the 1970s (Emener, Hutchison, Richard & Dickman, 2003:28-29).

During the literature review, the researcher discovered the history and development of EAPs by considering various programmes. Their main focus is on assisting employees with personal problems in order for them to be more productive and make a positive contribution in the workplace.

### **2.3 THE DEVELOPMENT OF EAPs IN SOUTH AFRICA**

According to Maiden (1992: 2), employee assistance programmes began to emerge in South Africa in the early 1980s. They are modelled after programmes in the United States and were introduced into South Africa by social workers and psychologists who had studied programmes in the United States. In South Africa, EAPs are much younger and thus do not have the rather colourful history that has accompanied the development of EAPs in the United States. In South Africa, EAPs are viewed by employees for the most part as an agent of change for social conditions in the work environment.

Schoeman and Petzer (2005:119) commented that during the 1980s the EAP started in South Africa as a response to the problems that migrant workers experienced being away from home in artificial settings. The EAP was developed and established in the public sector owing to the impact of HIV/AIDS on the workforce. Since the 1980s, the EAP has gained recognition by improving performance and productivity in South Africa.

The origin of EAPs in South Africa can be traced back to 1986 with the creation of occupational counselling centres by the Chamber of Mines to provide structured EAP services to the mining industry. These centres later merged to form the Centre for Human Development (CHD)—the first EAP provider organization in South Africa.

The South African Chapter of EAPA (EAPA-SA) was established in March 1996 and the first board was elected to represent the interests of vendor organizations,

internal programmes, interest groups and academic institutions. Membership of the association has grown substantially since this time and a constitutional set of standards and code of ethics for the profession has been developed and published.

Research conducted by Harper revealed that, by 1996, 42% of South Africa's top 100 companies had implemented EAPs. Over the past decade, the growth of EAPs has been apparent in most sectors of the economy, with organizations adopting various models of service delivery (Terblanche, 2005: 175).

## **2.4 LEGAL AND ETHICAL FRAMEWORK FOR EAPs**

Different legislations and frameworks have made an impact on the implementation of EAP; the discussion below will elaborate further and will single out relevant pieces of legislations that are pertinent to the EAP. According to Steinman (2009:35), the employee wellness professionals must comply with and function within the framework of legislation and other prescripts governing the South African workplace, directly or indirectly. The governance could be in the form of legislation, regulations, case law, or even common and good practice, such as local or international codes of the International Labour Organization (ILO) and the World Health Organization (WHO). Although the Code of Ethics of the Employee Assistance Professional Association of South Africa (EAPA-SA) is not enforceable by law, it provides the necessary ethical guidelines for Employee Wellness Programmes (EWP) professionals in the performance of their duties.

For the reason stated above, the government, through the Department of Public Service and Administration, has put in place the Employee and Wellness Strategic Framework for the Public Service as a guide for the employee health and wellness programme. This is so that all governments can ensure that their public servants are well and sound when performing their respective duties in the workplace. This document provides strategic direction and a platform for operational policies for the health and wellness of public servants. The vision of the EH & W Framework is to provide programmes that can develop and maintain healthy, dedicated, responsive and productive employees within the public service organizations.

The Department of Labour managed to put the EAP policy in place in 2004, prior to the announcement by the Department of Public Service and Administration. In spite of the growth of EAPs in the public service, certain challenges are experienced by the public service when it comes to the procedures and systems put in place to implement the policies in the most integrated, holistic and effective manner.

#### **2.4.1 Legislations, Regulations and Frameworks**

The legislations, regulations and frameworks governing the functioning of employee wellness programmes include the following:

##### **2.4.1.1 Constitution of the Republic of South Africa, Act 108 of 1996**

According to the sections in the Bill of Rights, the following were stated:

- Section 9 (1): Everyone is equal before the law and has the right to equal protection and the benefit of the law;
- Section 23 (1): Everyone has the right to fair labour practices; and
- Section 24 (a): Everyone has the right to an environment, including the work environment, which is not harmful to his or her health or wellbeing.

#### **2.4.1.2 Labour Relations Act, 66 of 1995**

According to the sections in the Act, the following are stated:

- Section 185 of the Act states that, every employee has the right not to be unfairly dismissed and subjected to unfair labour practice.

**DISCIPLINARY AND DISMISSAL PROCESS ACCORDING TO THE LRA**

<p><b>1. MISCONDUCT</b></p> <p><b>ISSUING OF VERBAL, WRITTEN OR FINAL WRITTEN WARNINGS AND DISMISSAL</b></p> <p>DISCIPLINARY HEARING</p> <p><b>Notification of hearing</b> <i>Requirements:</i> sufficient notice in order to prepare a defense – 48h is considered reasonable; state the charge – enough detail required in order to defend charge; employee must be able to understand the allegations; state that employee may be represented by a union official or co-employee.</p> <p><b>Disciplinary Hearing/Investigation</b> Right to state a case in defense (self or by representative) Right to cross-examine any witness or question on other evidence Right to call witnesses to testify on his/her behalf Have an interpreter</p> <p><b>Outcome</b> Employee must be informed of the decision, preferably in writing. If dismissed, reasons for the decision must be given. Employee may either appeal internally (where provided for) or approach a council or the CCMA.</p>	<p><b>2. INCAPACITY</b></p> <div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> <p><b>POOR PERFORMANCE: COUNSELLING</b></p> <p>PREVENTATIVE STEPS Transfer after consultation</p> <p><b>CORRECTIVE ACTION</b></p> <p>Training, instruction, guidance, evaluation</p> <p><b>Counseling</b> The employee should be aware of the performance standard expected. It is advisable to set a measurable standard. S/he should be given a reasonable period within which to achieve the expected standard (a month is usually considered reasonable). Employee must be warned that failure to achieve standard may lead to dismissal.</p> <p><b>Hearing/Investigation</b> Right to state a case in defense (self or by representative). In deciding the outcome, alternatives to dismissal must be considered, e.g. further training or a transfer to another job.</p> </div> <div style="width: 45%;"> <p><b>INJURY OR ILLNESS: INVESTIGATION</b></p> <p>PREVENTATIVE STEPS Transfer after consultation</p> <p><b>FAIR PROCEDURE</b></p> <p>Consider whether injury/illness is temporary or permanent. If permanent, consider adapting the job or alternative employment. If temporary, but employee likely to be absent for an unreasonably long period, consider alternative options to dismissal, e.g. a temporary replacement.</p> <p><b>Hearing/Investigation</b> Right to state a case in defense (self or by representative). In deciding the outcome, alternatives to dismissal must be considered, e.g. further training or a transfer to another job. Consideration must also be given to the degree of incapacity (how serious?), the cause (e.g. if alcoholism, rehabilitation may be considered) and whether work-related injury.</p> </div> </div>
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For the process stated above, the employee assistance programme has a critical role to play in terms of assisting the employee with counselling service. The service is provided to the employee in order to try and ease the stress level that may be experienced by the employee in order to cope with the realities or uncertainty of the processes.

#### **2.4.1.3 Basic Conditions of Employment Act, 75 of 1996**

According to Steinman (2009:40), this act governs the basic conditions of employment, such as working hours, overtime, notice periods, breaks, sick leave and holiday leave. These basic rights are very important to EWP professionals. It would be in the best interest of employees' health and wellness to pay close attention to these rights to ensure that the staff remains healthy by adhering to the stipulations.

#### **2.4.1.4 Employment Equity Act, 55 of 1998**

According to Steinman (2009: 40), the purpose of the Employment Equity Act (EEA) is to promote equality and fair treatment in the workplace, and to eliminate unfair discrimination. This law is of importance to EWP professionals, as equity, non-discrimination and access to wellness programmes form the cornerstone of this service. Clear guidelines are provided for medical and psychological testing and EWP professionals should take these guidelines into consideration when providing comprehensive services.

It is crucial for the EWP and EAPs to incorporate these various legislations into the policy, because the employer is required to comply with them to ensure that the policy implemented is operating within the prescribed requirements. These Acts also serve as guidelines for the development and implementation of policy and programmes on issues of employee health and wellness. The researcher concludes that the employer, by taking the legislations into consideration, would then be ensuring that the employees are supported in remaining healthy and well

if they are to perform their daily activities and perform as the organization expects.

## **2.4.2 International frameworks and Guidelines**

Steinman (2009:46) listed the following useful references to be used in policy development for employee wellness. This includes:

- WHO Best Practice Guidelines
- ILO Code of Good Practice;
- ILO Promotional Framework for Occupational Safety Convention, 2006;
- Employee Assistance Programmes Association (EAPA) Guidelines.

The Department of Public Service and Administration took the lead in 2001 by obtaining inputs from internal stakeholders and holding discussions at several conferences focusing on an integrated approach, leading to the Employee Health and Wellness Strategic Framework for the Public Service. In 2008, the Minister of Public Service and Administration approved and launched the EH & WS Framework, which encompasses all issues promoting the quality of work-life in the public service. The Public Service Regulation 2001(1) mandates all Heads of Department to establish and maintain a safe and healthy environment for their employees.

The Employee Health and Wellness Strategic Framework for the Public Service (EH & WS Framework) is a guide to the employee health and wellness programme, so that all government departments can ensure that public servants



are well and sound when performing their respective duties in their places of work. Thus, the vision of the EH & WS Framework is to provide programmes that can develop and maintain healthy, dedicated, responsive and productive employees in the public service organizations (Employee Health & Wellness Strategic Framework, 2008:12).

From the discussion of the framework, standards and guidelines above, the researcher concludes that, although these guidelines are critical in guiding the organization about how to develop and implement the EAP policy that will focus on health and wellness programmes, these guidelines also provide an opportunity to the management or the employer to identify the additional resources that may be required to effectively implement the policy.

According to the *Employee Assistance Quarterly* 2003: EAPA expects that its members will ensure that, wherever possible, an organization operating or implementing an EAP must have a policy which defines the purpose and objectives of the service and its relationships with other organizational functions. The programme must be clear and readily accessible to everyone involved.

The researcher further deduces that benchmarking against the recognised and accepted frameworks, standards and guidelines for the development of health and wellness programmes policies is one of the fundamental ways of ensuring that the policy will be administered most effectively in an organization.

## **2.5 THE DEVELOPMENT OF EAP POLICY**

### **2.5.1 Elements for policy formulation**

The policy must describe the EAP in its entirety, and the goal is to ensure that the mandates, principles and focal areas of the EAP are fair, consistently applied and balanced regarding all the various stakeholders. The EAPA expects that its members will ensure that, wherever possible, an organization operating or implementing an EAP will have a policy which defines the purpose and objectives of the service and its relationship with other organizational functions. The policy must be clear and readily accessible to everyone involved. Many organizations will appreciate the benefit of putting their policy down in writing and may include it in such documents as the staff handbook that all employees receive on joining. This allows the employees to see the principles upon which the EAP is based and guides them to further information, for example, an EAP brochure or leaflet (the Standards Committee of EAPA - SA, 2010: 6-7 & UK EAPA Standards of Practice and Professional Guidelines for EAPs, 2000:31).

The researcher believes that it is important for the employer to develop an EAP policy that is aligned with the EAP's standards and is linked to the overall functions of the organization for effective implementation. The researcher also believes that it is critical for employees to know about EAP policy as soon as possible after joining the organization. This would avoid the situation whereby employees are not familiar with the policies of the organization. It would also give the employees a sense of belonging to their organization, because sharing

information would motivate and empower them, which, in turn, would lead to improved EAP policy implementation.

According to Maiden (1999:5), a written policy statement is viewed as an essential component of an EAP. It describes important parameters for the entire operation of the EAP. Along with the related procedures, it defines the purpose of the programme, the organizational mandate, record maintenance, client eligibility, the roles and responsibilities of the various personnel in the organization, programme procedures and service mix. The author further emphasises that, ideally, the policy should not only come from top management but clearly should also be supported and approved by the employees.

A policy statement, written or otherwise, is an ideal way of reassuring employees that they are valued; that the organization is committed to their health and wellbeing; that making confidential personal support available to them is consistent with the aims of the business and that they will not jeopardise their jobs or prospects by using the service (UK EAPA Standards of Practice and Professional Guidelines for EAPs, 2000:32).

Consad Research Corporation (1996) maintains that the development of a policy statement should precede any EAP implementation. The author further stated that, when clearly written and widely publicised, the policy statement serves as a guide for supervisors and managers regarding the constructive handling of an employee's personal problems. One aspect of successful employee programme

implementation is the adoption of a formal written policy reflecting organizational commitment to EAP guidelines and goals.

The researcher views the policy statement as critical to ensuring that the employees will clearly understand the purpose of EAP. On the other hand, it will allow the employer to describe the procedures, systems and activities for implementing the programme in the organization. The adoption of a formal policy for the programme will serve as an indication that the organization recognizes the wellbeing of employees.

It is argued that, before an EAP can be established, the following structural elements must be in place (Kamko, 2003: 45; Googins, 1975: 465-466; Wright, 1983:13-15; Dickman & Emener, 1985:84-85):

- **Statement of programme philosophy**

Clauses in the statement of programme philosophy may be:

- Every employee faces problems in their personal lives and often does not know what to do;
- This programme deals with a wide range of human problems, which include marriage difficulties, family problems, financial or work-related problems, emotional distress or problems caused by alcohol or drug abuse;
- This programme is strictly confidential and is offered as a helping hand, not as an instrument for prying or punishment;

- The main reason for this programme is to help employees and their families enrich the quality of their lives, whether or not they are experiencing job-related problems.

- **Policy and procedure**

Each company must establish a clear policy which recognizes that problems do occur in employees' lives. The company must fully support the treatment and rehabilitation of its employees in their effort to resolve their problems. Furthermore, it must make sure that the employees' job security and status in the company will not be threatened. Policy issues are, inter alia, the basic principles that form the foundation of the EAP and are separate from both the detailed design of the service and the day-to-day operating procedures.

A typical policy statement could read as follows;

- This service should be designed primarily to assist employees and/or members of their immediate family (spouse or dependent children) who are experiencing personal difficulties and who choose to seek the assistance of the EAP counsellor on a voluntary basis;
- No personal information given to the counsellor in the process of assisting the client will be shared with any other source, either within the company or in the general community, without the written consent of the employee in question;
- Employees may gain access to the programme through voluntary, suggested or mandatory referrals;

- While the suggested and mandatory referrals may be used by the management as an option in dealing with an employee whose performance is in question, it is not an automatic step in the disciplinary procedure;
- The policy, maintenance, planning and evaluation of the EAP is the responsibility of a committee comprising representatives from a cross-section of company employees;
- The professional contracted to deliver the service on this project will maintain a clearly neutral role in matters affecting the relationship of the company, its employees, representative groups and the employee; and
- The professionals who deliver direct services on this programme will work within the frame of reference of the EAP design and are accountable primarily to the providing agency or department. (Googins, 1975: 465-466; Wright, 1983:13-15; Dickman & Emener, 1985: 84-85).

The researcher is of the opinion that it is critical for the organization to ensure that the key role players in the EAP are well trained in the following areas: EAP policy; procedures for policy implementation; roles and responsibilities; along with many other responsibilities in order for the policy implementation to be realised.

## 2.5.2 Policy Guidelines

According to the Standards Committee of EAPA-SA (2010:6), the policy should make provision for matters such as:

- Employee and dependant access, e.g. language, culture and gender;
- Specified different conditions that may affect job performance, employee functioning and quality of life;
- Securing job status, which will not be jeopardised as a consequence of accessing EAP services, except when mandated by law;
- Specifying that the employees who use an EAP are expected to adhere to the job-performance requirements of the employer;
- The policy statement should be a public document displayed in a prominent place at various work-sites reflecting the critical components of the EAP;
- Availability of the EAP policy in different languages.

According to Dickman (1988:123) in Kamko (2003), every industry instituting an EAP must have a clear policy statement as to the philosophy and intent of the programme.

The researcher's view is that it is crucial for the organization to have the EAP policy statement in place. This would benefit both the employer, who would have a clear understanding of what the programme addresses, and the employees, who would also have a clear understanding of the objectives of the programmes and the benefits of using the EAP.

## **2.6 THE RATIONALE FOR EAP**

### **2.6.1 The Core Functions for EAP**

According to Megranahan (1995:54), the structure and delivery of an EAP is guided by core practices generally known as the EAP core technology. It follows from these principles that within an organization every individual's contribution is important. The EAP provides the employee and his or her family, the supervisor or manager, the HR function and ultimately the organization itself with a well-tested package for addressing a wide range of issues. The package balances the need for performance maintenance with the desire to sustain employee wellbeing.

According to Oher (1993: 412–422) service components of the EAP include: consultation and training for work organization leadership; outreach to employees and families; confidential and timely assessment; confrontation; motivation and short-term intervention to deal with job performance issues; referral and follow-up; diagnosis and treatment; management of provider contracts of outside managed care entities; consultation to the organization on benefit design and quality assurance on EAP effectiveness.

The researcher adopts points in the above discussion because if the programme is to be implemented effectively, it is critical for it to be communicated to everyone in the organization, including family members. Confidentiality is the key driving ingredient for the programme, and anyone who decides to use it should be assured that what will be discussed will not be revealed to any third party.



The Standards Committee of EAPA-SA (2010:1) identifies and defines the following core technologies of EAPs as follows:

**Training and Development:** Training and development of, and assistance to work organization stakeholders (managers, supervisors and unions) seeking to effectively manage the employee who is experiencing behavioural, emotional and wellness issues; enhancing the work environment; and improving employees and their family members.

**Marketing:** Outreach and promotion of EAP services (availability and guarantees of confidentiality) to management, supervisors, unions, employees and their family members.

**Case Management:** Confidential and timely risk identification, assessment, motivation, short-term intervention, referral, monitoring, follow-up, reintegration and aftercare services for employees with personal and work-related concerns that may affect job performance.

**Consultation to work organization:** Consultation with work organizations To pro-actively address inherent trends stemming from personal or organizational issues.

**Networking:** To establish and maintain effective relations with internal and external role-players and service providers.

**Monitoring and evaluation:** Monitoring and evaluation of the value/success/impact of EAP services relating to the work organization and individual job performance.

The researcher maintains that the heart of the Employee Assistance Programme is in its core technologies. The researcher therefore concurs with the above viewpoints and is also of the opinion that the core technologies should clearly define how the EAP policy would be coordinated and implemented. This also relates to issues of capacitating the professionals who would be offering the service, raising awareness of the programme in an organization.

Davis and Gibson (1994:4-5) identified the following critical elements of programme implementation:

- Commitment and support by senior management;
- Clear policy and on personal problems;
- Clear written procedures for programme utilization;
- Guaranteed protection of confidentiality;
- Publicity and outreach;
- Training in referral procedures for managers.

The researcher adopts and concurs with the above viewpoint that for effective policy implementation, for example, it is important for senior management to support the implementation processes for the EAP policy, it may be in terms of

allocation of resources and other important matters that need commitment from the management.

According to Winegar (2002: 7-10), Masi described the following elements of EAP services:

- **Policy statement**

This document describes the purpose of the programme, its scope, mandate, and the roles of personnel involved in its functioning. Policy statements are vital documents, for they represent an organization's endorsement of the programme. Without such a statement, the EAP's role is unclear and its effectiveness within the workplace is hampered.

- **Toll free telephone access**, 24 hours per day, seven days per week.

EAPs offer access to professional counsellors, not necessarily for "tele-e

- **Assessment and referral**

Without an accurate assessment, treatment services and psychological problems can be ineffective and inefficient. The term referral in this context concerns the resources recommended by the EAP staff to the client for resolution of the identified problem.

- **Short-term counselling**

Some EAPs offer short-term counselling, focused on a central theme and lasting from four to eight visits.

- **Other client services**

This grouping includes the non-clinical services directed toward clients who have problems typically encountered in EAPs. These include child care, elder care, legal information, consultation and referrals.

- **Clinical supervision**

Adequate supervision of clinical cases is recommended but this does not often occur in EAP practice. Additional services could include financial counselling, consumer information and resolution assistance.

- **Employee orientation**

This refers to a formal mechanism, such as meetings for briefing employees about the EAP and its benefits.

- **Supervisor and union steward training**

Supervisors learn to identify employee workplace behaviours indicative of problems that can be resolved with EAP services.

- **Employee education and outreach**

These programmes represent the prevention aspect of EAPs. Through these efforts, employers are able to offer health education, wellness and illness prevention activities for their workforce. Another benefit of these programmes is their promotional value. Posters, brochures, e-mail and videos are also used to achieve educational and promotional objectives.

- **Legal consultation**

Managers, supervisors and business owners are increasingly affected by workplace statutes, regulations and rulings. EAPs respond to these issues by offering informed consultation and support.

The researcher concurs with the above viewpoint that core technologies should be regarded as the cornerstone of EAP policy implementation so as to justify how the policy should be implemented in an organization. The researcher maintains that the EAP policy should clearly state and elaborate more on the core technologies that would translate into proper operational guidelines for the realisation of EAP policy implementation.

The EAP policy of the DoL (2004:5) states the following core functions of the EAP:

- Promotion of EAP services to all staff of the Department;
- Training of managers and supervisors of EAP referral procedures; that is identification, confrontation and referral of a troubled employee to the unit for assistance;
- Providing individual and group counselling, advice and support to staff;
- Appropriate referral of staff for diagnosis, treatment and assistance when necessary;
- Formation of linkages between the work-site EAP, community resources and individual practitioners who provide such services;

- Follow-up services for employees who utilize the service;
- Consultation and training of other departmental resource persons in the identification and resolution of job performance problems related to employees' personal concerns and difficulties;
- Provision of life skills, awareness and educational programmes promoting healthy lifestyle and coping skills; and
- Participation in inter-governmental activities, e.g. World AIDS Day, International Day for the Prevention of Violence against Women.

The researcher regards the above discussion of the functions of the EAP as crucial as they serve as key guidelines for the effective implementation of EAP policy.

The Public Service Commission (2006:3) conducted a study investigating the functioning of EAPs within the Public Service, with special emphasis on their effectiveness and best practices with regard to their functioning. One of the objectives of the study was to monitor and evaluate the level at which EAPs are involved in the implementation of the policy.

The findings of the study conducted by the Public Service Commission (2006:16) stress that the departmental policies make provision for a range of issues in respect of which assistance can be provided to employees through EAP. These issues include but are not limited to the following:

- abusive relationships;
- emotional or behavioural disorders;

- family violence;
- family and marital discord;
- psychological problems;
- stress management;
- substance abuse;
- bereavement counselling;
- trauma debriefing;
- work-related problems;
- internal conflict management and resolution;
- legal problems.

From the discussion above, it is clear that EAP policies focus on giving assistance to a wide range of problems that may be experienced by the employees, although there is a contradiction between the range of problems and potential programmes that may be implemented to address those encountered. For example, stress management, bereavement counselling, trauma debriefing, internal conflict management and resolution are regarded as programmes, whereas abusive relationships, emotional and behavioural disorders, family violence, family and marital discord are problems. A clear distinction between the problems and programmes should be made by identifying the problems encountered and secondly listing the programmes that would be implemented to assist in resolving and addressing those identified.

The researcher views the above elements, core functions or core technologies of the EAP policy as fundamental and these functions form the benchmark against which the policy implementation may be measured or evaluated. The researcher

draws various conclusions from the list of core functions and the elements of the EAP policy. The researcher's conclusion is that the core functions are the cornerstone of any EAP policy in a workplace. Therefore it is imperative to conduct the study in order to evaluate whether the EAP core functions as stated in the policy are being implemented effectively or not. The researcher concludes that the policy should provide an overview of the nature of EAP to be provided in an organization.

## **2.7 MODELS FOR EAP SERVICE DELIVERY**

There must be an appropriate model for service delivery for specific employer organizations reflecting detailed procedure. The main objective is to ensure, by selecting the most appropriate model, which may be internal, external, or a combination of these, the cost effectiveness and functional appropriateness of the EAP; and the proper procedures to be developed in accordance with the core technologies of the EAP (The Standards Committee for EAPA-SA, 2010:4).

According to EAPA Standards of Practice and Professional Guidelines for EAPs (2000:21), EAPA members must ensure that their services are provided through a distinct and separate organizational function that provides a clearly identifiable and systematic delivery system.

It is important to select a model consistent with organizational and employee needs (The Standards Committee for EAPA-SA, 2010:4; UK EAPA Standards of Practice and Professional Guidelines for EAPs, 2000:21).



From the discussion above, it is evident that the type of model chosen for delivering EAP services is critical to ensuring that the activities, processes and procedures of the policy are put into practice in a realistic way. This would also assist the organization in allocating adequate resources for implementing the policy effectively and efficiently.

The Standard Committee of EAPA SA (2010:4) identifies the following:

- An internal programme will operate with the staff of the employer, and should be strategically located, i.e. there should be such things as an autonomous section; Human Resources or Medical Services.
- An external programme operates with the staff of the service provider selected and contracted by the employer.
- In combination, certain services will be provided internally (e.g. training) while other services (e.g. clinical/counselling) will be outsourced.
- A Union-based programme, which offers some services delivered by trained union personnel to union members.

The researcher finds the above stipulations to be crucial, and it is imperative that the organization selects the most appropriate model for EAP service delivery. This should be done in the development of the programme, that is, the needs assessment and policy formulation or development phases. There are certain issues or factors that should be taken into consideration. These can include the objectives of the programme; the organizational culture; the size of the

organization; and the availability of resources. In choosing the most appropriate EAP model, the organization should be aware of the advantages and drawbacks of each model. This would mean that the organization would be able to select the most appropriate model for implementing the EAP in the most effective and efficient manner.

In relation to the Department of Labour, the combined model has been selected for the structure and delivery of the EAP services. The EAP unit has been established in the organization to perform EAP functions. The external providers are contracted to provide the following functions; assessment, clinical or counselling services. Furthermore the discussion above makes it is clear that numerous models could be employed to implement the EAP policy.

The researcher thus concludes that the EAP model selected would have a direct influence on the implementation of the EAP policy. In this section, tasks involved in policy implementation and policy implementation models will be discussed in relation to the study.

## **2.8 POLICY IMPLEMENTATION AND OPERATIONAL GUIDELINES**

### **2.8.1 POLICY IMPLEMENTATION MODELS**

According to Khalid (2001:88), policy implementation is defined as a process of transforming goals associated with a policy into results. Brooks in Khalid (2001:88) notes that policy implementation involves such activities as the application of rules, the interpretation of regulations, and enforcement of laws and delivery of services to the public. The author further commented that policy

implementation is a complicated issue; it demands suitable techniques and procedures.

The researcher agrees with the notion that implementation of the policy is the realization of its goals. As a result each policy has its own goals, which are intended to be actualised during the implementation of the policy.

Nakamura and Smallwood in Khalid (2001:89) propose a rational-hierarchical model as a best way of implementing a policy. This model involves three hierarchical steps, which are:

- Choose the appropriate policy instrument;

Through this step, the formulation commissions and task forces are chosen to carry out or implement the policy.

- Instruct administrators what to do and deliver.

The policy is communicated to implementers in the form of an instruction.

- Deliver the programme as instructed.

In this stage the implementers carry out instructions as directed by the policy-makers.

The second model is the Professionalization Development Model, and the suggested steps are initiation, implementation, continuation and outcome. This model stresses an aspect of the profession, in the sense that, through the

influence and powerful role of professions, the required implementation of the policy is possible.

The researcher does not support the views of the above models, because they are autocratic in nature, in that they instruct whoever implements them, without taking cognisance of the views and ideas of other stakeholders. Furthermore, the second model suggests that, through profession and influence, it is possible to implement the policy. The researcher is of the view that policies are implemented regardless of the fact that there is influence.

## **2.8.2 IMPLEMENTATION OF EAP POLICIES**

Khalid (2001:87) argued that the formulation and implementation of the policies are different issues in theoretical and practical terms. Implementation is more complicated, being concerned with political, financial, administrative and socio-economic issues.

Brooks in Khalid (2001:87) divides policies into two types, which are general and operational. The general relates to formulation, while the operational covers implementation. After the formulation of policies, the task of implementation begins.

The researcher is in support of the above view because the EAP policy is viewed as an operational policy, as it should be implemented in the organization. The researcher is of the opinion that it is pointless to implement the EAP policy if it is not aligned with the existing professional guidelines, as it may not be effective in addressing areas critical to fulfilling the purpose of the EAP policy.

Crosby (1996:1405) commented that implementing a policy may require bringing in new objectives and new capabilities to accomplish the objectives. On the other hand, Bardach (1977) argues that policy implementation is much like an assembly process: putting together pieces from different sources, with perhaps rather different objectives from those originally intended, and then reshaping those pieces into a mechanism capable of eventually producing the called-for results.

Brinkerhoff in Crosby (1996:1405-1407) develops a continuum to describe project and programme tasks, distinguishing between programme tasks as more strategic, and project tasks as more operational in nature. Unlike programme or project implementation, policy implementation tasks are all strategic, not operational. The tasks involved in policy implementation are:

- **Policy Legitimation**

To acquire legitimacy, some individual or group or organization must assert that the proposed policy is necessary and vital, and must be accepted even though it will present serious costs.

- **Constituency building**

Constituency building creates and mobilizes positive stakeholders in favour of the new policy.

The proposed policy change must have the support of the key stakeholders; not necessary all of them, but enough to ensure that the change can be effected.

The researcher believes that, for the implementation of the new policy, it is critical to gain support from different stakeholders. The allocation of adequate resources is regarded as a key element for the effective implementation of the policy and lack of resources could consequently lead to failure.

- **Resource accumulation**

To implement a new policy, human, technical, and financial resources must be set aside. The problem of the lack of sufficient resources for implementing the new policy is difficult to overstate.

- **Organizational design and modification**

The introduction of the new tasks and objectives accompanying the policy will probably mean modifications on the part of the implementing organization.

- **Mobilizing resources and actions**

Mobilization of resources for policy implementation is a set of action statements about how, when, where and by whom resources are to be utilized. Programmes will have to be formulated, projects designed, action strategies identified and then put in place.

- **Monitoring the impact of policy change**

Monitoring policy implementation requires both mechanisms for periodic review and evaluation and mechanisms capable of tracking policies over the years.

The researcher agrees with the above viewpoints. During any policy implementation, it is critical to develop the operational activities that will be aligned with all the objectives of the policy. This would in turn ensure that the policy is being implemented seamlessly to meet the organizational objectives. It is also important to note that policy implementation is viewed as the process of transforming the goals associated with a policy into desired or planned results.

According to Brooks as quoted by Khalid (2001: 89), policy implementation is not an automatic process; it demands strong impetus and coordinated efforts. This model shows the important role of collective efforts for policy implementation.

The researcher is of the opinion that it is crucial for policy implementation processes to be well coordinated to involve different key role players, that is, policy developers or makers e.g. management. On the other hand, there are policy implementers, e.g. EAP professionals and, most importantly, those who are receiving the EAP services. This would ensure that all parties involved have a clear understanding of policy implementation. Role clarification of all parties involved should also form part of the process, as with the clear guidelines for implementation of the policy.

In relation to the EAP policy of the Department of Labour, the identified key stakeholders of the EAP include the management, supervisors, employees, Union representatives and transformation programmes.

The Standards Committee of EAPA-SA (2010:6) states that guidelines should be developed to operationalize the policy and the objectives to provide specific

guidelines for the EAP practitioner regarding the core technologies and standards and their unique application in each organization. Operational guidelines should be covered in the operational manual, in terms of the following categories of EAP Standards:

- Programme design;
- Programme implementation;
- Management and administration;
- Clinical services;
- Non-clinical services;
- Networking;
- Monitoring and evaluation.

The policy guidelines should be embodied in the operational manual/guidelines to ensure that the policy will be put in practice.

The researcher is of the opinion that most of the employee assistance programmes have employed various operational guidelines for implementing the EAP policy. In addition to the importance of the content of the policy, emphasis has to be placed on using clear and simple operational guidelines to ensure that the implementers will understand and easily implement the policy.

An implementation plan must outline the actions and schedules needed to establish an operationally effective EAP. The objective of the implementation plan must establish the EAP as an integrated service within the organization (The Standard Committee of EAPA-SA, 2010:7). According to the UK EAPA



Standards of Practice and Professional Guidelines for EAPs (2000:33), EAPA expects that there will be an implementation plan which outlines the actions needed to establish and maintain a fully functioning EAP, together with the responsibilities and time scales for their completion. The responsibility for the implementation plan usually rests with an identified individual who is the internal EAP co-ordinator. The more successful implementations have been introduced as a process (not as just a set of goals) which encourages 'ownership' by all sectors of the workforce and results in widespread use of the services across all levels of the organization.

From the discussion above, the researcher's deduction is that the operational guidelines and the implementation plan are the most essential implementation tools, as they provide procedural guidelines and describe administrative and management guidelines for the successful and effective implementation of the EAP policy in an organization. The researcher's conclusion is that the key to an effective EAP is the clear policy statement and implementation plan. The implementation plan for the programme should be clear and precise, which would allow the programme to meet its objectives.

## **2.9 EVALUATION FOR EAP POLICIES**

In order to evaluate the implementation of any policy, it is imperative to first consider its purpose and objectives. And as such, in doing so, part of the analysis may include original research to determine whether the policy's objectives have been met or can be met. In analysing a policy to determine

whether it can meet or has met the needs that it seeks to address, the following questions may be asked:

Who initiated the policy and why?

What does the policy entail?

What is the desired impact? (Terre Blanche, Durkheim & Painter, 2006: 449).

The researcher believes that the importance of the content of the policy cannot be overemphasized, as the implementation of EAP has been informed by the policy itself. For this study, the above questions will serve as a guide for the envisaged evaluation process of the EAP policy implementation. The evaluation process will focus on reviewing the processes, procedures and activities employed in implementing the EAP policy in the organization.

Csiernik (2003:34) recommends the evaluation of existing policies, based on a best practices model. The EAP policy critique assesses five areas: statement of policies; procedures; programme development; roles; and overall presentation. This guideline serves not only as an input evaluation, determining what features of a policy an organization has implemented, but it also evaluates the various attributes of a policy.

In light of the aforementioned statement, for the purpose of the study, focus will be on the implementation of the EAP policy and the operational guidelines as set and recommended by EAPA-SA. An overriding concern in this study is to

determine the level at which the EAP is implemented in order to determine its success or failure or need for improvement.

Kumar (2005:275) defines evaluation as a process of applying scientific procedures to accumulate reliable and valid evidence in the manner and the extent to which specific activities produce particular effects or outcomes.

Given this, the researcher is of the opinion that it is critical for the employer to conduct an evaluation process in order to establish whether the implementation plan, including the systems, operational activities, processes and procedures contribute or otherwise to the effectiveness of policy implementation in achieving the desired or expected outcomes .

According to the Standards Committee of EAPA-SA (2010:18), the effectiveness of the EAP should be monitored and evaluated continuously. Obviously, the goal of evaluation is to ensure that the EAP adds value to the organization and its beneficiaries.

Even though the awareness of EAP has increased over the years and has grown to be accepted in the DoL, there remain certain challenges regarding the implementation of the core functions (i.e. resources, EAP staff, marketing, training, consultation) as stipulated in the policy. Therefore, the researcher is of the view that the evaluation process must be seen as a key fundamental tool to establish the effective implementation processes, systems and operational activities of an EAP in any organization, and it should be an on-going process, rather than a once-off activity.

## 2.10 CONCLUSION

Continuous evaluation is critical for an effective implementation of the policy, in order to determine whether the objectives are being realised. In conducting a literature review, the researcher has discovered that evaluation is carried out for various reasons, ranging from determining the appropriateness of the programme; its effectiveness; and measuring the policy implementation by focusing on the EAP activities, procedure, systems and processes.

The policy, with a clear statement and implementation plan, is seen as a key aspect of effective delivery or implementation of EAP policy. These documents serve as guidelines and also provide an overview of EAP activities, procedures and systems, and, in turn, assist the employer in the allocation of resources for implementation.

The next chapter will focus on the background of the Department of Labour and the typical services performed by the Department, including specific jobs performed by the employees and the challenges experienced.

## CHAPTER 3

### AN OVERVIEW OF THE WORKING CONDITIONS OF EMPLOYEES IN THE DEPARTMENT OF LABOUR

#### 3.1 INTRODUCTION

The Constitution of South Africa (Act 108 of 1996:10) states that every citizen has the right to choose their trade, occupation or profession freely. Basson et al. (2005:9), however, indicate that the relationship between an employer (owner of company) and employee (especially the one performing menial work) is inherently unequal in the workplace, and that this constitutes the risk of exploitation of an individual employee. This happens because there are trade conditions that still disregard the wellbeing or the rights of the workers in the workplace.

In light of this, the researcher believes that, even though people have the right to choose their trade, the employer has an obligation to ensure that the wellbeing of the employees is always protected. This may be achieved by putting programmes in place for the promotion and management of health and wellness in the workplace.

Work is central to people's wellbeing. In addition to providing income, work can pave the way for broader social and economic advancement, strengthening individuals, their families and communities. Such progress, however, hinges on having decent work. Decent work sums up people's aspirations in their working lives. It involves opportunities for work that is productive and delivers a fair

income, security in the workplace and social protection integration (International Labour Organization, 2006: 5).

According to the Constitution of South Africa (Act 208 of 1996: 7), everyone has inherent dignity and the right to have their dignity respected and protected. Everyone has the right to freedom and security, i.e. to be free from all forms of violence from either public or private sources.

The researcher is of the opinion that it is critical for every person to be protected, which includes in the work place where employees carry out their duties according to the expectations of their employers. To achieve this, the employer has to introduce programmes for assisting employees in dealing with the demands of the work and or personal issues.

The researcher reviewed literature by exploring different departmental policies and other official documents in order to obtain relevant information on the mandate and functions performed by employees of the Department.

In this chapter, focus will be on the following areas: the vision, mission, values and the mandate of the Department of Labour (DoL). On the other hand, the strategic objectives of the Department will be discussed in order to clarify its mandate. The core functions performed by the employees in different areas of responsibility will be highlighted, including the challenges faced by the employees during the call of duty. These challenges may provide an indication of the realities that confront employees, which may result in those employees seeking assistance from the relevant EAP section in the DoL.

### **3.2. Background of the Department of Labour**

The Department of Labour (DoL) is one of the government departments established in terms of the Constitution of South Africa Act. The Head Office is based in Pretoria and there are labour centres distributed widely across all the nine provinces. The Department of Labour delivers its services to the public/clients through its labour centres, satellite offices and mobile labour centres across the country. These offices and centres offer services such as, inter alia: unemployment insurance processing; public employment service; inspection and enforcement; career guidance; and labour market information.

Some of the successes achieved at these provincial centres have been the improvement in times for processing, enforcement of compliance by employers on labour legislations and increased registration and placement of job seekers.

The Department is also responsible for the administration and management of the two entities, the Unemployment Insurance Fund and the Compensation Fund. The institutions reporting to the Executive Authority are the following; Advisory Council for Occupation Health and Safety; the Commission for Conciliation, Mediation and Arbitration (CCMA); the Commission for Employment Equity (CEE); the Compensation Board; the Employment Conditions Commission (ECC), National Economic Development and Labour Council (NEDLAC); and Productivity SA, Unemployment Insurance Board.

Based on the discussion above, the researcher's deduction is that the Department has a critical role to play in the labour market. This includes the

setting and monitoring of standards i.e. conditions of employment, salary benchmarking and compliance with labour legislation.

According to the Annual Performance Plan of the Department of Labour 2013-2014, the vision is stated as follows:

The Department of Labour strives for a labour market which is conducive to investment, economic growth, employment creation and decent work.

The researcher recognises that the role of the Department is well translated into this vision, as the Department's responsibility is to ensure that it contributes to the creation of decent work that will have a direct impact on the economic growth of the country. In turn, it is the strategic goal of the government to halve the unemployment rate, eradicate poverty and reduce inequality.

The mission of the Department is as follows:

Regulate the South African labour market for a sustainable economy through:

- Appropriate legislation and regulations;
- Inspection, compliance monitoring and enforcement;
- Protection of human rights;
- Provision of employment services;
- Promoting equity;
- Social and income protection;
- Social dialogue.



The researcher's conclusion is that the mission and vision of the Department are aligned as they provide a clear description of its mandate.

The values of the Department are:

We shall at all times be exemplary in all respects:

- We treat employees with care, dignity and respect;
- We respect and promote:
  - Client-centred service;
  - Accountability;
  - Integrity and ethical behaviour;
  - Learning and development.
- We live the Batho Pele Principles;
- We live the principles of the Department's Service Charter;
- We inculcate these values through the performance management system.

According to the Strategic Plan of the Department 2013-2018, in order for the Department to respond to the strategic priorities as set by the government, these include;

- Decent work;
- Public Employment Services;
- Enhancing Inspection and Enforcement Services to effectively monitor and enforce compliance with legislation;
- Strengthening social security; and
- Strengthening the institutional capacity of the Department.

To achieve these goals, the following legislations are implemented:

- Basic Conditions of Employment Act 75 of 1997 (BCEA);
- Labour Relations Act 66 of 1995 (LRA);
- Employment Equity Act 55 of 1993 (EEA);
- Unemployment Insurance Act 63 of 2001(UIA);
- Occupational Health and Safety Act 85 of 1993 (OHSA);
- Compensation for Injuries and Diseases Act 4 of 2002 (COIDA); and
- the Employment Services Bill of 2010.

The purposes and aims of these legislations will be discussed in detail in the section that deals with the functions performed by employees in their respective directorates.

### **3.3 The Policy Mandate of the Department of Labour**

According to the Strategic Plan for the Department of Labour 2013- 2018, the mandate of the Department is:

To regulate the labour market through policies and programmes developed in consultation with social partners, which are aimed at:

- Improved economic efficiency and productivity;
- Creation of decent employment;
- Promoting labour standards and fundamental rights at work;

- Providing adequate social safety nets to protect vulnerable workers;
- Sound labour relations;
- Eliminating inequality and discrimination in the workplace;
- Enhancing occupational health and safety awareness and compliance in the workplace;
- Give value to social dialogue in the formulation of sound and responsive legislation and policies to attain labour market flexibility for competitiveness of enterprises, balanced with the promotion of decent employment.

The Department of Labour has been tasked with the responsibility of ensuring that the workers are not harmed in their workplaces. This includes their rights and their wellbeing, i.e. health and safety. The Department has to ensure that the rights of workers are always protected according to the ILO decent work agenda.

### **3.4 Clients or Beneficiaries of the Department of Labour**

The Department of Labour renders its services to the following categories of clients:

- Unemployed and under-employed;
- Employers;
- Employees;
- Employer organizations;
- Trade unions and trade union federations;
- Private Employment Agencies.

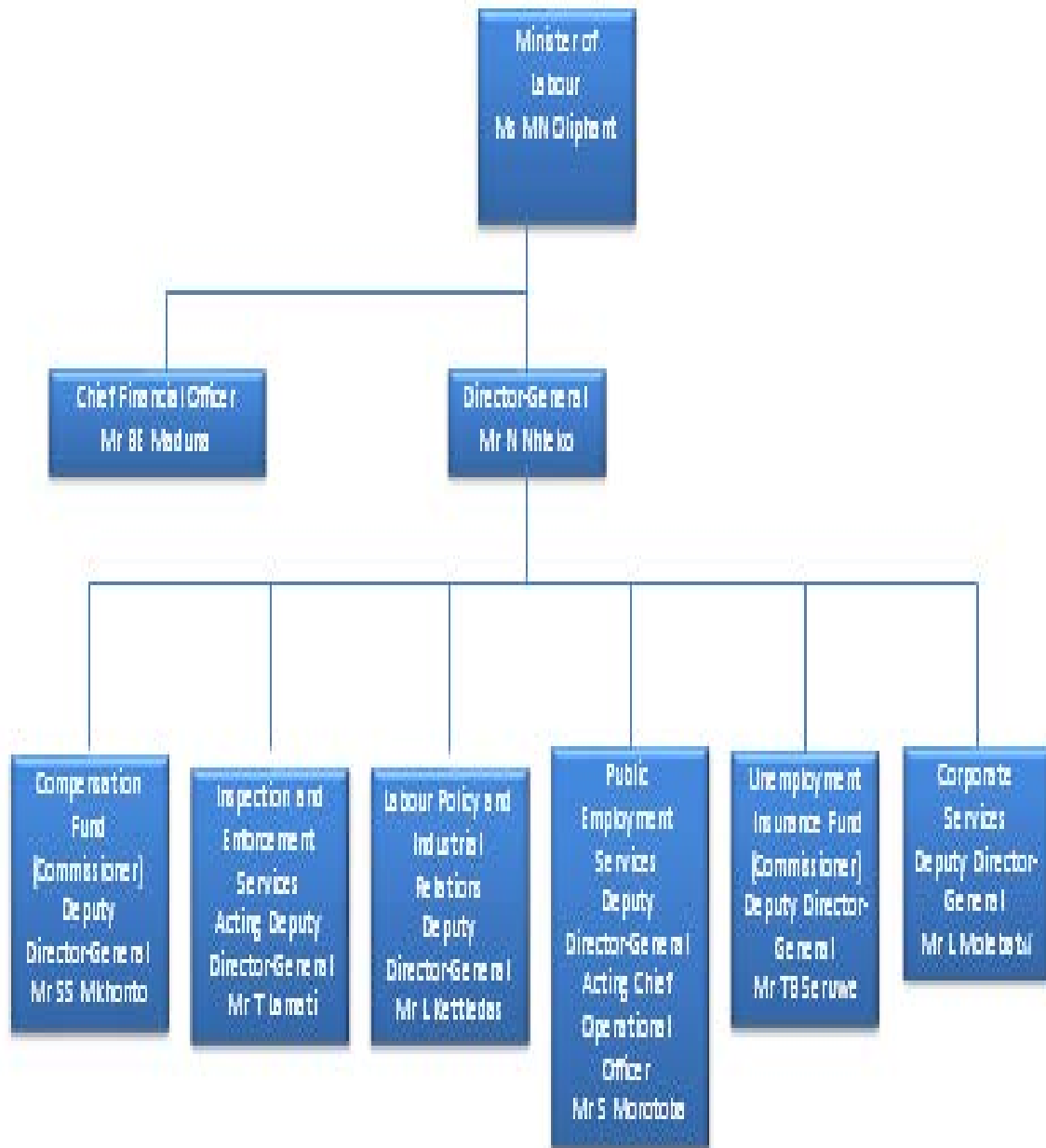
From the discussion above, the researcher deduces that clearly the Department has been mandated to play a key role in the labour market and to deal with a wide range of stakeholders and clients, which requires considerable effort, commitment and dedication from the employees. It must be emphasised that the Department is expected to deal with very challenging and demanding matters in order to play its role in the labour market, not forgetting the pressures and challenges with which its employees are faced on a daily basis when serving the identified stakeholders and clients.

### **3.4.1 The Organizational Structure of the Department of Labour**

#### **3.4.1.1 The structure of the Department at the Head Office**

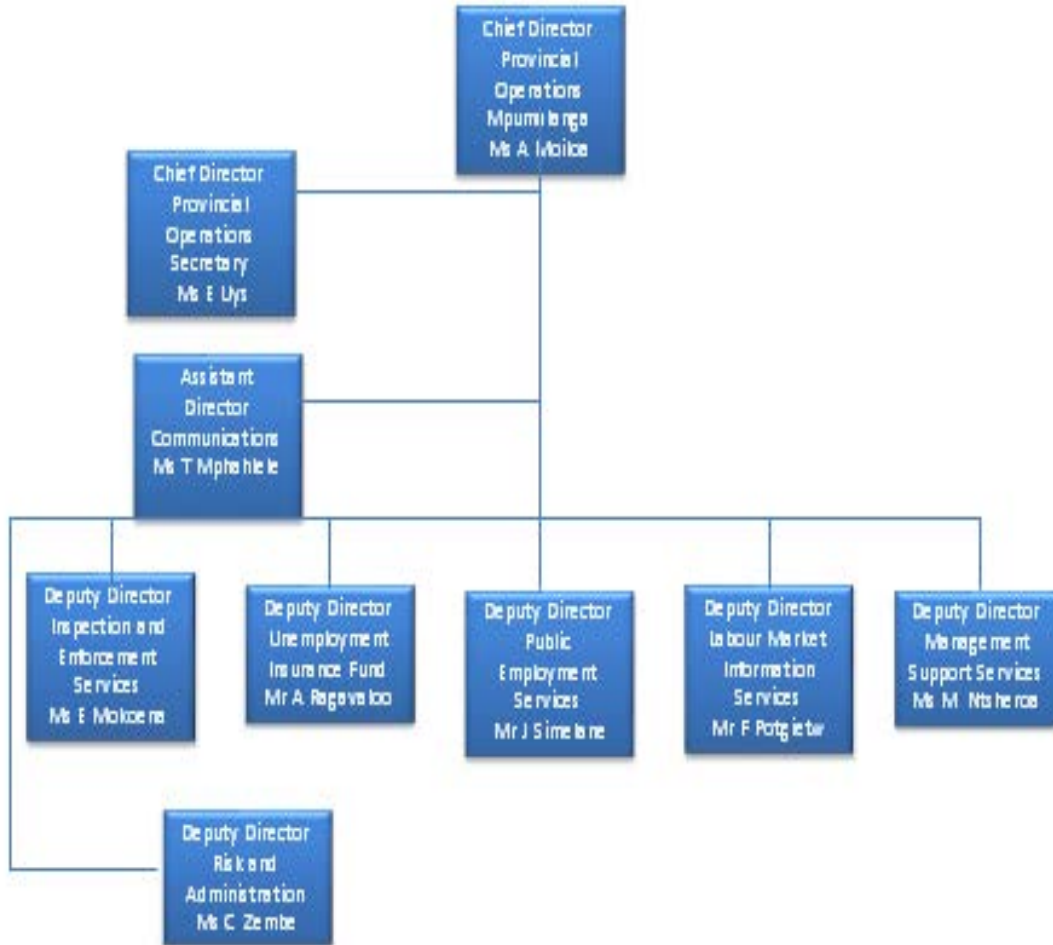
**Figure 1: Structure of the DoL at Head Office**

**See page 63**



### 3.4.1.2 The structure of the Department at the provincial level

Figure 2: Structure of the Department at the provincial level



Figures 1 and 2 illustrate the structure of the National and Provincial Office, with different Directorates that are responsible for service delivery. The Department is delivering its mandate through the provincial offices with labour centres, whereas the responsibility of Head Office is to provide support.

### **3.5 The work plan of the province and the performance agreements of employees**

The strategic mandate of the Department is cascaded down to provinces in the form of the work plan, which outlines the key objectives of each directorate and the target to be achieved for the financial year. Thereafter, the performance agreement is based on the departmental work plan and the employees' job profiles. This document describes in great detail the functions or activities that should be performed by employees in attaining the set strategic objectives.

Every employee in the Department is expected to enter into a performance agreement that specifically describes the duties and functions to be performed. This is assessed per quarter and semester to check whether the employee is coping with the work and able to meet the set targets.

#### **3.5.1 The core functions and services rendered by the Department**

In this section, the functions rendered will be discussed in terms of the different Directorates that are aligned to the departmental mandate. As discussed above, according to the structure, there are four Branches/Directorates in the Department which are responsible for implementing the different programmes. In this section focus will be on the first three Directorates, as they are key to the delivery of the Departmental mandate, (Annual Performance Plan of the Department of Labour; 2013-2014).

### **3.5.1.1 Programme 1: Administration**

The functions of Administration include:

- Provide management and strategic and administrative support to the Ministry and the Department.

The researcher deduces that the role played by the Administration Directorate is critical for the operational functioning of the Department, as it is responsible for ensuring that the allocated budget is managed properly. Recruitment of staff is done according to the needs of the Department e.g. compliance with Employment Equity standards; resources must be adequately allocated to the employees so that they can perform their duties.

### **3.5.1.2 Programme 2: Inspection and Enforcement Services (IES)**

The Strategic Plan of the Department 2013-2018, outlines the functions of IES as follows:

- Promote health and safety in the workplace by regulating dangerous activities and the use of plants and machinery;
- Register incidents according to labour relations and occupational health and safety matters;
- Ensure that employers and employees comply with labour legislations through regular inspections;
- Give effect to the legislative enforcement requirement and educate stakeholders on labour legislations.



### **3.5.1.3 Programme 3: Public Employment Services (PES)**

The functions of PES are to:

- Register work seekers on ESSA;
- Provide employment counselling to work seekers;
- Assist companies in distress;
- Register opportunities reported by employers on ESSA;
- Match, screen and refer candidates to employers;
- Manage the processing of International Cross-Border Migration (ICBLM).
- Register Private Employment Agencies, (Public Employment Services Standard Operating Procedure, 2012: 4).

### **3.6 Challenges experienced by employees in the Department of Labour**

Given the demanding and stressful nature of the work that employees perform in the Department, it is critical to have programmes in place to ensure that the employees are taken care of to help them cope with demands in the workplace. These programmes should be enshrined in different policies to ensure that the employees are productive at all times as expected by the employer.

These challenges vary in terms of their severity; therefore, it is important for the employer to have programmes in place for intervening and assisting employees to deal with or even cope proactively with the challenges.

In this section, focus will be on the work performed by the labour inspectors, front-line staff and employment services practitioners, and employment counsellors, as these employees deal with clients daily in their offices and they

encounter many challenges in the workplace. These categories of employees are based in the labour centres which are regarded as operational offices for the Department and most of the work is performed in these offices.

### **3.6.1 Inspection and Enforcement Directorate**

The IES is required to administer all or certain aspects of the following labour laws:

- Basic Conditions of Employment Act;
- Employment Equity Act;
- Occupational Health and Safety Act;
- Compensation for Occupational Diseases Act;
- Labour Relations Act;
- Unemployment Insurance Act;
- Skills Development Act and Skills Development Levies Act.

The purpose of the programme for inspection and enforcement, as indicated above, is to realise decent work by regulating non-employment and employment conditions through inspection and enforcement in order to achieve compliance with all labour market policies. The strategic goals, functions and challenges experienced by labour inspectors will be discussed.

### **3.6.1.1 The functions of inspectors**

ILO Convention of 1947 No: 81 assigns three basic missions to labour inspectors; ensuring labour legislations are applied, advising employers and work seekers authorities and condition of work and the promotion of workers while engaged in their work.

The labour inspectors are employed in the inspection and enforcement Directorate in the Department. By means of the literature review, the researcher discovered that the labour inspectors experience both negative and positive reactions from employers when conducting inspections.

### **3.6.1.2 Challenges experienced by the inspectors**

According to the study conducted by Mamakwa (2012:51-72), the following are the key challenges with which the inspectors are faced:

- Competency

Thirteen inspectors are of the opinion that they have enough knowledge for BCEA, which is the act that they mostly administrate. However they are working as a team and do consult other inspectors who are experts in a particular field.

- Frustrations

The following are the five sub-themes under frustrations; uncooperative employers; uncooperative employees; legal actions against labour inspectors; case management; and lack of resources.

- **Uncooperative employers:** participants mentioned that they most often become frustrated by uncooperative employers who are not complying or are just being aggressive or difficult, or giving invalid information, as well as not knowing the local language.
- **Uncooperative employees:** Participants highlighted their frustration with vulnerable workers whom they try to protect. For example, employees give false information on the matter in hand.
- **Legal actions against labour inspectors:** Inspectors reported their frustrations when employers opened cases against them in a court of law or reported them to the provincial office. Some of the scenarios include occurrences like the following: The inspectors went to an employer to conduct an inspection and the employer chased them away. However, they continued with the process of inspection without the employer's consent. Thereafter, the employer reported the matter to the provincial office and demanded that an internal investigation be conducted.  
Sometimes employers open legal cases against the inspectors.
- **Lack of resources:** Some of the inspectors referred to frustrations at work as merely the lack of resources. In some instances, inspectors indicated that they lacked resources like laptops and 3G, which would assist them in retrieving information to be given to the employer during the inspections. However, they had to wait until they got to the office to do this. Some of them indicated that they had to share transport.

- **Staff capacity:** The inspectors reported a pressing need for more inspectors, as they have to meet monthly targets. They have to meet a certain target of inspections per month according to the performance agreement, and so they work under pressure to meet these targets. Many employers do not comply, but they cannot be reached; it takes the inspectors months to reach the employers. Others expressed their frustration by commenting that the shortage of staff is too high and the work load increases every year because of the limited human resources.

The researcher, as an employee in the Department, has experienced that most of the inspectors were involved in bribery and fraud. There were instances when the inspector collected money from the employer on behalf of the employee, but the money was not paid to the vulnerable worker. In this case, the researcher believes that there are no strict procedures and systems to ensure that the inspectors are strictly prevented from encountering such occasions in their working world. These are some of the challenges the inspectors are faced with. Based on the challenges discussed above, the researcher believes that the Department does not take the training of inspectors seriously, which could have repercussions in the Department. It could mean that the Department would not be able to attain its mandate.

In another case, the inspectors were prosecuted for taking bribes from the employer who was in contravention of the labour laws. Possibly the inspectors are not abiding by the ethical codes and the codes of good practice. They could also be tempted by the money, as they believe that they are not paid well enough

by the Department in comparison with inspectors in other departments, such as the Department of Minerals and Energy.

The ILO (2006:3 -9) identified the following challenges:

- Understaffed and undertrained

Labour inspectors are understaffed and undertrained so are unable to carry out their duties properly and they will easily fall prey to competitors.

- Access to private households

The sector of domestic work i.e. employees in the home, is recognised as problematic worldwide. The labour inspectors' conduct only limited checks in this sector.

- Lack of resources

Owing to the lack of resources, the number and frequency of inspections are on the decrease, while work accidents, including permanent incapability, continually increase.

According to the researcher, given the dangerous and demanding nature of the workplaces that are inspected by the labour inspectors, it is therefore critical for the inspectors to be trained in order to avoid unforeseen circumstances.

Regarding the lack of resources, the researcher believes that it can lead to employees becoming disengaged from the Department and becoming less motivated to perform their duties. Eventually this can lead to service delivery being compromised.

According to Mamakwa (2012: 7), the researcher observed an incident where a labour inspector at eMalahleni Labour Centre was physically attacked by an employer in the wholesale and retail sector. The case is still to be heard in the Witbank Magistrates Court. Indeed, physical assault is a life-threatening occurrence causing trauma. The researcher further maintains that the frustrations continue to manifest for labour inspectors as a result of the lack of capacity, when inspectors are unable to visit all the employers to ensure compliance with the legislations administered.

The researcher is an employee in the Department at eMalahleni labour centre where the incident occurred and this was her experience regarding the plight of the labour inspectors.

This is also an indication that the employees in the DoL are not protected, as the law proposes, and the Department should have programmes in place to reduce or even eliminate the risk of employees experiencing various psychological problems as a result of the nature of the work they perform.

The researcher has, through experience, learnt that the inspectors are also threatened by the employers or even refused entry to private households during the inspections. Some were chased away and even bitten by dogs when trying to protect the vulnerable employees working in harsh conditions. These incidents are even reported to the media in order to inform the public about the difficulties faced by the inspectors while performing their duties.

### 3.6.2 Client Services Officers or Front Line Staff

According to the IES Strategy of the Department of Labour, the front-line staff deals with all 'walk in' clients.

The functions of the front-line staff include the following:

- Receiving applications for UI/Compensation for Injuries and Diseases Act (COIDA);
- Registering complaints or cases in respect of IES and resolving 70% of the complaints received within 14 days;
- Registration of work seekers on ESSA (Employment Services for South Africa);
- Refer work seekers for employment counseling;
- Attend to all enquiries from clients.

The researcher recognises the role of the front-line staff or client service officers (CSOs) as crucial, as they are at the first entry point for service delivery in the Department. This category of employees is expected to provide integrated services, irrespective of the programmes discussed above to clients reporting to the Department. This means that they have to register work seekers on the ESSA system, take and capture Unemployment Insurance applications and administer or address complaints lodged by the workers regarding any violation of the labour legislations that are administered by the Department.



### 3.6.2.1 Challenges experienced by the CSOs / Front line Staff

The researcher has, through experience, learned that owing to the workload for the client services officers, most of them are demotivated, and the rate of absenteeism is high. The challenges faced by the CSOs include the following:

- Work load

The researcher has, through experience as an employee in the Department, learned that the job content of the CSO is not properly organized, because they have so many duties that have to be carried out. Work load can have a negative impact on the productivity level of the employees, as they get tired and the pressure increases, while, on the other hand, they have to service the clients.

- Intimidation, threats and verbal abuse

In some instances, clients would demand to be paid UIF even though they do not qualify, because, according to the UIA, if the worker has resigned s/he does not qualify to apply for the UI benefits, which results in clients intimidating CSOs, claiming they have used the clients' money or are lying to them.

CSOs are expected to attend to complaints and finalize a certain percentage. This leaves them exposed to threats from employers who are not complying with the conditions of the labour laws, e.g. salaries or leave. In some cases, even the workers themselves do not tell the truth when lodging their complaints. This is realized at a later stage when the employer is contacted.

The Safety and Security Policy of Inspectors and Frontline Staff (2007:1) states that there are numerous incidents of assault and intimidation e.g. inspectors

locked in empty rooms by the employers, dogs let loose on inspectors, they are slapped, threats are made, there is verbal abuse and insults. Inspectors and frontline staff undergo all this in the course of performing their duties. Inspectors and front line staff have voiced concerns that their safety and wellbeing are compromised on duty. The purpose of the policy is therefore to help in alleviating their fears and will encourage the inspectors and the front line staff to execute their duties confidently.

Based on the above discussion, the researcher's view is that the Department is aware of the challenges faced by its employees when they are performing their duties; this is the reason for the development of the EAP policy.

Owing to the nature of the work performed by employees in the Department, they encounter various challenges when performing their functions or duties. The Department should therefore put programmes in place which are aimed at improving working conditions with respect to stress at work. There should also be practical measures for coping with stressful or demanding work situations.

### **3.6.3 Employment Services Practitioners and the Employment Counsellors**

According to the Public Employment Services Standard Operating Procedure (2012:6), the purpose of the services is to:

- Contribute to employment creation;
- Contribute to decent employment;
- Promote equity in the labour market.

The researcher believes that the Department has been tasked with the enormous responsibility of playing a significant role by contributing to the creation of

employment in the country. The programme is aligned with government's priorities regarding job creation and poverty reduction.

In this section the functions performed and the challenges faced by the Employment Services Practitioners and the Employment Counsellors will be discussed in detail.

### **3.6.3.1 Functions performed by Employment Services Practitioners and Employment Counsellors**

The Public Employment Services Standard Operating Procedure (2012:14) outlines the functions of the Employment Services Practitioners as follows:

- Conduct canvassing sessions in order to identify or source opportunities for placement of the work seekers;
- Conduct marketing events for PES services;
- Register opportunities on ESSA;
- Screen, prepare and refer matched candidates to employers;
- Process applications for private employment agencies;
- Process applications for International Cross Border Migration (ICBLM);
- Update placement of work seekers on ESSA.

The Standard Operating Procedure for Employment Counselling (2010:7) listed the functions of the Employment Counsellors as follows:

- Provide employment counseling to work seekers;
- Refer work seekers to other professional assistance like bursaries, learnerships and internships;

- Administer psychometric assessment for selection and referral of work seekers.

### **3.6.3.2 Challenges experienced by the employment services practitioners**

- Work load;
- Lack of resources;
- Pressure to meet deadlines;
- Uncooperative employers;
- Difficulty in delegating.

The researcher believes that the challenges discussed above that are experienced by the employees in the Department may lead to workplace stress, which may result in harm and contribute to poor organizational performance. The Department should therefore put programmes in place that are aimed at improving working conditions with respect to stress at work. There should also be practical measures for coping with stressful or demanding work situations. These programmes should focus on educating employees to be able to cope with the demands of their working environment, associated with both positive and negative reactions.

The researcher has also learned that difficult working conditions may make employees react differently to situations and may lead to work stress and low productivity levels.

## **3.7 AN OVERVIEW OF EAP IN THE DEPARTMENT OF LABOUR**

### **3.7.1 Introduction**

The place of employment and the work role over time has come to occupy a central role in the life of an individual worker. A job provided one with economic security as well as social satisfaction and emotional stability. Workers expect more than a pay cheque out of the time and energy expended in their jobs. They expect more challenge and fulfilment and they are growing to expect management to provide services that will help them cope when stress and tension reduce their ability to function on the job or at home. It is therefore essential that, if work is such an important element in the life of a worker and EAP provides services that ensure stability in the workplace, it is justifiable to have an EAP in the workplace (Kamko, 2003:18).

The researcher believes that the employer is obliged to ensure that the employees are productive if they are going to perform their duties as expected in their organization. This can be achieved only by putting programmes like the Employee Assistance Programme in place. This would assist the employees in dealing with the demands and challenges they encounter when performing their duties.

### **3.7.2 Background of EAP in the Department of Labour**

Given the stressful nature of the functions and jobs that employees perform, the development and implementation of the EAP was seen as critical in ensuring that the employees are stable and productive in the Department.

The Department of Labour established the EAP Unit in 2001 at Head Office, to provide its services to all the employees in the DoL. The EAP Unit was established in the Department of Labour to ensure that the objectives of the EAP policy were effectively implemented.

The EAP Unit's functions include the following:

- Develop and implement employee health and wellness strategies and programmes;
- Facilitate and manage health and productivity management programmes;
- Promote and facilitate the implementation of Occupational Health and Safety strategies and programmes;
- Ensure internal and external collaboration of the health and wellness programmes;
- Monitor and evaluate the impact of HIV/AIDS programmes in the workplace;
- Ensure that counselling services are provided.

The researcher maintains that, in order to have a clear understanding regarding the topic of policy implementation, it is advisable to also relate to different frameworks for the implementation of policies. In this section a few policy implementation models will be discussed in relation to the study.

The EAP policy was developed in 2003 and endorsed for implementation in 2004.

According to the EAP policy of the Department of Labour (2004:1), all employees of the Department are eligible for the EAP services in respect of the identification and management of an employee's presenting problems.

The Department adopted the combination model of service delivery in order to ensure accessibility and the delivery of high standards and quality services by EAP staff to all provinces. This is supported and recommended by the (Standards Committee of EAPA 2010: 4), which states that, in combination, certain services will be provided internally (e.g. training), while other services (e.g. clinical / counselling) will be outsourced.

The EAP is coordinated and managed at the Head Office. The functions of the internal EAP include, inter alia, the following: development of policies and procedures or activities; coordination and management of the day-to-day operations of the EAP services; training of supervisors and other key stakeholders; marketing of the programme. The external service providers are responsible for providing counselling services.

Currently, only four EAP officials are stationed at Head Office, who are responsible for the following core functions as stated in the EAP policy:

- Promotion of EAP services to all staff of the Department;
- Training of managers and supervisors on EAP referral procedures, i.e. identification, confrontation and referral of a troubled employee to the unit for assistance;
- Providing individual and group counselling, advice and support to staff;

- Appropriate referral of staff for diagnosis, treatment and assistance when necessary;
- Follow-up services for employees who make use of the service;
- Provision of life skills, awareness and educational programmes promoting healthy lifestyles and coping skills;
- Participate in such events as inter-governmental activities, e.g. World AIDS Day, International Day for the Prevention of Violence against Women.

The researcher has observed that the EAP staff are too few to be able to perform all the above core functions. In the provinces, there are “Wellness Champions”, who were introduced and appointed to perform other functions, e.g. the referral of troubled employees; the promotion of EAP service among staff; arranging EAP activities according to the Health and Wellness diary e.g. awareness and educational programmes that promote healthy lifestyles.

The “Wellness Champions” report directly to the Employment Equity Forum, which has a different mandate, that of ensuring and monitoring implementation and compliance in terms of the Employment Equity Act. These Wellness Champions are ordinary employees who were given an extra function to perform EAP activities, whereas on the other hand, they are expected to perform the functions or duties according to their performance agreement and job profiles.

During the implementation of the EAP policy In the DoL, circulars were distributed by e-mail informing employees about the EAP policy. On the other



hand, EAP practitioners also conducted advocacy sessions in the provinces to ensure that all employees understood the policy and its intended objectives. The EAP policy document is available on the intranet. It was adopted and signed off in 2003 and implemented in 2004.

The Department should consider the recommendations in the study conducted by Manzini (2007:79). The study points out that, since the EAP is centralised at Head Office, there is a need for dedicated employee health and wellness practitioners at provincial office levels who will be responsible for the coordination of EAP and the Wellness Programme. The proposed provincial coordinators should be limited to assessment, referral and follow-up.

The researcher believes that, if the Department were to consider the introduction or appointment of an EAP practitioner, as stated above, this would result in improved perceptions by employees regarding the EAP. There would be more awareness of EAP, accessibility to the programme and also improved implementation of the EAP policy in the DoL.

Based on the challenges experienced by employees in the DoL, the need for an effective EAP policy implementation cannot be overemphasised.

### **3.8. CONCLUSION**

Through the researcher's experience both in working as an employee in the Department and in presenting the literature review, she has noted the importance of the fact that the labour inspectors, in the execution of their duties or functions

to protect vulnerable workers in different sectors, experience both positive and negative reactions from the clients i.e. reactions from the employers, in some instances, from the workers themselves whom they are actually trying to protect.

The researcher believes that for the Department to be able to play its role in the most efficient and effective manner and provide the services with integrity and professionalism, leaving footprints in the labour market of the country, it should acknowledge the significance of the role played by the different categories of employees discussed in this chapter, by putting in place programmes that would protect the wellbeing of its employees, ensuring that they are able to meet the daily demands of their work in the Department. The Department should also ensure that there is allocation of adequate resources, including human resources, in order to fulfil its mandate.

## CHAPTER 4

### EMPIRICAL INVESTIGATION INTO EVALUATION OF EAP POLICY IMPLEMENTATION WITHIN THE DEPARTMENT OF LABOUR

#### 4.1 INTRODUCTION

This chapter focuses on the presentations, analysis and interpretation of the empirical findings of the study gathered in the Department of Labour in Mpumalanga. The research methodology is briefly described, followed by the discussion of the research findings, which are presented according to the sections of the questionnaire. The aim of the research was to evaluate the EAP policy implementation within the Department of Labour.

#### 4.2 SUMMARY OF RESEARCH METHODOLOGY

The study was conducted according to the quantitative research approach, and was evaluative in nature. The research design used was a survey design. In order to facilitate the respondents' understanding, the aim of the research was highlighted on the informed consent form, which was attached to the questionnaire. The respondents were assured as to the issue of confidentiality on the informed consent form and on the first page of the questionnaire.

The questionnaire was pilot tested to one supervisor in the Department of Labour; the employee involved in the pilot-testing was not included in the actual empirical study as a respondent. The purpose of pilot testing the questionnaire

was to determine whether the respondents would be able to understand and complete the questionnaire.

### **4.3 ETHICAL ASPECTS**

Neuman (2002:428-429) and Babbie (2007:62) indicated that the researcher has a moral and professional obligation to abide by the ethical considerations of research, even when research subjects are unaware of or unconcerned about ethics. Ethics define what is or is not legitimate to do, or what a “moral” research procedure involves.

The researcher concurs with these discussions, because in any research ethical issues must be complied with. This is because social science studies involve human beings. Therefore, the researcher defines the ethical issues as the principles that guide researchers to act professionally in the entire process of conducting a study. It is also important that every researcher complies with these set principles or standards. In this study, the researcher considered the following ethical aspects as relevant:

#### **4.3.1 Informed consent**

In this study, the researcher designed the informed consent form, and respondents were required to complete it. The following were included;

- The purpose of the study was described;
- The procedures of the study were highlighted;
- The motivation for participation was stated;

- In the consent form ethical issues must be reflected in order for the respondents to decide on whether or not to participate in the study.

#### **4.3.2 Privacy, anonymity and confidentiality**

In this study, the researcher ensured that all the respondents participating in the research had done so voluntarily and any information to do with names, identification numbers and the like was unnecessary. Confidentiality is thus guaranteed. In terms of reporting the data, the researcher ensured that data identifying the subject was not reported on, for example, the names of respondents on the research consent form.

Regarding the issue of privacy, the respondents had completed the questionnaire in privacy, and the information was not accessed by anyone else. Furthermore, respondents were provided with “return envelopes”, in which they had to put their completed questionnaire, before dropping it into a box.

#### **4.3.3 Avoidance of harm**

Supervisors, that is, respondents, were required merely to comment on a workplace programme policy in order to obtain their opinions. There was no emotional or subjective involvement of supervisors in this study.

#### **4.3.4 Deception of subjects and/or respondents**

In this study, the main purpose of the research and the expectations of the researcher regarding the respondents were clearly and thoroughly explained to

the respondents in order to eliminate any misunderstanding. This was done before signing the informed consent form.

#### **4.3.5 Actions and competence of researcher**

In this study, the researcher was competent to conduct the research, owing to knowledge and skills acquired during the coursework, including specialized knowledge on EAP and Research Methodology. Also, an allocated supervisor guided and mentored the researcher in conducting the study.

The researcher, although employed by the DoL, was in no way involved in the implementation or the administration of the EAP, and so was able to maintain objectivity at all times.

#### **4.3.6 Release or publication of the findings**

The findings of the study were released and made available to the public, including the employees of the Department and the employer. It must also be noted that, in the Department, the research papers are kept in a library for accessibility. Raw data was released and stored according to the requirements of the Department of Social Work and Criminology, University of Pretoria, for a period of at least 15 years, according to existing policy.

## **4.4 DESCRIPTION OF EMPIRICAL SURVEY**

### **4.4.1 Target group/ population**

The sample size of 60 employees was the target group of the study, which is the representative of all the Business Units in the Department of Labour in Mpumalanga. This target group was drawn from a population of 285 using the information provided by the Human Resources Management, and the focus of the study was limited to the employees at the supervisory level.

The researcher included the category of supervisors in particular as the target group for the study as they are regarded as the key role players for the implementation of EAP policy and activities. The supervisors have the responsibility of ensuring that the employees are well prepared to perform their duties, either psychologically or physically. In cases where there are challenges experienced in performance due to personal and work problems, they have to identify the troubled employee and refer to EAP services.

This argument follows the argument of Emener, Hutchison and Richard (2003:150), who state that the key individual in the attainment of the organizational goals is the first-line or front-line supervisor. This person connects the organizational management with the employees who actually do the job. They further mention that it should go without saying that the success of any new programme or policy rests solely on the support of these supervisors.

#### **4.4.2 Sampling method**

After having obtained permission to conduct the study, the researcher approached the Human Resources Section at the provincial office in Mpumalanga to obtain the list of employees at the Supervisory level within the province.

The list was used as a sampling frame for the study. The researcher used the random sampling method to select the respondents, whereby every 2<sup>nd</sup> person from the sampling frame was selected.

#### **4.4.3 Sample size and response**

The total number of questionnaires distributed to the respondents was 70. Out of 70 supervisors involved in the study, only 41 completed and returned the questionnaires, giving a response rate of 58.6%.

#### **4.5 DATA COLLECTION INSTRUMENT**

The questionnaire was developed by the researcher as a data collection instrument after the in-depth review of literature on EAP policy implementation, including systems and operational activities.

The questionnaire was divided into seven sections, which are highlighted below; the findings of the study will be presented accordingly. The data was analysed quantitatively, with the exception of some parts of Section C, which was analysed qualitatively because of the open-ended questions that allowed respondents to



give their detailed views. Different graphical presentations are used to denote the exact research results.

## 4.6 PRESENTATION OF DATA

The research findings are presented in the same sequence as the sections of the questionnaire.

### 4.6.1. SECTION A: DEMOGRAPHIC INFORMATION

- Gender Details of Respondents

**Figure 1: Gender (N=41)**

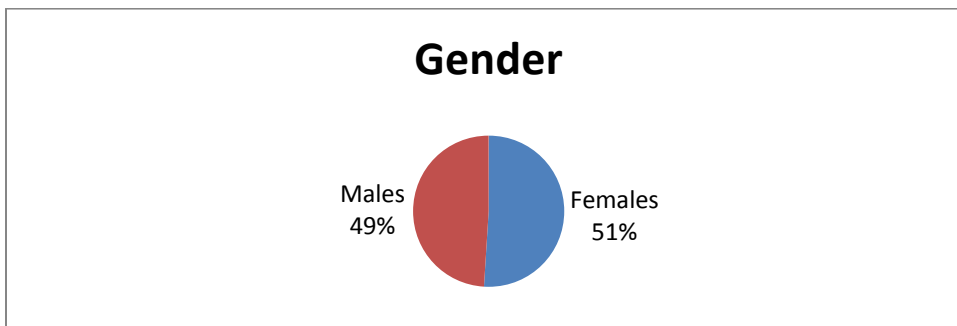


Figure 1 illustrates that the gender distribution of the respondents who participated in the study was 20 (49%) males and 21 (51%) females.

The response rate from both genders was good, as there is no significant difference observed between the males and females who participated in the study. This may be attributed to the fact that the Department of Labour is a custodian of the legislative framework in South Africa, specifically the Employment Equity Act, No 55 of 1999. Both genders are given equal opportunities when it comes to appointment to positions.

- Age

**Table 1: Age Distribution of Respondents**

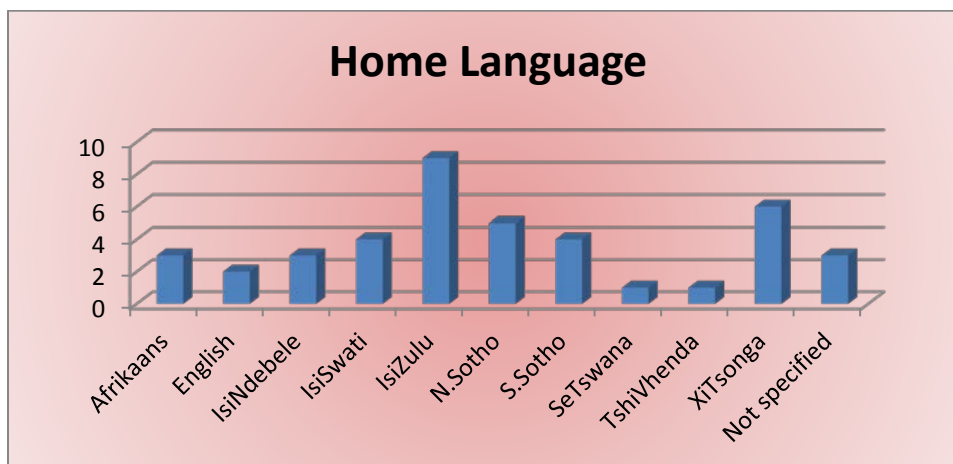
Age	Frequency	Percentage
Younger than 21 years	0	0
21- 30 years	3	7%
31- 40 years	25	62%
41- 50 years	9	22%
51- 60 years	3	7%
Older than 60 years	1	2%
<b>TOTAL</b>	<b>41</b>	<b>100%</b>

Table 1 gives an indication of the age of the respondents who participated in this study. The ages of the responding employees ranged between 21 and older than 60, the majority of respondents falling between 31-40 years.

The reason for the higher response rate in the above-mentioned age category suggests that the Department of Labour in Mpumalanga is comprised mainly of middle-aged supervisors.

- Home Language

**Figure 2: Home Language (N=41)**



The language distribution illustrates that the home language of the majority of the respondents is isiZulu. The second highest home language is Xitsonga, while the home languages least indicated are N. Sotho, S. Sotho and siSwati.

The language distribution indicates that the Department of Labour in Mpumalanga is a diverse organization, where out of the eleven recognised South African official languages, at least ten are represented. It is most interesting to note that, even though English was not reflected as a major language category, it is regarded as the preferred language of communication in the Department. This resulted from the fact that the majority of the employees understand the language.

- Marital Status

**Figure 3: Marital Status (N=41)**

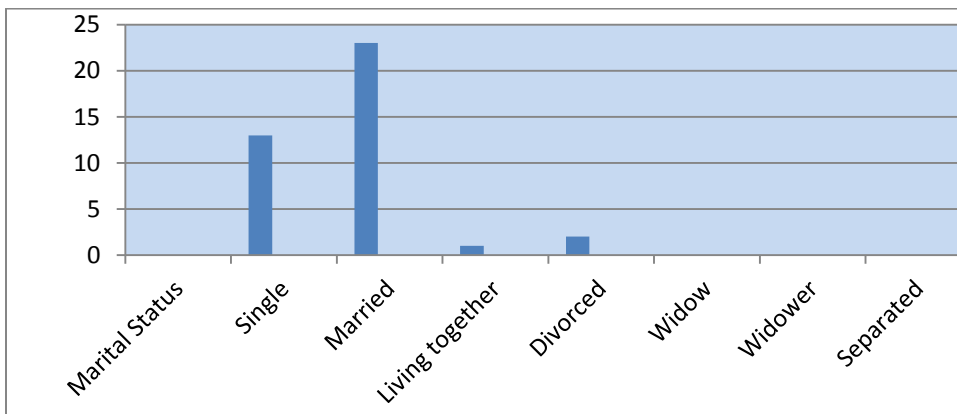


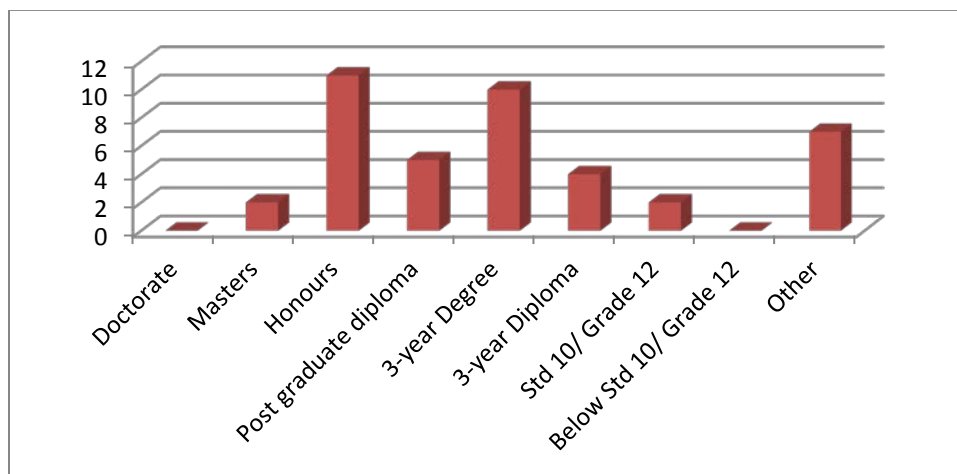
Figure 3 above indicates the marital status of the respondents. The total distribution of percentages shows that the majority of the respondents, 23(56%), were married, 15 (37%) were single and the others i.e. living together 1(2%) and divorced 2(5%) constituted only the least, at 7%. Married people were dominant,

which corresponds well with the fact that most of the respondents are still in their 30s and 40s.

From the interpretation of the figure, it is evident that most of the respondents were in their 30s and 40s, and had settled well in their organization to fulfil their career aspirations

- Educational Level

**Figure 4: Educational Level (N=41)**



The respondents in this study were highly educated, as illustrated in Figure 4. The level of education of all the respondents ranged between Grade 12 and a Master’s degree, with the majority of the respondents holding an Honours Degree or a Bachelor’s Degree. This indicates that the level of education enhances and stimulates the ability to understand EAP policy implementation procedures and activities.

#### **4.6.2 SECTION B: EMPLOYMENT DETAILS**

The respondents were required to indicate their employment details in order to ascertain the business units in which they were located, the number of years they

had been employed by the Department of Labour and the number of years they had spent in their current position.

- Number of respondents per Business Unit

**Table 2: Business Units**

<b>Business Units</b>	<b>Frequency N=41</b>	<b>Percentage</b>
<b>Management Support Section</b>	7	17%
<b>Labour Market Information Systems&amp; Planning</b>	4	10%
<b>Public Employment Services</b>	8	19%
<b>Inspection &amp; Enforcement Services</b>	3	7%
<b>Beneficiary Services</b>	2	5%
<b>Risk &amp; Office Administration</b>	2	5%
<b>Labour Centres</b>	15	37%
<b>Total</b>	41	100%

Table 2 shows that the majority of respondents were from the Labour Centres. This may be an indication that employees at the Labour Centres are the most frequent users of the EAP services because of the demanding nature of their work of providing services to the vulnerable as well as demanding clients. This may also be attributed to the fact that the labour centres have more employees than the provincial offices, being the operational offices for the Department. Most of the work is done in these offices.

- Number of Years of Service in the DoL

**Table 3: Number of Years in the DoL**

<b>Years in DoL</b>	<b>Frequency (N=41)</b>	<b>Percentage</b>
<b>Less than 1 year</b>	3	7%
<b>1-3 years</b>	5	12%
<b>4-6 years</b>	2	5%
<b>More than 6 years</b>	31	76%
<b>Total</b>	41	100%

The length of service reported by the respondents ranged between less than one year and more than six years. The majority of the respondents had worked in the Department for more than six years. This could be because the majority of respondents are middle aged and highly educated and had been exposed to the different processes of EAP, which allowed them an opportunity to learn and understand the activities and procedures for EAP policy implementation. These respondents are regarded as change agents in the organization, as they have accumulated immense knowledge of EAP policy implementation. The number of years the employees have spent in the organization has an influence on the implementation of any policy.

- Number of years in current position

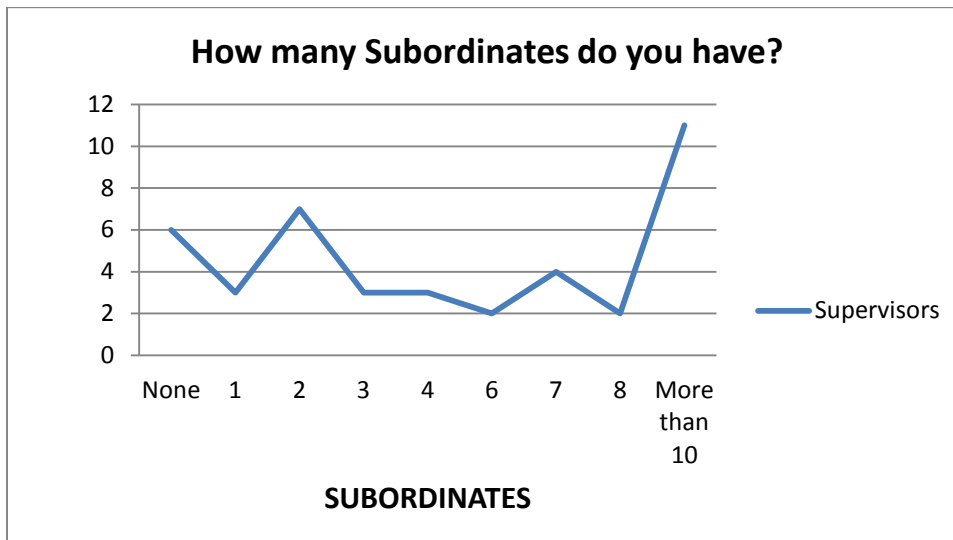
**Table 4: Years in the current position**

<b>Years in Current Position</b>	<b>Frequency</b>	<b>Percentage (%)</b>
<b>Less than 1 year</b>	4	10%
<b>1-3 years</b>	11	27%
<b>4-6 years</b>	3	7%
<b>More than 6 years</b>	23	56%
<b>Total</b>	41	100

The majority of the respondents 23 (56%) had been in their current position for more than six years. This could mean that they had enough time to understand the EAP processes and procedure for the policy and had also undergone training.

- Number of subordinates

**Figure 5: Subordinates (N=41)**



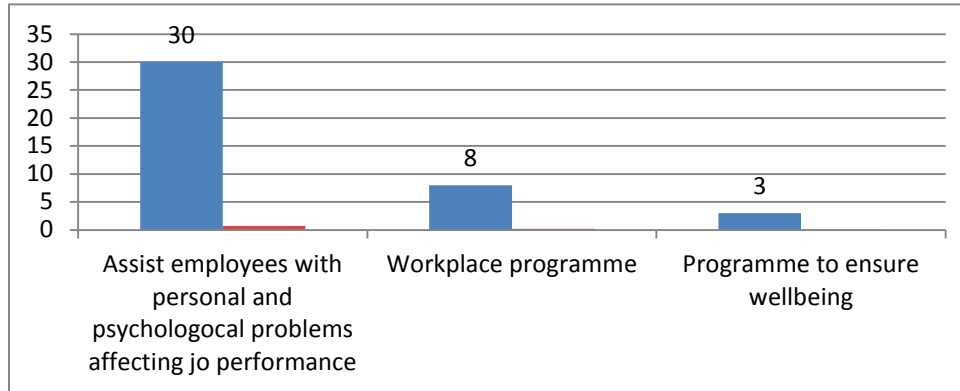
Only six (15%) supervisors indicated that they had no subordinates, for the following reasons; transfer to other offices; deceased officials; and promotion to other posts. The above figure shows that the majority of supervisors have subordinates. There is an indication that eleven (27%) respondents had more than 10 subordinates. This could be because supervisors stationed at the labour centres have more subordinates; this is also according to the staff contingent in the province. There may be more officials at the labour centres than at the provincial office. As the operational offices of service delivery for the Department, their main focus is on the clients' needs and the nature of the work e.g. taking applications for unemployment benefits or lodging complaints about contraventions of the labour laws administered by the Department. On the other hand, employees at the Provincial Offices deal with a minimal number of clients, as these are the processing offices.

### 4.6.3 SECTION C: EAP SERVICES

In this section the researcher established the respondents' level of understanding of the EAP by focusing on a set of closed- and open-ended questions in order to elicit their broader insight into the implementation of the policy. Some of the questions in this section were formulated in a qualitative format in order to allow the respondents to give their broader views and recommendations or suggestions on their understanding of the EAP, and to describe the processes for making inputs during the design of the EAP, as well as to give general comments.

- Description of Employee Assistance Programme

**Figure 6: Understanding of EAP (N=41)**

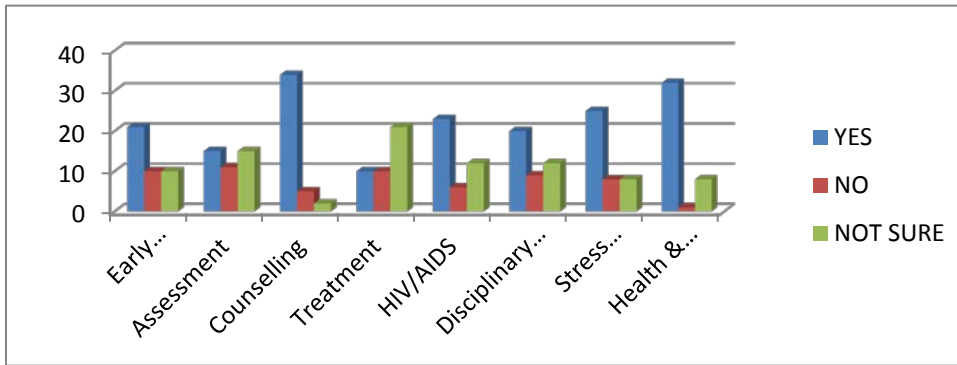


The above figure illustrates that 30 out of 41 respondents understand that the EAP programme has been put in place to assist employees whose personal and psychological problems are affecting their work performance. The percentage indicates a high level of general understanding of the EAP amongst the respondents.



- The Nature of EAP Services

**Figure 7: EAP Services (N=41)**



Respondents selected more than one option to describe the nature of EAP services provided by the Department of Labour. This figure showed that the majority of respondents 34 (83%) viewed the EAP as a counselling service, while 32(78%) viewed it as a health and awareness activity. This may be attributed to the fact that the respondents do not have the complete information about the EAP, as the findings of Figure 9 (see page 102) suggest that 83% of the respondents were not consulted when the EAP was designed and only 12% indicated that they were consulted during the process.

- In what way were you informed about EAP?

**Table 5: Informed about EAP the first time**

In what way were you informed about EAP	Frequency N=41	Percentage
<b>During Orientation</b>	14	34%
<b>EAP workshop</b>	7	17%
<b>Notice boards</b>	2	5%
<b>Brochures</b>	0	0%
<b>Posters</b>	2	5%
<b>Circulars</b>	8	20%
<b>By a colleague</b>	9	22%
<b>Electronic(e-mail/Intranet)</b>	10	24%

The total responses exceed 41 which is the total number of respondents; this is because respondents had the opportunity to select more than one option and others responded more than once to the question. The majority of the respondents, 14 (34%), were informed about the EAP for the first time during the orientation programme that is conducted for newly-appointed employees in the Department of Labour, followed by 10 (24%) who indicated the electronic means of communication, 9 (22%) informed by their colleagues and 8 (20%) in circulars.

This could be because the Department of Labour ensures that the newly-appointed are made conversant with all the policies that are in place at the early stages of appointment i.e. during the orientation programme. Most of the information is circulated by the different mediums of communication. These include e-mails and circulars. All the policies are readily available on the departmental Intranet for all employees to have access and a thorough understanding. The Department of Labour, as a custodian of labour laws, is adhering to the Batho Pele principles by making information accessible to everyone in the organization. The researcher attributes this to the fact that the Department is not using the other means of marketing the EAP, that is, EAP workshops, notice boards and posters.

According to Oher (1993:106) the EAP professional is often the most critical marketing device within the organization. No matter how effective the written materials or electronic media are in promoting the programme, the professional may be the consummate marketing tool with the opportunity of reaching

customers and influencing their perceptions every day s/he operates within the organization or interacts with any employee, manager, or family member.

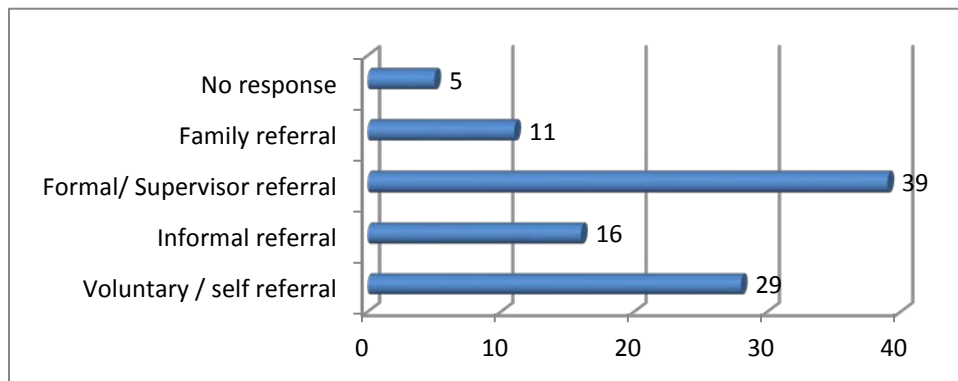
- Perceptions about the staff members who can make use of the EAP

All respondents indicated and confirmed that all staff members do have access to and may use the EAP services in the Department.

The finding above supports the aim of EAP according to the policy of the Department of Labour (2004:1), that is, to improve the quality of life of all employees by providing support and helping to alleviate the negative impact of everyday work and personal problems. The researcher attributes this to the fact that most of the employees are familiar with the aim and objectives of the EAP, in accordance with its policy.

- Access to EAP

**Figure 8: How can employees access the EAP services? (N=41)**



The above figure illustrates that there was an overwhelming majority response confirming accessibility to EAP by means of formal/supervisory referral - 39 (95%).

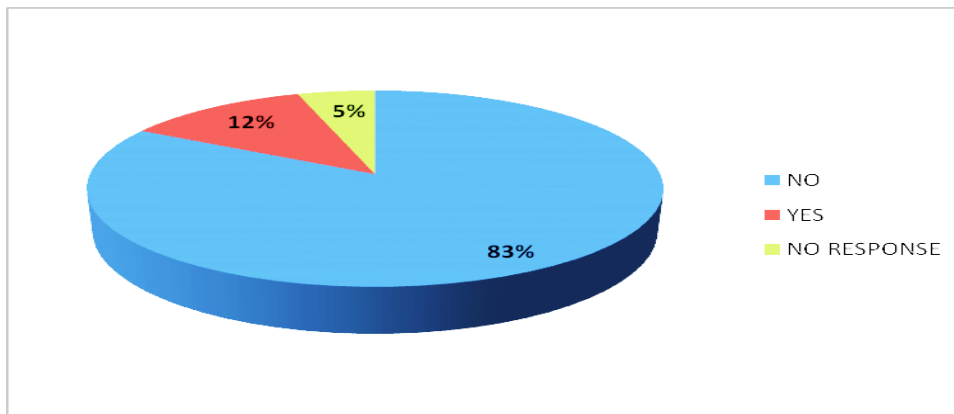
According to the Federal Employee Assistance Program (2008:20), self-referral is defined as a voluntary and confidential use of the EAP by an employee who suspects that he or she has an alcohol, other drug, and emotional and/or other personal concern. Despite a relatively high percentage, one would expect that all employees would know that voluntary referral to the EAP is an option.

This may be attributed to the fact that employees have limited knowledge of EAP services and how such services can be accessed, or else the employees are merely not familiar with the referral processes outlined in the EAP policy.

Furthermore, the above data suggests that the employees view supervisors as the people in the organization who are able to identify officials with problems that affect job performance and refer them to the EAP services. The respondents' view is that the responsibility of referral to EAP services lies with the supervisors, as they may be able to identify the troubled employees by monitoring their performance.

Consultation at the time when the EAP was designed

**Figure 9: Consultation during the design of EAP (N=41)**



There was an overwhelmingly high response to the fact that respondents were not consulted at the time when the EAP was designed. There was thus no response to the measures meant for inputs. The researcher is of the opinion that employees' involvement and consultation in this process is vital, as it can positively enhance the implementation of the EAP policy in the Department.

- Consultation during the implementation of the EAP

**Figure 10: Consultation at the time of EAP implementation (N=41)**

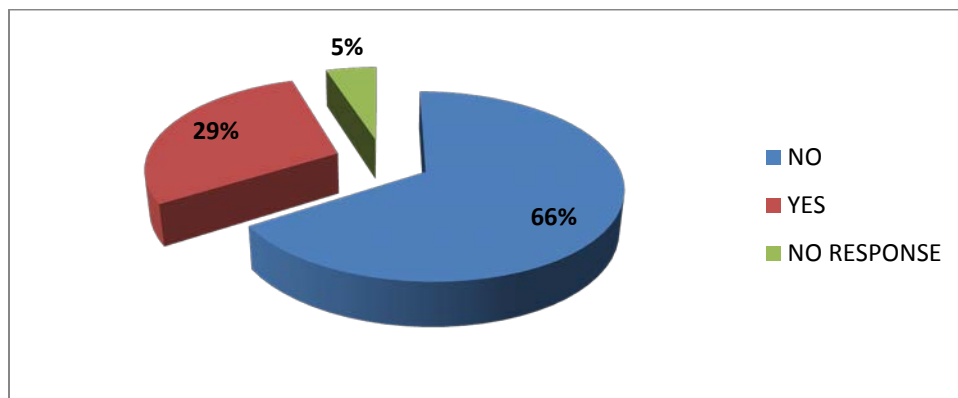


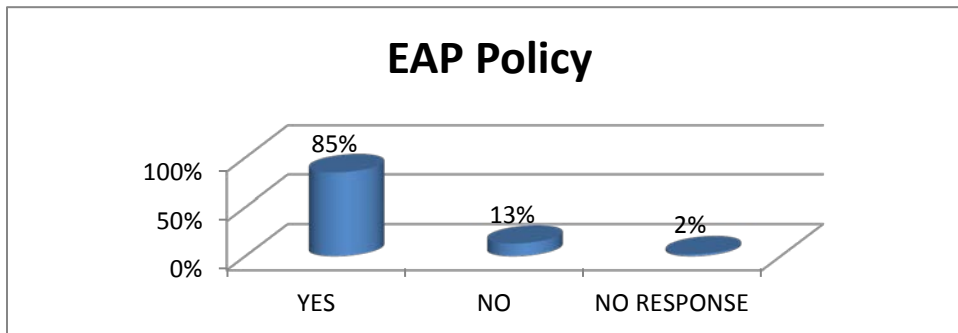
Figure 10 illustrates that the majority of the respondents indicated that they were not consulted during the implementation of the EAP. This may be attributed to the fact that the majority of the respondents were not consulted at the time when the EAP was designed, as indicated in Figure 9.

#### **4.6.4 Section D: Systems and Procedures of EAP Policy Implementation**

In this section the researcher established the level of understanding of the EAP policy implementation by focusing on a set of questions in order to gain a clear indication regarding the system and procedure of EAP policy implementation.

- EAP Policy

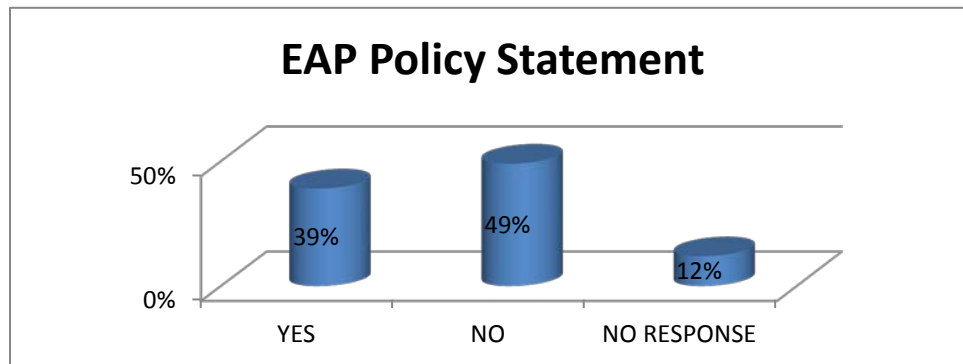
**Figure 11: EAP Policy (N=41)**



The study has revealed that the majority of the respondents indicated that they were aware of the existence of the EAP policy. This can be attributed to the fact that the EAP policy in the Department of Labour is posted on the Intranet and is also introduced during the orientation programme, when employees are briefed on all the available policies.

- EAP Policy Statement

**Figure 12: EAP Policy Statement (N=41)**



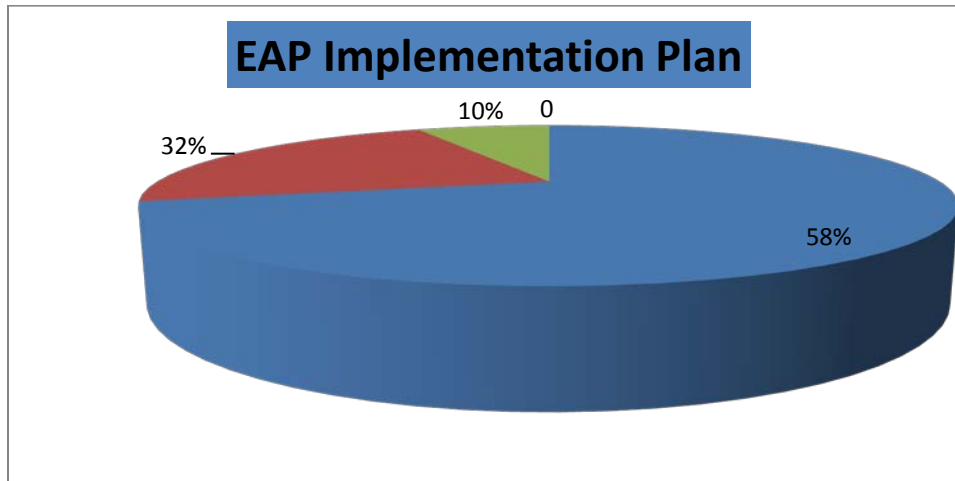
As illustrated in the figure, 49% of the respondents indicated that they were not aware of the existence of the EAP policy statement. From the findings, it can be inferred that the employer is not promoting EAP as it should. For example,

according to Table 5, the majority of respondents indicated that they were informed about EAP for the first time during the orientation programme. This may be attributed to the fact that the Department did not display the EAP policy statement in the most prominent space or even produce the brochures that would allow the employees to read and understand what the policy entails.

The researcher believes that both the existence of the policy statement and employees' awareness might have a positive impact on the EAP policy implementation procedures and processes, as many employees would be aware of the objectives of the EAP policy and the services rendered by the programme.

According to Emener et al. (2003:48), every industry instituting the EAP must have a clear policy statement on the philosophy and intent of the programme. The policy statement makes it clear that human problems are inevitable, that these problems often interfere with work performance and that rather than terminate the services of the impaired, troubled employee, the company would prefer to restore that employee to full capacity by providing the appropriate assistance in a confidential and professional manner.

**Figure 13: Implementation Plan (N=41)**



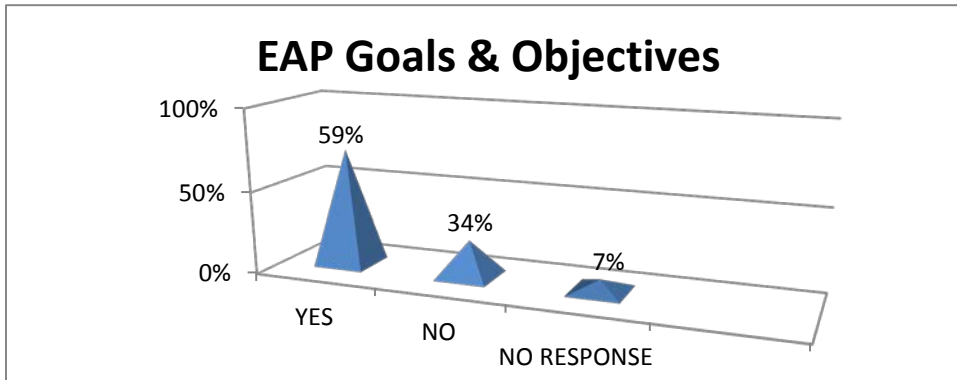
It was of concern that a high response rate indicated that the respondents were not aware of the existence of the EAP implementation plan. On the other hand, Figure 11 indicates that the majority of the respondents were aware of the EAP policy in the Department of Labour, as it is posted on the Intranet. This could be an indication that the implementation plan is not being properly communicated to the respondents.

Although this was not specifically tested, the flow of information about policy implementation may be influenced by the fact that such communication is handled at the head office level in Pretoria. However, the employees at the provincial offices and labour centres are regarded as implementers of policies. Information about the implementation plan may not be well communicated to employees at the provincial offices and labour centres.



- EAP Goals & Objectives

**Figure 14: EAP Goals & Objectives (N=41)**



According to Figure 14 above, the majority of respondents indicated that they were aware of the EAP goals and objectives. The researcher therefore believes that this indicates that the majority of the employees in the Department are conversant with the EAP policy, as the goals and objectives are stated in the policy.

- Access to policies

**Table 6: Employees' accessibility to policies**

Are policies readily accessible to all employees	Frequency N=41	Percentage
<b>YES</b>	30	49%
<b>NO</b>	16	39%
<b>NO RESPONSE</b>	5	12%

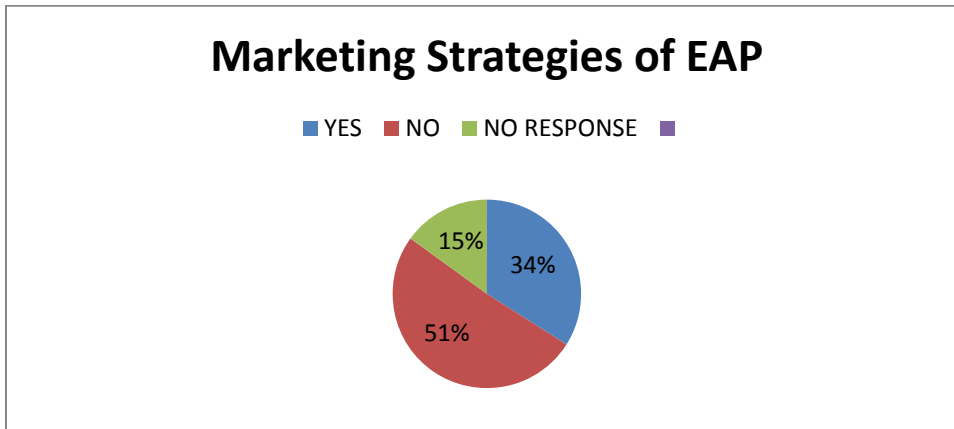
The table above clearly shows that almost half of the respondents indicated that the policies are readily accessible by all the employees in the Department.

The researcher believes that, although there is a high awareness of the EAP policy among the respondents, there is an indication that not all the employees

are able to use technology in order to gain access to the policies available on the Intranet in the Department.

- Marketing Strategies

**Figure 15: Marketing Strategies of EAP (N=41)**



There was a low level of awareness of the existence of the marketing strategies for EAP among the respondents. The researcher therefore concludes that there was no correspondence with the findings in Table 5 wherein 51% of respondents indicated that they were made aware of the EAP for the first time in formal presentations, including orientation programmes and EAP workshops. On the other hand, 54% were informed in written material such as email/intranet, circulars and posters. This may be because, even though the employees were aware of the EAP, it does not necessarily imply that they understood the contents of the EAP policy, as compared with formal presentations where employees have an opportunity to ask questions and gain more clarity on issues relating to EAP.

- Clear mandate of EAP

**Table 7: Mandate of EAP**

<b>Clear mandate of EAP</b>	<b>Frequency N=41</b>	<b>Percentage</b>
<b>YES</b>	21	51%
<b>NO</b>	12	29%
<b>NORESPONE</b>	8	20%

The majority of the employees indicated that the mandate of EAP is clear. This finding is supported by the criteria as cited in the Standard Committee of EAPA-SA (2010:6) that a policy should meet international best practices by having a clear and specific mandate. On the other hand, 29% of the employees did not agree with the notion. This may be attributed to the lack of advocacy regarding the policy and lack of training for the supervisors, as indicated in Figures 25, 26 and 27.

- Employee and dependant access to EAP services

**Table 8: Access to EAP services**

<b>Employee and dependent access to EAP services</b>	<b>Frequency N=41</b>	<b>Percentage</b>
<b>YES</b>	16	39%
<b>NO</b>	18	44%
<b>NO RESPONSE</b>	7	17%

The findings revealed that the majority of the respondents indicated that the EAP service is inaccessible to them and their dependants, which could be because the EAP is centralised at the Head Office. This may be an indication that the EAP is not visible and is not well marketed in the provinces.

- Confidential nature of EAP

**Table 9: Confidentiality**

<b>The confidential nature of EAP clearly stated</b>	<b>Frequency N=41</b>	<b>Percentage</b>
<b>YES</b>	27	66%
<b>NO</b>	10	24%
<b>NO RESPONSE</b>	4	10%

The table illustrates that the majority of respondents indicated that the confidentiality of the service is known. This finding is supported by Emener et al. (2003:4), that confidentiality is the cornerstone of an effective EAP. All employees have the right to seek help for their problems and know that their problems will be kept in the strictest confidence.

- Alignment of EAP policy with departmental strategy

**Table 10: Alignment**

<b>Alignment of the EAP policy with the departmental strategy</b>	<b>Frequency N=41</b>	<b>Percentage</b>
<b>YES</b>	20	48%
<b>NO</b>	15	37%
<b>NO RESPONSE</b>	6	15%

A large percentage (48%) of respondents confirmed an alignment between the EAP policy and the strategic plan of the Department, as cited by the Standards Committee of EAPA-SA (2010:6) that a policy should meet international best practices by aligning the policy with the organizational strategy.

- EAP policy statement displayed in a prominent place

**Table 11: Displaying of EAP policy statement**

EAP policy statement to be displayed in a prominent place	Frequency N=41	Percentage
YES	10	24%
NO	23	56%
NO RESPONSE	8	20%

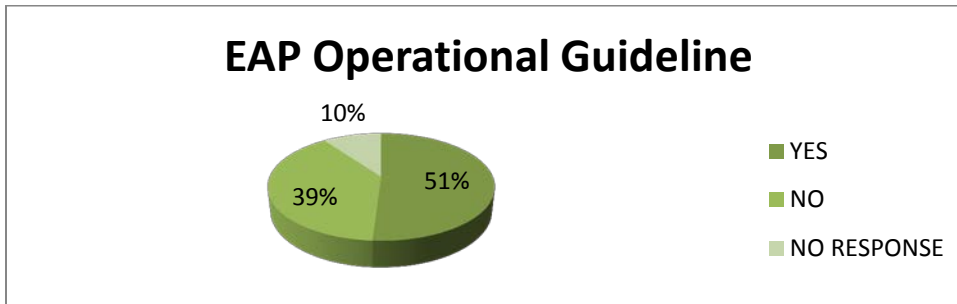
The table above illustrates that the majority of the employees indicated that the EAP policy statement is not displayed in a prominent place in the Department. This may be because the employees in Figure 12 indicated that they were not aware of the EAP policy statement. This finding does not comply with the guideline as set by the Standards Committee of EAPA-SA (2010:6) that the policy statement should be a public document displayed in a prominent place in various work-site environments focusing on the critical components of the EAP.

#### 4.6.5 Section E: Operational guidelines and implementation plan

In this section the researcher established the level of awareness of the operational guidelines and implementation plan by the respondents, focusing on different aspects of awareness.

- EAP Operational Guideline

**Figure 16: Awareness of the EAP Operational Guideline (N=41)**



The findings indicated that there was awareness of the operational guideline among the majority of respondents, which was confirmed by 51% per cent of the respondents. According to the Standards Committee of EAPA-SA (2010:6), the motivation to have the operational guidelines in place is to provide procedural and logistical guidelines for the implementation of the EAP according to the unique circumstances of an organization.

- EAP Implementation plan

**Table 12: EAP Implementation plan**

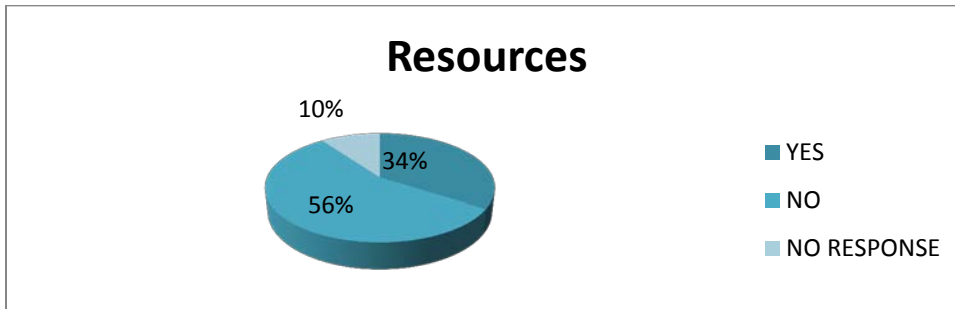
<b>Are you aware of the EAP implementation plan?</b>	<b>Frequency N=41</b>	<b>Percentage</b>
<b>YES</b>	14	34%
<b>NO</b>	24	59%
<b>NO RESPONSE</b>	3	7%

Table 12 reveals that most of the respondents (59%) were not aware of the EAP implementation plan, while a smaller number indicated that they were aware of the plan. These findings correspond well with the findings in Figure 13 in which a large percentage of respondents indicated that they were not aware of the existence of the EAP implementation plan. This could be attributed to the fact that the EAP implementation plan, if it exists, was not communicated to all the employees in the Department. The existence of the EAP implementation plan can play a vital role in enhancing staff use of the programme as well as assisting the Department to successfully and effectively implement the EAP policy.

This argument follows the Standards Committee of EAPA-SA (2010:7), which states that an implementation plan must outline the actions and schedule needed to establish an operationally-effective EAP.

Resources required for EAP implementation

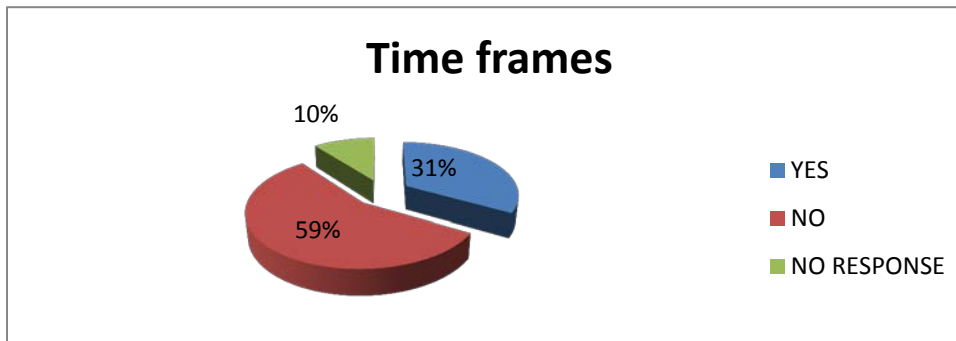
**Figure 17: Awareness of the existence of resources (N=41)**



This figure illustrates, giving cause for concern, that a smaller number of respondents indicated their awareness of the existence of resources required for EAP implementation, while an alarmingly high number responded that they were not aware of the resources available. This may be because, in the Department of labour, EAP is centralised in the HQ, whereas there are no EAP staff in the provinces. This may be an indication that the resources allocated are not adequate for the implementation of EAP policy. This is supported by Crosby (1996:1403), who commented that in most cases adequate resources for carrying out policy changes either do not exist or are located in the wrong place.

- Time frame for the implementation plan

**Figure 18: Indication of time frames for the implementation plan (N=41)**

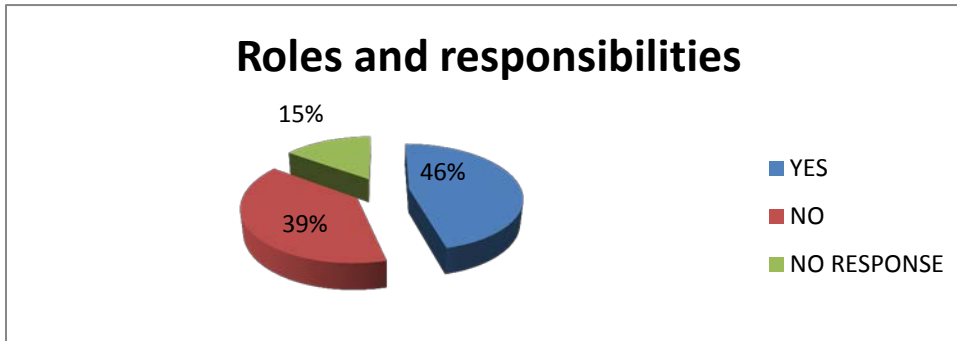


The figure above revealed that the majority of respondents said that the time frames are not clearly indicated in the implementation plan. There is a slight correlation with the findings in Figure 13, in which a worrying response of 59% of the respondents indicated that they were not aware of the existence of the EAP implementation plan, in which the time frames should be clearly indicated. This argument is supported by the Standards Committee of EAPA-SA (2010:7), which states that the implementation plan should be reviewed annually during the evaluation process and must stipulate, inter alia, the following: actions needed time frames, resources, responsible persons, performance indicators and monitoring.



- Clarification of roles and responsibilities

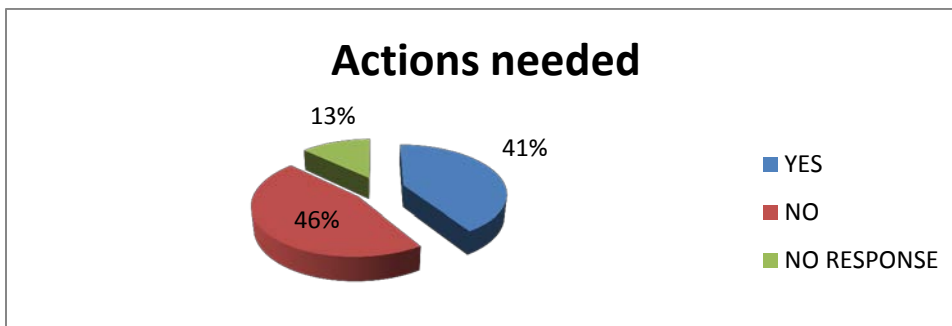
**Figure 19: Definition of roles and responsibilities (N=41)**



This figure illustrates that 46% indicated that the roles and responsibilities are clearly defined; on the other hand, 39% of the respondents indicated that they were not. This high percentage comprising almost half of the population is quite alarming in that the implementation of the EAP could be seriously hampered if the roles and responsibilities are not absolutely clear.

- Actions for implementation in the plan

**Figure 20: Action needed for implementation (N=41)**



This figure clearly indicated that 46% of the respondents indicated that the actions needed for implementation were not discussed in the plan, whereas 41% indicated that they were discussed well.

According to the guidelines the implementation plan should outline the actions and responsibilities of all the stakeholders, the resources required and the deadlines (The Standards Committee of EAPA-SA, 2010: 7).

#### 4.6.6 Section F: Policy formulation

In this section the researcher established the level of the respondents' awareness of the operational guidelines and implementation plan by focusing on different elements.

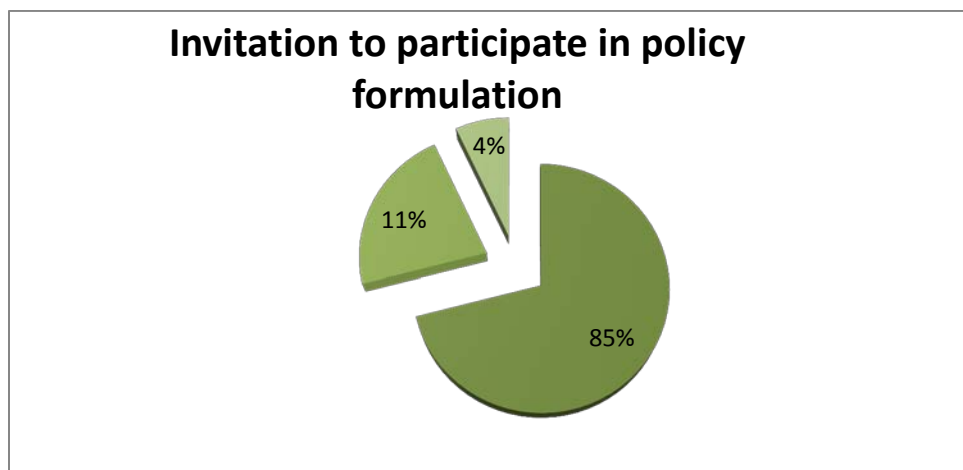
- Participation in the process of EAP policy formulation

#### Participation (N=41)

The findings revealed that all the respondents indicated that they had participated during the process of policy formulation. The researcher agrees with Megranahan (1995:54) that in an organization every individual's contribution is important.

- Invitation to participate in policy formulation

**Figure 21: Invitation to participate (N=41)**



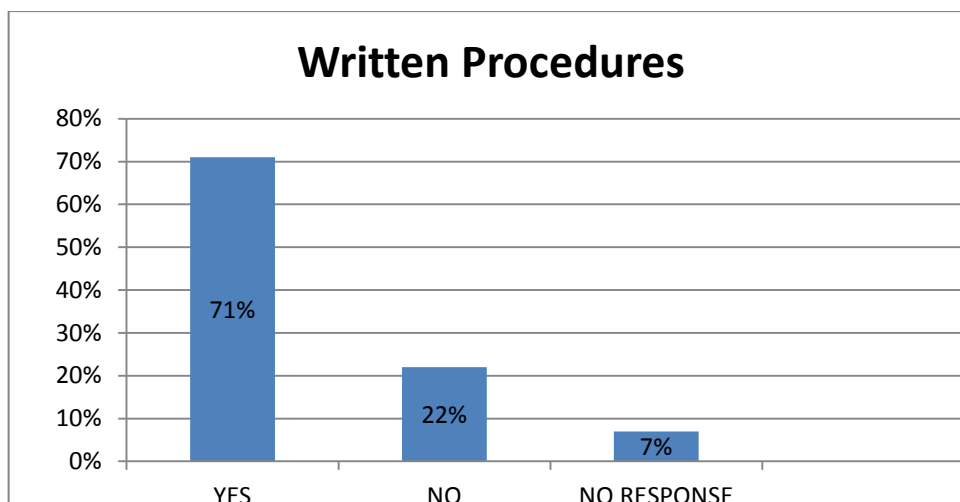
It is interesting to observe that, according to Figure 21 above; the majority of respondents (85%) felt that they had not been invited to participate in the process of policy formulation, whereas the findings above Figure 21 indicated that all respondents had participated in the process of policy formulation. This suggests that the employees felt that they had made inputs informally e.g. electronically, but not in a formal setting e.g. a well-planned workshop set up that would promote interaction between the EAP practitioner and the employees in order to eliminate factors like uncertainty about the subject matter at hand.

#### 4.6.7 Section G: EAP services and administration

In this section, the researcher established the respondents' level of awareness of the EAP services and administration, focusing on different aspects of awareness.

- Clearly written procedures

**Figure 22: Awareness of written procedures (N=41)**

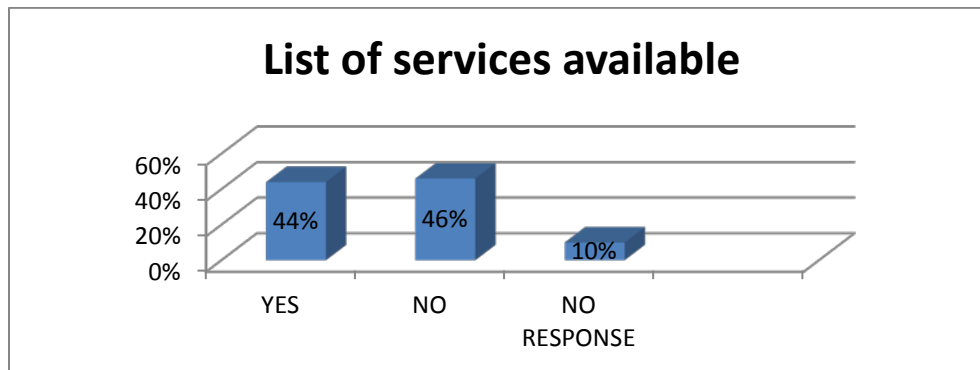


The above figure illustrates that 71% of the respondents indicated that they were aware of the written procedures for EAP while 22% indicated that they were not.

Davis and Gibson (1994: 4) commented that well-thought-through written procedures ensure that all employees have equal access to programme services. The findings shown in Figure 16 revealed that the majority of respondents confirmed their awareness of the operational guidelines, which is lower than the findings above. This may be attributed to the fact that the respondents were not aware that the operational guideline is the same as written procedures.

- Availability of the list of services

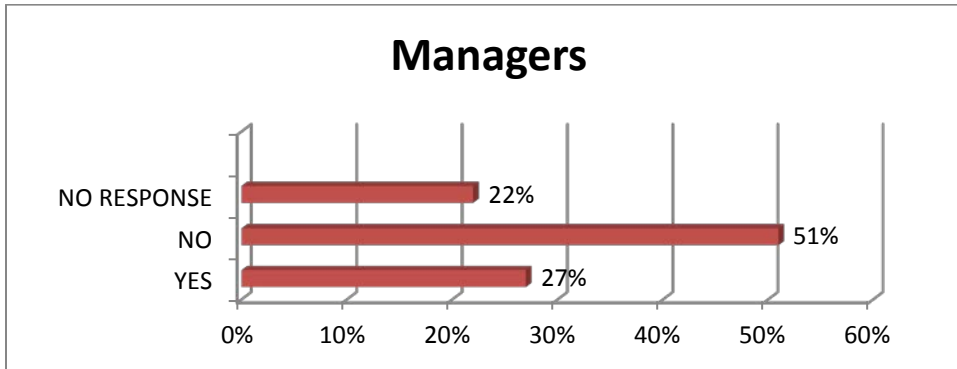
**Figure 23: Awareness of the list of services (Scope of EAP service) N=41**



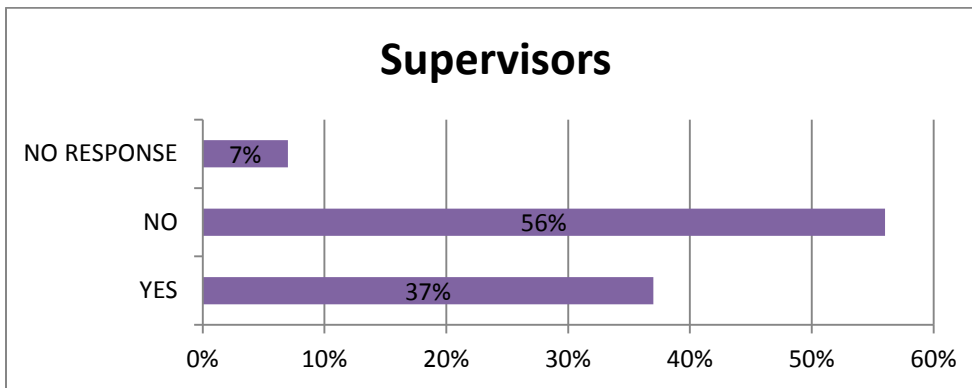
From the above figure, 44%, almost half of the respondents indicated that they were aware of the list of EAP services available, while the 46% were not aware of the list. The above figure provides the impression that most of the employees were not well informed of the services rendered by EAP. This may indicate that, even though the EAP policy is available and accessible to employees, the services rendered by the programme are not clearly stated or listed and even communicated to all employees.

- Availability of the training programme for stakeholders

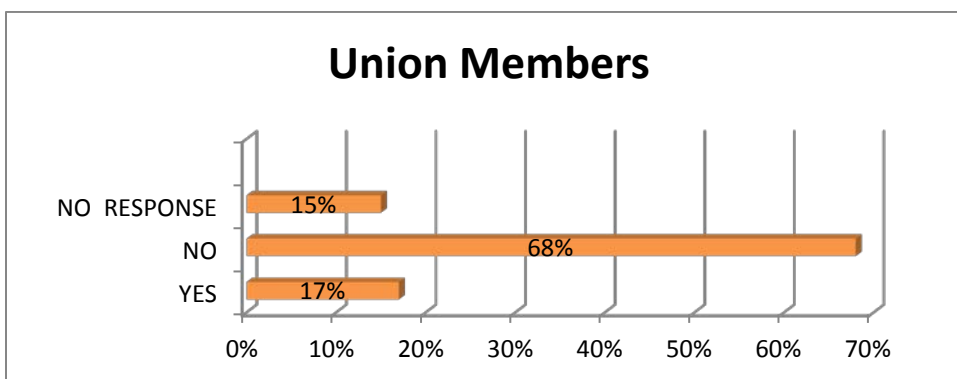
**Figure 24: Managers (N=41)**



**Figure 25: Supervisors (N=41)**



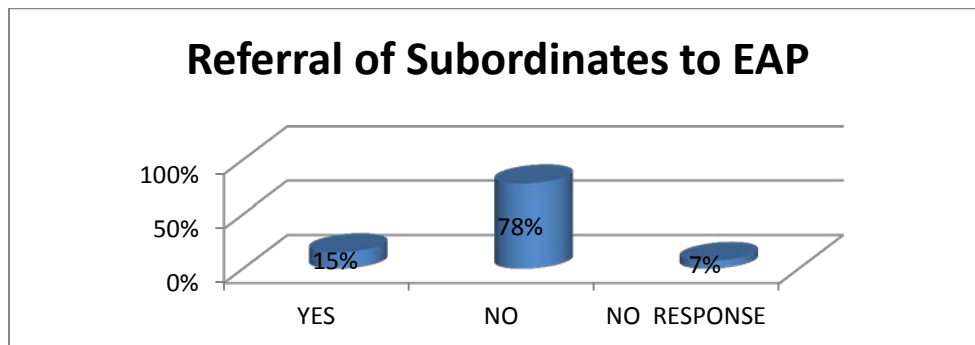
**Figure 26: Union members (N=41)**



The above figures strongly indicate that the training programme is not available to key stakeholders i.e. the managers, supervisors and union members in the Department. The absence of training for supervisors, managers and union members on how to take the appropriate steps in using the EAP policy and procedures is critical, as training is instrumental in the successful implementation of the EAP in the Department.

According to the Standards Committee of EAPA-SA (2010:15), the EAP uses training as an intervention strategy. The main objective of training is to equip supervisors, management and labour representatives to fulfil their functional roles in terms of access, support and use of the EAP.

**Figure 27: Referral of Subordinates to EAP (N=41)**



From the figure above, it is evident that the majority of respondents (78%) indicated that they did not refer subordinates to the EAP, while 15% did so. The above finding raises the concern that, even though the supervisors are considered to be the key role players in the implementation of the EAP, their lack of training was confirmed in Figures 24, 25 and 26. This may be instrumental in the lack of sufficient referrals taking place. An important ingredient in EAP success is supervisory involvement. Supervisors must be willing to fulfil their

roles as supervisors and refer problem employees to the EAP for assistance (Stolz, 1991: 20).

- Referral process

**Table 13: Referral Process**

<b>Is the referral process clearly stated for effective policy implementation?</b>	<b>Frequency N=41</b>	<b>Percentage</b>
<b>YES</b>	23	56%
<b>NO</b>	13	32%
<b>NO RESPONSE</b>	5	12%

The above table revealed that the majority of respondents (56%) indicated that the referral process is clearly stated, while the worrying high number of 32% indicated that the referral process is not clearly stated. The researcher believes this may be attributed to the findings from Figures 24, 25 and 26, which revealed that the high number of respondents indicated there is no training programme available for the supervisors, managers and union members.

The researcher's opinion is therefore that the programme may improve if the training of supervisors, managers and union members could be constantly conducted for them to remain abreast of the new developments in the programme and to educate them about the referral processes that should be followed when referring the employees to the EAP.

According to Emener et al. (2003:60), increased referrals come about as a result of an effective employee assistance programme that would eventually lead to the improved penetration rate.

#### **4.6.8 Section H: Comments/Suggestions**

In this section the respondents were required to comment or give suggestions that they consider critical in order to improve the implementation of the EAP policy within the Department of Labour. The question allowed for responses of a qualitative nature in order to depict the exact views and perceptions of the respondents. Out of 41 respondents, 21 responded by making comments and suggestions.

##### **4.6.8.1 Awareness of EAP**

**Participant 1** mentioned that *“The EAP programme is just a programme in black and white; I personally have not seen it assisting officials who need its services”*.

**Participant 7** stated that *“EAP in our Department of Labour is there, but I didn’t go to it for services”*.

**Participant 12** stated that *“The EAP policy to be clearly communicated to all the employees within the department and the programme should be clearly outlined.”*

**Participant 19** differs from **Participants 1, 7 and 12** in terms of awareness of EAP. He mentions that *“Employees have little knowledge about the EAP programme, only became aware of the EAP through the colleague”*.

##### **Discussion of data on awareness of the EAP:**

From the findings above, it seems that some participants were aware of the EAP, whereas others knew nothing at all about it. This may be attributed to lack of marketing of the programme.



According to Dickman (2003:16), constant marketing of EAP enhances employees' awareness of the EAP.

#### **4.6.8.2 Marketing strategy for the EAP**

The majority of participants responded to the question. **Participant 5** argued that *"I think since I joined the department I have never been invited for any workshop regarding the EAP, except for making inputs during the drafting of EAP policy"*.

**Participants 10, 12 and 15** supported the idea of improving the marketing strategy and the statement included, inter alia, *"Information sessions or awareness campaigns to be held on a regular basis"*

*"Policy to be communicated to employees including policy procedures that should form part of the orientation programme for newly appointed employees"*

*"Regular interactions with staff are recommended"* and **Participant 18** supported this by stating that *"Marketing of the programme is required"*.

**Participant 16** said *"I personally think the department should advertise within internally about the EAP programme."*

#### **Discussion of data on the marketing strategy for the EAP**

The findings above indicate that the marketing strategies employed or used by the DoL are not sufficient, and need improvement. The researcher agrees with Frost (1990:47) and Dickman (2003:53), who commented that when an EAP

uses several methods of informing the workforce about its services, the level of awareness is likely to be higher.

The goal of marketing the EAP is to ensure that it is highly visible and presented in a positive light to encourage targeted beneficiaries to make use of the programme (The Standards Committee of EAPA-SA, 2010:16).

#### **4.6.8.3 Visibility of EAP in provinces**

Participants in support of the importance of visibility of EAP include, amongst others **Participants 8, 14, 18 and 20**.

**Participant 14** stated, *“If possible please make sure that the EAP visits the Labour Centres every month or quarterly in order to train people on how they should work”*.

Some of the comments include the following:

*“Some of the officials only knew about EAP for the first time and last time during Orientation programme”*. He further stated that *“They must not wait for officials to have problems first; they must always be next to the people”*.

**Participant 8** commented that *“The department should consider making the programme more visible”*.

Other comments included: *“Visibility of its drivers should be seen in order for the officials to be familiar with the programme and its objectives”*.

Lastly, **Participant 20** stated that “*EAP policy issues and matters should be more visible i.e. employees in this particular programme should be more visible*”.

### **Discussion of data on visibility of EAP in provinces**

Participants indicated that the EAP is not visible and also that the interaction with the EAP staff might also be minimal. The visibility of an EAP can have a positive impact upon employees’ awareness of its location, which, in turn, is related to use of an EAP (Frost, 1990:50). Maynard & Farmer (1985:37) maintain that visibility and a personal connection with the EAP coordinator help to diffuse much of the anxiety about using the service.

#### **4.6.8.4 Accessibility of EAP services**

**Participant 4** indicated that “*Processes to access the EAP services are not known*”.

This is supported by **Participant 6**, who commented that “*I know that there is EAP, but in case I encounter problems and there is a need for me to use the service, I don’t know where to start*”.

**Participant 11** supported the argument by stating that “*The procedures to be followed for referral are too long and out of reach sometimes*”.

**Participant 13** mentioned that “*I have been with the department for 8 years, but not sure who to contact in terms of EAP in the province*”.

**Participant 17** stated that *“Employees should have a shoulder to cry on, managers should be able to refer troubled employees to EAP”*.

Participants in support of improving the accessibility to EAP services include the statement from **Participants 3, 12 and 13**, who mentioned that *“Decentralisation of the services needs to be looked at, but it will be costly for the department”* *“Decentralisation of the EAP functions is critical”*.

*“EAP programmes should be decentralised in local offices instead of Head Office”*.

#### **Discussion of data on accessibility of EAP services**

There is an indication that the participants have little knowledge and understanding of the procedures to be followed in order to access the EAP services. This may be attributed to the location of the EAP in the DoL.

According to Oher (1999:66), the location of the EAP influences whether an employee can access the EAP or directly access treatment providers who are part of the network.

#### **4.6.8.5 Training in EAP procedures**

**Respondent 19** indicated that *“I was never informed or even trained in EAP”*.

**Participants 5, 7 and 9** highlighted the importance of training in EAP, and their comments are as follows;

*“All supervisors need to be capacitated with regards to EAP policy and implementation of it”.*

*“Training for supervisors should focus on the following; the identification of troubled employees, referral processes, follows up etc.”*

*“Training on EAP processes should be part of the PDP (Personal Development Plan) on the Performance Agreement for training to be offered to supervisors.”*

**Participant 21** concluded by emphasising that *“EAP training programme is required for all employees in the department.”*

#### **Discussion of data on training in EAP procedures**

In the findings above, the participants emphasised the importance of supervisory training in EAP procedures. The researcher is of the opinion that it is pointless to implement an EAP if supervisors do not know what their role is during the implementation of the programme. Therefore, training on EAP is crucial if they are to understand their supervisory role in assisting and supporting troubled employees.

Gould & Smith (1988:52) commented that supervisors play a key role in the operation and success of the EAP. It is therefore important that supervisors have a broad understanding of the programme.

#### **4.6.8.6 Utilisation of EAP services**

**Participant 2** stated that *“I have not consulted a ‘Wellness Champion’, because they are the ones who specialises on EAP”*. She further commented that *“I am in*

*a healing process at present and I didn't want to relieve my ordeal to another person (stranger) for that matter."*

### **Discussion on use of EAP services**

The researcher observes that the participant is not aware of the confidential nature of the programme. Lawrence, Boxer and Tarakeshwar (2002:4) maintain that there is a link between employees' familiarity with the EAP and use of the programme. The objective of confidentiality is to protect the privacy of the individual employee and the interests of all stakeholders. A written statement on confidentiality should be included in all relevant documents (The Standards Committee of EAPA-SA, 2010:9).

The researcher also believes that it is critical to include information that would encourage use of the service in the marketing documents, such as the assurance of confidentiality, the contact details of the EAP staff and a list of services offered by the programme. This may assist in improving the use of the EAP by employees.

#### **4.6.8.7 Benefits of EAP**

**Participant 13** stated that *"Not really sure that the existing EAP programme benefit us as officials"*.

**Participant 20** tends to differ with **Participant 13** in terms of the benefits of EAP to the former *"The visibility of EAP might minimise the number of deaths the department is faced with."*

## **Discussion of data on benefits of EAP**

From the findings above, there is an indication that the participants have no knowledge and understanding of the benefits of the EAP. This may be attributed to the lack of marketing and awareness of the programme.

### **4.6.8.8 Roles and functions of EAP staff**

**Participant 16** mentioned that *“All the roles and functions of persons employed as EAP practitioners should be clearly stated.”*

## **Discussion of data on the roles and functions of EAP Staff**

The finding above reveals that the participant is not aware of the role and functions of EAP staff. This may be because, even though the employees are aware of the existence of the EAP policy, they are not sufficiently conversant with its content, as the functions are clearly spelled out in the document.

## **4.7 SUMMARY OF THE FINDINGS**

**The findings from the quantitative data can be summarised as follows:**

- The respondents who participated in the study were 20 (49%) males and 21 (51%) females.
- The ages of the responding employees ranged between 21 and older than 60, the majority of whom fell within 31-40 years.
- The majority of the respondents hold Honours Degree and Bachelors' degrees.

- The majority of respondents were from the Labour Centres, rather than from the provincial office.
- There is a high level of general understanding among the respondents, who realise that an EAP is a programme to assist employees who have personal and psychological problems that are affecting work performance.
- The majority of respondents viewed the EAP as a counselling service, while others viewed it as a health and awareness activity.
- The majority of the respondents were informed about the EAP for the first time during the orientation programme, and by other means of communication, including electronic communication, colleagues and circulars.
- There was an overwhelming majority response confirming accessibility to EAP through formal/ supervisory referral.
- There was a high level of awareness of the existence of the EAP policy, even though most were not aware of the existence of the EAP policy statement.
- There was a low level of awareness of the existence of the marketing strategies for EAP amongst the respondents.
- All the respondents indicated that they had participated during the process of policy formulation.
- Almost half of the respondents indicated that they were aware of the list of EAP services available, while the 46% were not aware of the list.



- There was an indication that there is no training programme available for key stakeholders, i.e. the managers, supervisors and union members in the Department.

**The findings of the qualitative data can be summarised as follows:**

- The participants are aware of the EAP; whereas others have no knowledge of it at all .This may be attributed to the lack of marketing of the programme.
- There is an indication that the marketing strategy used by the DoL is not satisfactory for advocating the programme.
- Participants indicated that the EAP is not visible and the interaction with the EAP staff is also minimal.
- Knowledge and understanding of the EAP procedures tended to be low among the employees.
- There was emphasis on the importance of supervisory training.
- There seems to be a lack of knowledge of the confidential nature of the EAP.

The following chapter will present the key findings and conclusions of the research. The recommendations made to the management that would assist the Department of Labour in improving the implementation of the EAP policy will also be presented in this chapter.

## CHAPTER 5

### KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 INTRODUCTION

It is critical for every organization to have the EAP policy in place, in order to ensure that troubled employees whose performance has deteriorated as a result of personal or work challenges are assisted. As organizations implement the EAP policy in different ways, it is important for the operational guidelines and activities to be presented and discussed in the EAP implementation plan. Details included in the operational plan may result in the effective and successful implementation of the EAP. This study was aimed at evaluating the implementation of the EAP policy in the Department of Labour. Relevant literature reviewed in Chapter 2 has been integrated with the findings of the empirical study.

Chapter 5 presents the conclusions based on the findings in the previous chapter and certain recommendations will be made that may serve as guidelines for an effective EAP policy implementation

#### 5.2 EAP SERVICES

##### KEY FINDING

- The majority of respondents have some understanding of the EAP, but this contradicts the fact that the EAP service is viewed as a counselling and health awareness activity by most of the respondents.

## CONCLUSION

- The perception of the EAP as a counselling and health awareness activity may result in a situation that other services provided by EAP may be compromised and not used effectively.

## KEY FINDINGS

- The orientation programme, circulars and electronic means of communication have proved to be the most commonly used mechanisms to inform the employees about the EAP.
- Supervisory referral to EAP services has been regarded as the option for referral, by most of the employees, despite other referral options that are available for access to the EAP.

## CONCLUSION

- Even though employees are aware of the EAP and its services, it seems that the EAP is not well marketed in the DoL, as there is less interaction between the EAP staff and the employees.
- The employees are unaware of the other referral procedures towards EAP services other than supervisory referral. This could compromise the use of other options that may be followed to access EAP services. This also implies that the employees do not have a clear understanding of the policy and the EAP procedures.

## **Recommendations**

- Development of an awareness plan that will be embedded in the marketing strategy to create awareness of the EAP amongst all the employees is critical.
- In relation to accessibility and referrals to the EAP services, the researcher recommends that emphasis be put on educating employees on the options that may be considered in accessing the EAP services. The Department should develop a marketing strategy that would assist in creating awareness of the EAP.
- There should be consultation with the employees in order to ensure that the EAP policy is communicated well in advance, even before its implementation. This could be achieved by conducting road shows in the provinces to eliminate factors like uncertainty about the services to be rendered by the new programme to be developed and introduced.

## **5.3 SYSTEMS AND PROCEDURES OF EAP POLICY IMPLEMENTATION**

### **KEY FINDINGS**

- Even though employees are generally aware of the existence of EAP policy, awareness of the policy statement and implementation plan is very low.
- The employees are not aware of the existence of the marketing strategies for EAP followed by the employer.

- There is an indication that the EAP is not accessible to the employees and their families. This could hamper implementation of the EAP policy and the use of the service.

## **CONCLUSION**

- The employees tended to have some understanding of the existence of the EAP, but they lack information on the marketing strategy.
- The EAP is not accessible to the employees and their families; this could affect the use of the programme.

## **Recommendations**

- The EAP policy statement and the implementation plan should be made available to all the employees, either in the form of brochures or even displaying the policy statement in a conspicuous space like the notice boards. This is critical, given the fact that EAP is centralised at Head Office, whereas the provinces, including labour centres, are expected to understand and implement the EAP policy.
- The Department of Labour should develop a marketing strategy that is aligned to the culture or communication practices of the organization. The strategy should focus more on interactive and personal contact approaches, as this would allow a situation in which the employees could engage with the EAP staff in a most fruitful and productive manner. The researcher recommends regular orientation programmes and EAP

workshops conducted by EAP staff in order to enhance the implementation of the EAP policy.

- EAP professional is critical to the promotion of the EAP and its visibility. This can be done through the orientation programmes and EAP workshops. The presentations should be done by the EAP staff. The sessions should focus on educating employees about the goals and objectives of the EAP, the nature of the services available, the other important aspects in the EAP policy and the benefits of the service for both the employer and the employees.

## **5.4 OPERATIONAL GUIDELINES AND IMPLEMENTATION PLAN**

### **KEY FINDING**

- The majority of the employees mentioned that they were not aware of the resources required for EAP implementation. The employees lacked insight into the EAP policy and this could have an effect on making use of the available resources, which may result in turn in under-utilisation of the programme.

### **CONCLUSION**

- Resources allocated are not adequate for the implementation of the EAP policy; this is owing to the location of the EAP in the Head Offices, whereas there is no EAP staff in the provinces.

## **Recommendations**

- The Department of Labour should develop the implementation plan to focus on the following: allocation of resources, times frames, and performance indicators.
- Given that the EAP is centralised at the Head Office, the recommendation is that it should be decentralised in provinces where the EAP practitioners are appointed in order to improve the visibility and accessibility of the programme.

## **5.5 EAP SERVICES AND ADMINISTRATION**

### **KEY FINDINGS**

- It was indicated that there was no EAP training for supervisors, managers and union members.
- The results suggest that the majority of respondents did not refer subordinates to the EAP.

### **CONCLUSION**

- There is evidently a lack of training for supervisors, management and union representatives. These key stakeholders are crucial to the success of the EAP and to the effective implementation of EAP operations.

## **Recommendations**

- The Department of Labour should develop a comprehensive training programme to enhance the skills of the supervisors, management and union members.
- Development of the EAP audit or monitoring tool is recommended so it can serve as a measurement mechanism to improve the quality and effectiveness of policy implementation.
- The above recommendations can serve as guidelines for an effective EAP policy implementation.

## **6. GUIDELINES FOR IMPLEMENTATION OF THE EAP POLICY**

This section contains guidelines for the implementation of the EAP policy. These guidelines would serve as a guide for the management in the Department of Labour in terms of effective implementation of the EAP policy.

### **6.1 Policy guidelines**

#### **6.1.1 EAP written policy and EAP policy statement**

- For the policy to be effectively implemented, consultation with key stakeholders in the workplace, including union representatives, should be conducted during the developmental phase of the EAP policy. The draft document should be circulated to all employees for further inputs and comments.



- The final copy of the policy should be communicated to all the key stakeholders involved during the policy development phase and to all employees in the Department, prior even to its implementation phase.
- It is highly beneficial to put the EAP policy in writing and include it in documents such as orientation packs, staff packages, EAP brochures or leaflets and organizational handbooks.
- The EAP policy should be made available in the different languages.
- The EAP policy should be reviewed or evaluated after a certain period, e.g. five years. This process would assist in assessing whether the procedures and activities that are in place to implement the policy are effective and appropriate, and then use the feedback to adjust the policy itself or the procedures and activities.
- The policy statement should be a public document, displayed in a prominent place in various work-site environments and focusing on the following critical components of the EAP: the objectives of the programme; benefits of using the service; organizational mandate; record of maintenance; client eligibility; the roles and responsibilities of the various personnel (including the EAP staff) in the organization; the programme procedures; and a list of service provided.

### **6.1.2 Confidentiality of EAP**

- The EAP policy and the policy statement should outline clearly the confidential nature of the EAP activities.
- Confidentiality should be maintained to minimize the risks of breach. This can be done by informing the employees about the EAP policy and procedures relating to record-keeping and confidentiality.
- Anonymity and confidentiality should be ensured for those who would be making use of the service.

### **6.1.3 Accessibility of the service**

The EAP should be shown in the most effective manner if its services are to be accessible. The following factors are critical:

- The EAP should be elevated to Directorate level in order for the service to be decentralised in the provinces. This would ensure accessibility, enhancing utilisation and improving awareness of the programme among the employees in the DoL.
- Provision of a 24-hour service to employees is critical, even if it is a telephone service.

#### **6.1.4 Awareness and marketing of the EAP**

- The EAP section should design a promotional or marketing programme that would be compatible with employees' needs in order to ensure and encourage use of the programme.
- Marketing strategies should be developed in order to enhance use of the EAP.
- There should be an effective implementation plan and on-going promotion plan to reach all those eligible for using the service.
- Various promotional materials, management and employee orientation, EAP workshops or briefings may be used in promoting and educating everyone in an organization about EAP services.
- Promotional materials should clearly spell out the following information: the objectives, the principles of the programme, the services offered and the EAP beneficiaries.
- All promotional activities should be continuous and may include all the beneficiaries covered by the service i.e. employees and all levels of management and union representatives.

#### **6.1.5 Operational Guidelines**

- The policy guidelines should be embodied in the operational manual or guideline to ensure that the policy will be put into practice.

- Comprehensive procedures outlining how the EAP policy would be implemented, monitored and evaluated should be developed.
- There should be management information systems in place that support the implementation of the policy or any information that was used during the assessment or even development phase of the EAP policy.
- The training programme to be developed to ensure that the management, supervisors and union representatives are well trained in all the EAP procedures.

#### **6.1.6 Resources, management and administration**

Senior management should provide full support for the effective implementation of the EAP policy by ensuring that:

- Adequate resources are allocated or provided to enable the EAP policy to be functional and be implemented effectively in the Department. Efficient utilisation of allocated resources would offer the greatest possible access to EAP services.
- EAP staff should be employed in the provinces to serve as EAP coordinators. This would ensure that the service is visible, accessible and used by employees in the provinces.
- Budget allocation should be in line with the implementation plan or work plan of the Directorate.

- Clear and open lines of communication to key stakeholders should be maintained by management in order to get buy-in and support for the success of the EAP. This could be achieved by ensuring that information on the service is made available to employees that would improve their understanding.

## **7. FINAL CONCLUSION**

This study was aimed at evaluating the EAP policy implementation at the Department of Labour, through an empirical study, which was done by collecting, presenting and analysing data.

Through this study, the goal and the objectives of the study were achieved, as the study was effective and successful in defining and describing policy implementation from a theoretical point of view, evaluating and exploring the processes of implementation of the EAP policy in the Department of Labour.

The study also focused on developing the guidelines that would assist during the implementation of the EAP policy.

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Enquires : V. Singh  
Telephone : (012) 3094611  
Date : 16March 2012

Ms N Mashaba  
P O Box 7015  
Middleburg  
1051

Dear Madam

### **REQUEST FOR PERMISSION TO CONDUCT RESEARCH AT THE DEPARTMENT OF LABOUR**

Your letter dated 2 March 2012 refers.

Please be advised that your request to conduct research by distribution of the questionnaires at the Witbank Provincial Office and the Labour Centres in Mpumalanga of the Department of Labour for the purpose of your research, is approved.

Please be advised that you will treat the information derived from your research at the Department of Labour for the execution of your research as completely anonymous and confidential. Furthermore the information will not be used for the purposes of victimising the Department of Labour in any way. In addition, you must at all times be obliged to safeguard the confidential information in pursuant of your research. It must also be emphasized that no information must be used, reproduced, disclosed or disseminated to any organ of state, firm, corporation, person, including third parties, except with the express prior consent of the Department of Labour.

Furthermore no data may be modified or merged with any other data, use it for any commercial purpose or do any other thing that may in any manner whatsoever, affect the integrity, security or confidentiality of such data. You are further not to permit any third party to read, copy or use the data other than may be specifically required in terms of your request.

There can be no publication of articles in any journal or book or the like based on your research without the final approval of the Department of Labour.

The research and its findings are to be made available to the Department of Labour.

You must sign the attached Undertaking in order that effect is given to the Department of Labour's approval.

We trust that the above is in order.

Yours faithfully



---

**DIRECTOR GENERAL:LABOUR**



UNIVERSITEIT VAN PRETORIA  
UNIVERSITY OF PRETORIA  
YUNIBESITHI YA PRETORIA

Faculty of Humanities  
Research Ethics Committee

5 December 2011

Dear Prof Lombard

**Project:** An evaluation of the Employee Assistance Programme policy implementation in the Department of Labour  
**Researcher:** NR Mashaba  
**Supervisor:** Prof L Terblanche  
**Department:** Social Work and Criminology  
**Reference number:** 22289683

Thank you for your response to the Committee's letter of 10 October 2011.

I have pleasure in informing you that the Research Ethics Committee formally **approved** the above study at an *ad hoc* meeting held on 5 December 2011. Please note that this approval is based on the assumption that the research will be carried out along the lines laid out in the proposal. Should your actual research depart significantly from the proposed research, it will be necessary to apply for a new research approval and ethical clearance.

The Committee requests you to convey this approval to the researcher.

We wish you success with the project.

Sincerely

**Prof. John Sharp**  
**Chair: Research Ethics Committee**  
**Faculty of Humanities**  
**UNIVERSITY OF PRETORIA**  
**e-mail: john.sharp@up.ac.za**

**INFORMED CONSENT FORM**

**Participant's Name:**

**Date:**

**Name of Investigator: Nomsa Mashaba**

**Institution: University of Pretoria**

**Address: Pretoria**

You are being invited to participate in a research study conducted by Ms. Nomsa Rica Mashaba a student at the University of Pretoria in the Department of Social Work and Criminology. The study is being conducted as part of the mini-dissertation thesis for a Masters of Social Sciences in Employee Assistance Programme.

1. **Title of Study:** An evaluation of the Employee Assistance Programme Policy Implementation in the Department of Labour.
2. **Purpose of the Study:** The purpose of this study is to evaluate the systems and operational activities of EAP policy implementation in Department of Labour (DoL) and to identify the limitations of the EAP policy implementation.
3. **Procedures:** It will take approximately 20 to 30 minutes to complete the questionnaire. Completion of a questionnaire may be done at my convenience time. Therefore, you are being advised to place your completed questionnaire in a box next to the entrance door of the Manager's office.
4. **Risks and Discomforts:** There are no known medical risks or discomforts associated with this study.
5. **Benefits:** I understand there are no known direct medical benefits to me for participating in this study. However, the results of the study may help the researcher to provide and redefine guidelines for effective policy implementation.
6. **Participant's Rights:** I may withdraw from participating in the study at any time.
7. **Financial Compensation:** I will not be reimbursed for my participation in the study.
8. **Confidentiality:** If you choose to participate, do not write your name on the questionnaire, as the study is anonymous, no one will be able to identify and no one will be informed that you participated in the study.
9. I understand my rights as a research subject, and I voluntarily consent to participate in this study and, I understand what the study is about and how and why it is being done. Your participation in this study is entirely voluntary; you have the right to choose whether or not to be in this study.
10. I am also aware that all raw data generated through this study will be stored at the University of Pretoria for a period of 15 years and in the Department of Labour' resource centre
11. I understand that the findings of the study will be kept confidential unless I ask that they be released. The results of this study may be published in professional journals or presented at professional conferences, but my records or identity will not be revealed unless required by law.

I would like to thank you for your participation in this study

\_\_\_\_\_  
**Subject's Signature**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Signature of Investigator**

\_\_\_\_\_  
**Date**

## ANNEXURE: D

### RESEARCH QUESTIONNAIRE

#### **Research Topic: “An evaluation of the Employee Assistance Programme Policy implementation in the Department of Labour”**

#### **To all respondents**

The researcher is registered for the Masters of Social Sciences in EAP (MSocSci EAP) at the University of Pretoria. The goal of the study is to evaluate the EAP policy implementation within the Department of Labour

The questionnaire is designed to gather information from the supervisors about the implementation of EAP policy in the Department of Labour.

The information you provide will be treated with confidentiality. Your participation in this study is entirely voluntary. Should you choose to participate, do not write your name on the questionnaire, as the study is carried out anonymously. There are no known risks should you decide to participate in the study or not.

You are requested to sign the ‘informed consent letter’ which will be provided to you just prior to the completion of the questionnaire.

If you have any queries, please contact the researcher at:

Ms Nomsa Mashaba, P O Box 7015, Kanonkop, Middelburg 1050  
Tel: 013 655 8783 / 0828888 077  
Email address: nomsa.mashaba@labour.gov.za

Please place your completed questionnaire in a black box next to the door of the ASD: LCO office on or before 15 June 2012



**INSTRUCTIONS:** Most questions can be answered by simply ticking an X in the appropriate box and / or writing your answer in the shaded space provided.

**PLEASE:** Do not omit any questions.

**SECTION A: DEMOGRAPHIC INFORMATION**

A1. What is your gender?

Male	
Female	

A2. Please indicate your age

Younger than 21 years	
21 - 30 years	
31 – 40 years	
41 – 50 years	
51 – 60 years	
Older than 60 years	

A3. What is your home language?

--

A4. Marital Status

Single	
Married	
Living together	
Divorced	
Widow	
Widower	
Separated	

A5. What is your highest educational qualification?

Below std 10 / Grade 12		Honours	
Std 10 / Grade 12		Masters	
3 - year Diploma		Doctorate	
3 - year Degree		OTHER, please specify.....	
Post graduate diploma			

## SECTION B: EMPLOYMENT DETAILS

B6. In which Business Unit are you employed?

B7. How long have you been working for the Department of Labour?

B8. How long have you been in your current position?

Less than 1 year	
1 – 3 years	
4 – 6 years	
More than years	

A9. How many subordinates do you have?

## SECTION C: EAP Services

C1. What is your understanding of the Employee Assistance Programme (EAP)?  
Briefly describe:

**Please tick with an X in the appropriate block.**

C2. Describe the nature of EAP Services provided by the Department of Labour?

Early identification of problem employees	YES	NO
Assessment	YES	NO
Counselling	YES	NO
Treatment	YES	NO
HIV / AIDS	YES	NO
Disciplinary action	YES	NO
Stress management	YES	NO
Health and awareness activity	YES	NO

C3. How were you informed about the EAP at first?

During orientation	
EAP workshop	
Notice boards	
Brochures	
Posters	

Circulars	
By a colleague	
Electronic (e-mail / intranet)	

C4. Which staff members can utilise the EAP services?

Cleaners	
Administration Clerks	
Supervisors	
Middle management staff	
Senior management staff	
Securities	
Inspectors	
All employees	

C5. How can employees access the EAP?

Voluntary / Self referral	YES	NO
Informal referral	YES	NO
Formal or supervisory referral	YES	NO
Family referral	YES	NO

C6. Have you been consulted at the time of the design of EAP?

YES	
NO	

C7. If so, briefly describe the process of involvement which was created for inputs from employees:

C8. Have you been consulted at the time of implementation of EAP?

YES	
NO	

C9. If so, briefly describe the process of implementation which was created for inputs from you and / colleagues:

## SECTION D: SYSTEMS AND PROCEDURES OF EAP POLICY IMPLEMENTATION

D1. Are you aware of the existence of the following?

1.	EAP Policy	YES	NO
2.	EAP policy statement	YES	NO
3.	EAP implementation plan	YES	NO
4.	EAP goals and objectives	YES	NO
5.	Are policies readily accessible to all employees	YES	NO
6.	Marketing strategies of EAP	YES	NO

D2. Has any provision been made for the following in the EAP policy?

1.	Clear mandate of EAP	YES	NO
2.	Employee and dependant access to EAP services	YES	NO
3.	The confidential nature of EAP clearly stated	YES	NO
4.	Alignment of the EAP policy with the departmental strategy	YES	NO
5.	EAP policy statement to be displayed in a prominent place	YES	NO

## SECTION E: OPERATIONAL GUIDELINES AND IMPLEMENTATION PLAN

E1.	Is there any EAP operational guideline in place?	YES	NO
E2.	Are you aware about the EAP implementation plan?	YES	NO
E3.	Is there an indication of the resources required for EAP implementation?	YES	NO
E4.	Are time frames clearly indicated in the implementation plan?	YES	NO
E5.	Are the roles and responsibilities of responsible persons clearly defined?	YES	NO
E6.	Are actions needed for implementation well discussed in the plan?	YES	NO

## SECTION F: POLICY FORMULATION

F1. Have you participated in the process of policy formulation of the EAP?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

F2. If no, have you been invited to participate in the process of policy formulation?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

## SECTION G: EAP Services and Administration

G1. Are there any clearly written procedures for the identification of an employee experiencing problems?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

G2. Is there a list of services available to all employees?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

G3. Is an EAP training programme available to the following key stakeholders?

1.	Managers	YES	NO
2.	Supervisors	YES	NO
3.	Union members	YES	NO

G4. Is the training programme covering the core functions of the EAP?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>
Not sure	<input type="checkbox"/>

G5. Have you referred subordinates to EAP services?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

G6. Is the referral process clearly stated for effective policy implementation?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

## SECTION H: COMMENTS / SUGGESTIONS

Thank you for your honesty and voluntary participation