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Restructuring and transformation to enhance service delivery in the Department of Labour

M. ADMIN (PUBLIC ADMINISTRATION)

UNIVERSITY OF PRETORIA

2001

Restructuring and transformation to enhance service delivery in the Department of Labour

by

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Presented in order to fulfil the requirements for the degree Magister Administrationis (Public Administration) in the Faculty of Economic and Management Sciences

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All my thanks to

⇨   The almighty Father who in his wisdom placed me in the loving and trusting care of my parents;

⇨   My extended family and friends for their encouragement and support;

⇨   Mrs R Bloemhof and Ms E Neser at the Department of Labour's Library for their assistance; and

⇨   My study leaders, Professor David Fourie and Ms Gerda van Dijk for their knowledge and direction.

TABLE OF CONTENT

LIST OF FIGURE

LIST OF TABLES

CHAPTER 1

INTRODUCTION

1.1 GENERAL OVERVIEW

South Africa had its first democratic election in 1994. Since then the South African Public Service has gone through a process of transformation. The process of transformation affects both the services that are rendered as well as the people that are employed by the South African Public Service. The publication of the White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995), served as a point of departure for the transformation of the South African Public Service. The Department of Labour, as one of the governmental departments, also participated in this transformation process. Not only was there a transformation in terms of the services that were delivered by the Department of Labour but also a transformation in terms of the scope and quality of services rendered. The aim of this dissertation is to analyse to what extent service delivery in the Department of Labour was enhanced by restructuring and transformation.

1.2 FRAME OF REFERENCE

The dissertation is an empirical research study of restructuring and transformation in order to enhance service delivery in the South African Public Service with specific reference to the Department of Labour. The empirical research study will be supplemented with a normative study of transformation and service delivery. Research will show the perceptions of staff on matters such as service delivery, clients, commitment, training, communication and transformation.

The main focus of the dissertation will be the Department of Labour. The study will be geographically limited to two of the provincial directorates of the Department of Labour, namely Gauteng North and Gauteng South. In the two provincial directorates, staff in the Business Unit: Inspection and Enforcement Services were targeted. The knowledge and perception of middle and junior management staff on these issues will be addressed and assessed. Middle management (Managers and Assistant Managers) and Junior management (Senior Practitioners and Practitioners) participated in the empirical research. The different environments in which the Department of Labour functions will be discussed and also the restructuring that took place in the South African Public Service as well as in the Department of Labour.

1.3   PROBLEM STATEMENT

Service delivery became an increasingly important problem in the Department of Labour. Coupled with changes in legislation e.g Labour Relations Act 1996, (Act 66 of 1996) and the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996), restructuring and transformation in the Department of Labour was inevitable.

The introduction of new legislation regarding service delivery and transformation changed the manner in which the South African Public Service functioned. The White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995), as well as the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997), introduced a new era in the South African Public Service. The aim of the White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995), and the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997) was to transform the South African Public Service in totality which included the transformation of service delivery. In order to establish this restructuring and transformation had to take place.

1.4 METHOD OF RESEARCH

For the theoretical basis of the dissertation both local and international publications were consulted. Various publications on the South African Public Service exist but only a few impacts directly on the restructuring and transformation in the Department of Labour. Publications were consulted and where necessary, these publications were adapted to make sure that restructuring and transformation issues were applicable to the Department of Labour.

Publications from the United States of America, Europe and the Republic of South Africa were consulted. Official South African journals and departmental publications were examined. During the empirical research conducted for the dissertation certain investigating procedures were followed, namely:

a)   data has been collected by way of interviews of staff in the National Department of Labour;

b)   a questionnaire has been developed with the inputs from the participants and collected by them anonymously;

c)   a frequency analysis was performed by utilising the statistical package SPSS for Windows; and

d)   in the interpretation of the data the neutral factor (the number 3 in the questionnaire) where applicable should be regarded as an area of potential weakness.

For the purpose of the dissertation three questionnaires were used, namely:

a)   questionnaire on Organisational Functioning which was developed through the inputs from participants;

b)   questionnaire on the Monitoring of Staff Turnover in the Department of Labour which was developed by the Department of Labour; and

c)   questionnaire on Employment Equity which was developed by the Department of Labour.

The purpose of the questionnaire on Organisational Functioning (Annexure A) was to obtain information on the restructuring and transformation process in the Department of Labour, with specific reference to the Business Unit: Inspection & Enforcement Services (IES) in the provinces Gauteng North and Gauteng South. The perception of staff on the ranks between Manager and Practitioner was tested on the following issues:

a)   service delivery;

b)   commitment;

c)   clients and more specifically the clients of the Department of Labour;

d)   change and transformation;

e)   training;

f)   working climate; and

g)   communication.

The above concepts were chosen because of their direct link with the theme of the dissertation, namely the enhancement of service delivery through

transformation and restructuring. Each of these concepts has a substantive influence on the successful transformation of the Department of Labour.

In order to determine the reliability of empirical study the Spearman-Brown formula was used. The formula is as follow (Selltiz *et al.* 1964: 183):

$$Rel = \frac{Nr}{1 + (N-1)r}$$

Where:
a) rel implies the degree of reliability;
b) N implies for the number of units that were measured, and
c) r is the correlation between one assessment and another.

If assumed that the correlation between one assessment and another is one, then the degree of reliability can be calculated as follow:

$$Rel = \frac{29(1)}{1 + (29-1)\,1}$$

$$= 1.0$$

The conditions of the formula is that if the number of units measured increases and the correlation between one assessment and another remains the same, it may not change the end result of the formula drastically. At the time of completion (September to October 2000) of the questionnaire by staff in Gauteng North, the number of active posts in the Business Unit: Inspection and Enforcement Services, Gauteng North consisted of 25 staff ranging between the ranks Manager and Practitioner. In Gauteng South the number of active posts in

the Business Unit: Inspection and Enforcement of ranks between Manager and Practitioner was 47. Staff of lower and higher ranks was not considered for the questionnaire. A total of 29 officials completed the questionnaire.

The response rate can be calculated as follows:

a) Total number of questionnaires issued is 72;
b) Number of questionnaires that were received back is 29; and
c) Response rate: 40.27%.

With a response rate of 40.27, it cannot be accepted that the answers given by the respondents will also be valid for the non-respondents. The results of the study represent only the opinion of the respondents.

On 19 January 2000 Personnel Circular Minute No. C1 of 2000 was issued. The purpose of this circular was to address the monitoring of the staff turnover within the Department of Labour. Included in this circular was a questionnaire on the monitoring of the staff turnover in the Department of Labour (Annexure B). The questionnaire regarding the monitoring of the staff turnover within the Department was initiated with the purpose of monitoring the number and reasons for the high turnover of staff and also to establish preventative measures to minimise this tendency. The questionnaire was developed by the Chief Directorate: Human Resources Management in the Department of Labour for internal distribution among staff. Questionnaires are to be submitted by Provinces on a monthly basis. Completed questionnaires are to submitted to the Head Office of the Department of Labour not later than the 5th of every month (Personnel Circular Minute C1 of 2000, Monitoring of the staff turnover within the Department: 19 January 2000: 1). From the period: February 2000 to August 2000 only 14 questionnaires were submitted to Head Office. The purpose of assessing staff turnover in the Department of Labour is to determine if there is any link between staff turnover and service delivery.

The questionnaire on Employment Equity (Annexure C) was also developed internally by the Chief Directorate: Human Resources Management in order to assist the Department of Labour in compiling an Employment Equity Plan. The Employment Equity questionnaire was distributed to all of the 5 135 staff members countrywide at the end of March 2000. Only 2 345 or 45,66% of the 5 135 questionnaires were returned. The aim of the questionnaire was threefold (Personnel Circular No. H1 of 2000, Employment Equity Questionnaire, 9 March 2000: 1):

a)   to evaluate the working conditions as perceived by the employees of the Department of Labour;

b)   to assess the culture and climate within the Department of Labour; and

c)   to evaluate the job assignments.

The outcome of the Questionnaire on Organisational Functioning is represented in a table format. The following terms were used in the tables: value, frequency, percent and cumulative percent. Value represents the scale from 1-5 that respondents chose from. The value 1 represented the lowest value namely not at all and the value 5 represented the highest value namely a great deal. Frequency represents the number of times that a specific value occurred. Percent the number of times that a specific value appeared in terms of a percentage out of 100. Cumulative percent represents the total percentage after each percent.

What follows is the outcome of the questionnaires on the concepts of service delivery, clients and commitment. Each of these concepts is equally important to ensure successful service delivery through transformation and change in the Department of Labour. Personal interviews with officials of the Department of

Labour were conducted. Thus both normative and empirical research supports the arguments in this dissertation.

1.5 STRUCTURE OF THE DISSERTATION

The dissertation starts with Chapter 1 that is an introduction to the dissertation. **Chapter 2** deals with the structural functional analysis of the Department of Labour. Attention will also be given to the vision and mission of the Department of Labour, the Ministry of Labour, Programme of Action 1994-1998 as well as the Fifteen Point Programme of Action, 1999-2004. Reference is also made to the Reconstruction and Development Programme (RDP).

Chapter 3 comprises of the external framework influencing on the Department of Labour. **Chapter 4** will deal with the outcome of the empirical research conducted on issues such as commitment, training, clients, service delivery, communication and change and transformation and service delivery in the South African Public Service with specific reference to the Department of Labour.

Chapter 5 deals also with the outcome of the empirical research conducted and the management of transformation. Attention will be given to issues such as resistance to transformation and obstacles to transformation. **Chapter 6** is an evaluation of the preceding chapters. It also contains guidelines for restructuring and transformation. In this dissertation certain terms of reference will be used. The different terms will be defined below.

1.6 DEFINITIONS OF TERMS USED IN THE DISSERTATION

The terms used in the dissertation represents all the terms used in connection with restructuring and transformation in order to enhance service delivery in the South African Public Service and in particular the Department of Labour. The definition of change and transformation will be discussed now.

1.6.1 South African Public Service

According to section 197(1) of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) within the public administration there is a public service for the Republic, which must function, and be structured, in terms of national legislation, and which must loyally execute the lawful policies of the government of the day. Section 8 of the Public Service Act, 1994 (Proclamation 103 of 1994) states that the South African Public Service constitutes all persons holding fixed positions or permanent additional appointments in the services, and the state educational institutions excluding members of the National Defence Force, the National Intelligence Agency and the South African Secret Police.

Fox *et al.* (1991: 231) identify various differences between the organisational environments of public and private organisations:

a) public organisations function in an environment where there is a lesser degree of market exposure and a greater degree of reliance on appropriations from authoritative bodies than with private organisations;

b) the environment of public institutions is also more legal, formal and have more judicial restraints than private sector organisations;

c) distinctive political influences such as greater diversity and intensity of external influences on decisions by various political groups and a greater need from client groups and other formal authorities are present; and

d) public institutions are exposed to greater public scrutiny as well as unique public expectations.

Training refers to the improvement of skills. The improvement of skills in order to adapt to changes circumstances is one crucial importance to any organisation. The term training will be discussed next.

1.6.2 Change and transformation

According to the Fox & Meyer (1995: 19) change can be defined as movement that leads to a different position or direction. Swanepoel *et al* (2000: 753) states that change is about tweaking the organisation's strategy and operations. Change is about going back to basics or searching for new tools and techniques that will propel the organisation forward. Change is any alteration of the *status quo* (Hodgetts, 1990: 566).

Jick (1993: 151) defines change as " .... In its broadest sense, a planned or unplanned response to pressure and forces". Change is not a modern phenomenon and different influences such as technological, economic, political, legal and labour developments can be the sources of change that cause an organisation to act in a particular way (Kroon, 1996: 507). Change is thus the movement from one position to another and can be a planned or an unplanned response caused by internal or external factors.

Transformation is defined as the process of a system that changes inputs into outputs or the movement from one position to another (Fox & Meyer, 1995: 130). Swanepoel *et al.* (2000: 752) argue that transformation also entails the moves, which an organisation makes to start virtually from scratch. Goss *et al.* (1993: 149) state that real transformation can only occur when the majority of individuals in an organisation change their mindsets and behaviour.

The change process consists of three basic components, namely the current situation, the transitional phase and the future or expected situation (Kroon, 1995: 508). Van der Waldt & Du Toit (1997: 255-256) as well as Swanepoel *et al.*

(2000: 762) call the components unfreezing, change and refreezing. Different authors have various ideas on change and the process of change.

From the above it can be concluded by saying that change and transformation are in essence the same thing and go hand in hand. Where there is change, there is transformation and *visa versa.* Communication plays a vital role in the functioning of any organisation. Communication in an organisation will now be defined.

1.6.3 Communication

According to Van der Waldt & Du Toit (1997: 229) communication is the transfer of relevant information when the receiver understands it. Graber (1992: 4) defines communication as information in transit. Communication seeks to change or confirm the receiver's knowledge, attitude or overt behaviour in some predetermined manner. Weihrich & Koontz (1994: 712) view communication as the transfer of information from one person to another, with the information being understood by the receiver.

According to Weihrich & Koontz (1994: 538) communication is required in an organisation in order to:

a)   establish and disseminate the goals of the organisation, develop plans for their achievement;

b)   organise human and other resources in the most efficient and effective way;

c)   select, develop and appraise members of the organisation;

d)   lead, direct, motivate; and

e) create a climate in which people want to contribute and control performance.

According to Gibson & Hodgetts (1990: 7-9) communication is the process of transferring meanings and has three goals:

a) to contain costs;

b) productivity growth; and

c) to maintain morale in the organisation.

Communication is thus the transfer of information from one person to another and the person that has received the information understands the message. Organisations have their own unique organisational culture. The term organisational culture will be discussed next.

1.6.4 Organisational culture

Erasmus-Kritzinger *et al.*(2000: 120) define culture as the basic beliefs, values, customs and traditions that are shared by a group of people who usually share a history and language, including physical objects such as their clothing, eating habits, art, shelter, weapons and tools. According to Hodgetts (1990: 567) culture consists of learned behaviours such as norms, values, morals, habits, and customs.

Organisational culture can be defined as the basic beliefs, values, customs and traditions that are shared by the members of an organisation. This creates a common understanding among members as to what the organisation is and how its members should behave (Erasmus-Kritzinger *et al.* 2000: 143). According to

Hodgetts (1990: 572) organisational climate refers to the overall favourability of member attitudes and perceptions with reference to specific activities and features of an organisation.

The same belief is shared by Hellriegel & Slocum (1992: G-8) who state that organisational culture is the organisation's personality, way of thinking and doing things that are shared by most of its members and which must be learned by new members if they are to survive and progress.

From the above it can be deducted that organisational culture is the shared beliefs, norms and way of doing things in a specific organisation. Every organisation has its own unique organisational culture. In any organisation there is resources to be managed. The management of resources is done by different levels of management. The concept management will be discussed now.

1.6.5 Management

As presented by Hodgetts (1990: 571) management is the process of achieving organisational objectives through the effective use of resources. Weihrich & Koontz (1994: 4) are of the view that management is the process of designing and maintaining the environment in which individuals, working together in groups, efficiently accomplish selected aims. Management consists of five managerial functions, namely planning, organising, staffing, leading and controlling. According to Hellriegel & Slocum (1992: G-7) management can also relate to planning, organising, leading and controlling of people working in an organisation and the ongoing set of tasks and activities they perform.

Junior management can be defined as the supervisors serving between middle management and the operational workers (Cloete, 1995: 43). Hellriegel & Slocum (1992: 8) view junior management as the manager directly responsible for the production of goods or services. Middle management on the other hand

can be defined as the layer of supervisors between the highest layer of supervisors referred to as administrators or top management and the lower level of supervisors known as junior managers (Cloete: 1995: 47). Hellriegel & Slocum (1992: 8) view middle management as managers who receive broad, overall strategies and policies from top management and translate them into specific objectives and plans for junior managers to implement. According to Weihrich & Koontz (1994; 6) junior management spend more time on leading staff whilst middle management spend more time on organising and controlling staff.

No organisation can function without a vision and a mission. Constructing the vision and mission of any organisation forms part of the management function of an organisation. Fox & Meyer (1995: 82) define mission as the basic purpose of an organisation or the basic goal that the organisation tries to achieve. According to Cloete (1995: 48) a mission can be defined as a particular goal or objective to be attained by an individual or a group of workers. The mission statement on the other hand is defined as a formal written statement of the broad direction an organisation is to take (Fox & Meyer, 1995: 82). The mission provides a road map, it states what the organisation must do and the results needed from each unit and work group (Christopher, 1994: 11). Vision refers to that characteristic of many successful leaders, entrepreneurs and top managers of being daring and far-sighted about where the organisation should go and how it should get to that position. It also implies the understanding of the operations of the business, the far-sightedness to change the mission when the external and internal environment changes and communicating the mission to staff with enthusiasm and inspiration (Kroon, 1996: 142). According to Christopher (1994: 6) vision sets a direction into the future. The vision says to everyone in the organisation, "This is what we are all about." A vision is a short statement of the organisation's drive and direction. Christopher (1994: 7) is also of the opinion that a vision belongs to the whole organisation. Vision is thus the direction that the organisation will follow.

The South African Public Service as an organisation is responsible for service delivery to its client. The term service delivery forms an integral part of the dissertation. The concept service delivery is defined next.

1.6.6 Service delivery

Fox & Meyer (1995: 118) define service delivery as the provision of public activities, benefits or satisfactions. Service delivery relates both to the provision of tangible public goods and to intangible services themselves. According to Flynn (1997: 163) the term service delivery implies that the user of the service is a passive recipient who has the service delivered to them.

Blundell & Murdock (1997: 170) are of the view that a customer or a client may be the user of your organisation's services, someone inside your own organisation or someone in another department. Commitment as a condition in which an individual or members of a group entrust their abilities and loyalties to an organisation in return for satisfaction. The degree of commitment shown by organisational members is often a reflection of the strength of an organisation's culture (Fox & Meyer, 1995: 22). The Department of Labour does not operate in isolation but forms part of a broader organisation namely the South African Public Service. The term South African Public Service will now be discussed.

1.6.7 Training

As presented by Robbins (1980: 27) training is the process of learning the sequence of programmed behaviours in order to solve a repetitive problem. Training is the application of knowledge and gives people an awareness of the rules and procedures to guide their behaviour. According to Glueck (1982: 410) training is a systematic approach of altering the behaviour, knowledge and/or motivation of employees in a given direction to increase the organisational goal achievement. Andrews (1993: 140) states that training refers to the extension of

knowledge with the specific goal to be appointed in a specific post and to be able to do work related to that post.

According to Hellriegel & Slocum (1992: 414-415) training refers to improving an employee's skills to the point where he or she can do the current job. Six types of training are identified (Hellriegel & Slocum, 1992: 414-415):

a)   job rotation;

b)   programmed instruction;

c)   videotape;

d)   simulation;

e)   role playing; and

f)   interactive video.

Training is thus the alteration of behaviour for the purpose of increasing organisational goal achievement. The purpose of training is to improve skills.

1.7 CONCLUSION

The introduction and a frame of reference in this dissertation ensures that the reader is provided with a framework for understanding, the restructuring and transformation in the South African Public Service with specific reference to the Department of Labour. The problem statement is of vital importance and should receive careful consideration. The various research methods used in this dissertation are explained and support the main objectives set out in this dissertation. A short discussion on the contents of each chapter is given. Terms

of reference used in this dissertation are also defined. Terms that were defined included communication, clients, and strategic business units and service delivery.

Chapter 2 will focus on the structural functional analysis of the Department of Labour. The structural functional analysis will include the role and purpose of the South African Public Service, the mission and vision of the Department of Labour as well as the rationale for restructuring and transformation.

CHAPTER 2

STRUCTURAL FUNCTIONAL ANALYSIS OF THE DEPARTMENT OF LABOUR

2.1 INTRODUCTION

The Department of Labour has been in the midst of labour market conflict ever since its creation in 1924. Conflict is an inherent part of the relationship between employer and employee and it is exactly that kind of conflict that led to the establishment of the Department of Labour. The South African Public Service and in particular the Department of Labour has gone through definite changes in the last 86 years.

In light of the fact that this dissertation focuses on the restructuring and transformation process of the Department of Labour, the objectives of restructuring, the programme of action for the period, 1994-1998 is noted as well as the current fifteen point programme of action (1999-2004). The organisational structure of the Department will also be discussed. The purpose of this chapter is to give a background to the Department of Labour and its rationale for restructuring.

2.2 THE ROLE AND PURPOSE OF GOVERNMENT IN SOUTH AFRICA

The government of the day that comes into power by means of free and democratic general elections has as its main objective the maintenance and improvement of the general welfare of all the citizens of the country. As it is impossible for political office bearers to manage all the activities related to these objectives, a number of public executive institutions are utilised to provide essential services, as well as to maintain the required infrastructure (Roux *et al.*

1997: 37). Currently, the government has 37 Government Ministries (African National Congress Website, 2000: 1).

Since the 1994 general elections, the South African Public Service has undergone several changes. A new vision as well as a new mission was developed to be in line with the democratic government of the day. This whole process of restructuring and transformation of the public service was kick-started by the publication of the White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995).

The South African Public Service has adopted the following vision (White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995, 14)):

"The Government is committed to continually improve the lives of the people of South Africa through a transformed public service which is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all".

To give effect to this vision, the Government is striving for a public service, that is (White Paper on the Transformation of the Public Service, 1995, Notice 1227 of 1995: 14)):

a)   guided by an ethos of service and committed to the provision of services of an excellent quality to all South Africans in an unbiased and impartial manner;

b)   based upon the maintenance of fair practices for all public service workers irrespective of race, gender, disability or class;

c)   goal and performance orientated, efficient, and cost effective;

d) consultative and democratic in its internal procedures and in its relations with the public;

e) open to popular participation, transparent, honest and accountable; and

f) respectful to the Rule of Law, faithful to the Constitution and loyal to the government of the day.

From the vision, the mission of the South African Public Service was developed which includes that (White Paper on the Transformation of the Public Service, 1995, Notice 1227 of 1995: 14):

"The creation of a people centred and people driven public service which is characterised by equity, quality, timeousness and a strong code of ethics".

According to the White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995, 1995: 15) the Department of Public Service and Administration aims to facilitate the transformation process in accordance with the above vision and mission. The achievement of the following goals will be crucial to the fulfilment of the vision and mission of the South African Public Service(White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995: 15)):

a) to create a genuinely representative public service which reflects the major characteristics of South African demography, without eroding efficiency and competence;

b) to facilitate the transformation of the attitudes and behaviour of public servants towards a democratic ethos underlined by the overriding importance of human rights;

c)   to promote the commitment of public servants to the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996) and national interests rather than to partisan allegiance and factional interests;

d)   to assist in creating an integrated yet adequately decentralised public service capable of undertaking both the conventional and developmental tasks of government, as well as responding flexibly, creatively, and responsively to the challenges of the change process;

e)   to promote human resource development and capacity building as a necessary precondition for effective change and institution building;

f)   to upgrade the standards of efficiency and effectiveness and improve the quality of service delivery; and

g)   to create an enabling environment within the public service, in terms of efficiency and stability, to facilitate economic growth within the country.

The White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995), serves as a guideline to all governmental departments in their own restructuring and transformation processes. The Department of Labour took their cue for restructuring and transformation from the White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995). The Department of Labour was established in 1924 and has undergone various changes since then. The establishment of the Department of Labour as well as its vision and mission will be discussed next.

2.3 THE ESTABLISHMENT OF A DEPARTMENT OF LABOUR

The Department of Labour was established in terms of Government Notice 1305 of 6 August 1924 in Government Gazette 1410 of 8, August 1924 (Department of Labour, 1974: 5). In terms of Notice 1305 of 1924, the Department of Labour performed functions relating to the following (Department of Labour, 1974: 5):

a)   the supply of employment in general;

b)   conciliation Boards, Industrial Councils, Registration of unions and employers organisations and private registration offices;

c)   anything related to the youth;

d)   apprenticeships;

e)   wage Boards;

f)   international Labour Office; and

g)   factories.

To illustrate the progress that the Department of Labour has made in terms of enhancing service delivery in the recent years, one should take a closer look at the new vision and mission of the Department. Next, the vision and mission of the Department of Labour will be discussed.

2.4   THE VISION OF THE DEPARTMENT OF LABOUR

Vision refers to that characteristic of many successful leaders, entrepreneurs and top managers of being daring and far-sighted about where the organisation

should go and how it should get to that position. Vision also implies the understanding of the operations of the business, the far-sightedness to change the mission when the external and internal environment changes and communicating the mission to staff with enthusiasm and inspiration (Kroon, 1996: 142). According to Christopher (1994: 6), vision sets a direction into the future. A vision is a short statement of the organisation's drive and direction. Christopher (1994: 7) is also of the opinion that a vision belongs to the whole organisation. Vision is thus the direction that the organisation will follow.

As presented by the commemorative report of the Department of Labour from 1974, the main goal of the Department of Labour was to create and maintain stability in the labour market (Department of Labour, 1974: Annexure E). According to the new vision of the Department of Labour, they will strive for a labour market which is conducive to economic growth, investment and employment creation and that are characterised by rising skills, equity, sound labour relations, respect for employment standards and worker rights (Department of Labour Website, 2000).

In order to fully understand the structural functional analysis of the Department of Labour it is also necessary to assess the mission of the Department of Labour. Next, the mission of the Department of Labour will be discussed.

2.5   THE MISSION OF THE DEPARTMENT OF LABOUR

A mission statement is a long-term statement of purpose that distinguishes one organisation from other similar organisations and describes the values and priorities of the organisation. Mission statements created in the public sector are usually in accordance with the objectives as stated in the legislation that created them. Fox *et al.* (1991: 234) is of the opinion that it is advisable for mission statements to remain open, be flexible and subject to change.

According to Kroon (1996: 142), the mission indicates the reason for the existence of the organisation in terms of the nature and extent of the present and future business activities. A number of factors should be included (Kroon, 1996: 142):

a)   product range or service;

b)   human resources

c)   other interest groups;

d)   business image;

e)   management philosophy;

f)   technology; and

g)   market.

In order to fully understand the progress that was made by the Department of Labour since 1974 in terms of enhancing service delivery, it would be wise to look at the functions of the Department of Labour as stated in 1974 (Department of Labour, 1974: Annexure E):

a)   the reaching and maintenance of labour peace;

b)   ensuring the safety and welfare of the worker in his work environment;

c)   protecting the worker against monetary losses in case of an accident at work; and

d)   combating of unemployment and the provision of benefits to certain categories of unemployed persons

Since 1974 the mission and functions of the Department of Labour has not only changed but has also been extended to include all citizens of South Africa. According to the current mission statement of the department, the Department of Labour intends to play a significant role in reducing unemployment, poverty and inequality through a set of policies and programmes developed in consultation with social partners, which are aimed at (Department of Labour Website,2000):

a)   improved economic efficiency and productivity;

b)   skills development and employment creation;

c)   sound labour relations;

d)   eliminating inequality and discrimination in the workplace; and

e)   alleviating poverty in employment.

As deduced from the current mission statement of the Department of Labour, the market of the Department of Labour is the labour market of South Africa, other interest groups includes social partners such as business and organised labour. The management philosophy of the Department of Labour is one of equality for all free from discrimination and one that promotes stable labour relations. The mission statement of the Department of Labour is in line with the objectives of new labour legislation initiated by the Department.

What can be deduced from the above is that the mission statement is in harmony with labour legislation and *visa-versa.* The mission provides a broad direction of where the Department of Labour is heading towards, namely a free and fair

labour market for all. The mission statement encompasses all the objectives as set out by South African labour legislation. Compliance to labour legislation and the encompassing of all objectives as set out by labour legislation will ensure the enhancement of service delivery in the Department of Labour. For any organisation, a formal structure is necessary to function properly. Without structure, there would be no clear lines of reporting back and the organisation would be without a leader (Kroon, 1996: 232). The importance of structure and the structure of the Department of Labour will be discussed in the following paragraphs.

2.5.1 THE STRUCTURE OF THE DEPARTMENT OF LABOUR

Kruger (1978: 222) is of the view that the division of work is one of the basic principles applicable to organising. Organising is the division of work among people. Robbins (1980: 194) states that structure is composed of three components:

a)   complexity which involves how much differentiation there is within an organisation, including the degree of division of labour, departmentalisation, and the number of levels in the organisation's hierarchy;

b)   formalisation referring to the degree to which an organisation relies on rules and procedures to direct the behaviour of employees; and

c)   centralisation relating to where the locus of the decision-making authority lies.

Cloete (1991: 112) defines organising as the classifying and grouping of functions and allocating groups of functions to institutions and workers in an orderly pattern so that workers aim at achieving the objectives. Van der Waldt &

Du Toit (1997: 189) argues that organising can be divided into the following components:

a)   division of work;

b)   departmentalisation;

c)   centralisation/decentralisation;

d)   delegation of authority;

e)   co-ordination;

f)   channels of communication; and

g)   control.

The Department of Labour operates according to a specific structure. The political head of the Department of Labour is the Minister who is appointed by the President of South Africa in terms of the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996), section 91(2). According to section 91(2) of the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996), the President appoints the Deputy President and Ministers, assigns their powers and functions, and may dismiss them. The Minister is assisted by a Director-General and two Deputy Director-Generals that heads two sections respectively: Labour Policy and Labour Market Programmes, and Internal Management and Operations.

In terms of the structure of the Department of Labour, the following Chief Directorates resort under the Deputy Director-General: Labour Policy and Labour Market Programmes (Department of Labour, Annual Report: 2001: 14):

a)   Chief Directorate of Labour Relations;

b)   Chief Directorate of Labour Policy;

c)   Chief Directorate of Human Resources Development and Employment Services;

d)   Unemployment Insurance Fund (UIF); and

e)   The Directorate of International Relations.

The following Chief Directorates resorts under the Deputy Director-General: Internal Management and Operations (Department of Labour, Annual Report: 2001: 14):

a)   Chief Directorate of Occupational Health and Safety;

b)   Office of the Compensation Fund;

c)   Chief Directorate of Human Resources Management;

d)   Chief Directorate of Administration; and

e)   The Offices of the Provincial Directors.

According to the Annual Report of the Department of Labour (1999: 4-5) the statutory bodies also reside under the guidance of the Department of Labour and the statutory bodies are illustrated in Figure 2/1. The following statutory bodies reside under the Department of Labour, namely:

a) Advisory Council for Occupational Health and Safety;

b) Commission for Conciliation, Mediation and Arbitration (CCMA);

c) Commission for Employment Equity (CEE);

d) Compensation Board;

e) Employment Conditions Commission;

f) National Economic Development and Labour Council (NEDLAC);

g) Unemployment Insurance Board;

h) National Productivity Institute (NPI); and

i) The National Skills Authority (NSA).

Restructuring and transformation in any organisation do not happen without a reason or a rationale. The following discussion will address the rationale for restructuring and transformation in the Department of Labour.

Table 2/1: Organizational structure of the Department of Labour as on 2001/03/31

Minister of Labour

Director-General

Directorate of Internal Audit

STATUTORY BODIES
- Advisory Council for Occupational Health and Safety
- Commission for Conciliation Mediation and Arbitration (CCMA)
- Commission for Employment Equity (CEE)
- Compensation Board
- Employment Conditions Commission (ECC)
- National Economic Development and Labour Council (NEDLAC)
- National Productivity Institute (NPI)
- National Skills Authority (NSA)

Labour Policy and Labour Market Programmes

Internal Management and Operations

Chief Directorate of Labour Relations
To establish equitable and peaceful labour relations in the employment environment
- Directorate of Collective Bargaining
- Directorate of Employment Standards
- Directorate of Employment Equity

Chief Directorate of Labour Market Policy
To develop labour market policies and provide statistical information on the labour market
- Directorate of Labour Market Information and Statistics
- Directorate of Research, Policy and Planning

Chief Directorate of Employment and Skills Development Services
To promote and administer an integrated skills development system for economic and employment growth
- Directorate of Skills Development Funding
- Directorate of the Skills Development Planning Unit
- Directorate of INDLELA
- Directorate of Learnership and Assessment
- Directorate of Employment Services
- Directorate of the National Skills Authority

Unemployment Insurance Fund (UIF)
To render financial assistance to specified unemployed people and dependants of deceased contributors
- Directorate of Financial Management
- Directorate of Law Administration and General

Directorate of International Relations
To promote international relations in the field of labour and to meet international obligations
- NEDLAC Affairs

Chief Directorate of Occupational Health and Safety
To provide for the protection of the health and safety of workers in the workplace
- Directorate of Electrical and Mechanical Engineering
- Directorate of Explosives and Civil Engineering
- Directorate of Occupational Health and Hygiene

Compensation Fund
To compensate workers or their dependants in the event of occupational injury or death
- Directorate of Finance and Computerised Information
- Directorate of Claims

Chief Directorate of Human Resources Management
To manage human resources of the Department
- Directorate of Human Resources Management
- Directorate of Management Advisory Services
- Directorate of Ministerial and Parliamentary Services

Chief Directorate of Administration
To provide a financial, information technology and administrative support service
- Directorate of Information Tecnology and Administration
- Directorate of Financial Management
- Directorate of Communication
- Legal Services

Provincial Directorates
- Northern Province
- Mpumalanga
- Gauteng North
- Gauteng South
- Free State
- North West
- KwaZulu-Natal
- Northern Cape
- Eastern Cape
- Western Cape

(Department of Labour, Annual Report: 2001: 14)

2.6 THE RATIONALE FOR RESTRUCTURING AND TRANSFORMATION

One of the main reasons for restructuring was the labour market framework that was inherited from 1994. The state of the labour market is the reason why the Department of Labour formulated a challenging programme of action in 1994 which was intended not simply to extend existing programmes to cover the entire population, but also to reorient the Department of Labour and related institutions to meet the requirements of a fundamentally well-defined society and economy (Department of Labour, Strategic Plan 1997-2000, 1997:3).

Another important rationale for restructuring and transformation was the Reconstruction and Development Programme (RDP). The Reconstruction & Development Programme (RDP) is a policy framework that was developed by the African National Congress (ANC), its alliance partners and other mass organizations. The Reconstruction and Development Programme (RDP) can be defined as an integrated, coherent and socio-economic policy framework with the purpose of mobilizing people and South Africa's resources toward the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future (The Reconstruction and Development Programme RDP, 1994: 1).

The Reconstruction and Development Programme (RDP), (1994: 7) identified five key programmes, namely:

a)   Meeting basic needs;

b)   Developing our human resources;

c)   Building the economy;

d)   Democratising the state and society, and

e)   The implementation of the Reconstruction and Development Programme (RDP).

As part of the key programme of building the South African economy, the securing and improvement of Labour and Workers Rights were identified as crucial (Reconstruction and Development Programme, RDP, 1994: 113). The history of labour relations and related matters has been an eventful one in South Africa. Looking back certain events impacted on the creation of new labour policies such as strikes by white mineworkers in the early 1920's, the Wiehahn commission in 1977 and labour unrest in the late eighties and early nineties (Nel, 1997: 58-63). The Wiehahn commission for example was appointed to investigate means of adapting the existing industrial relations system to meet changing circumstances. Its most controversial proposal was that freedom of association be granted to all employees and that black trade unions be permitted to register (Bendix, 1996: 73). It is with these events in mind that the Reconstruction and Development Programme (RDP) intend to safeguard and extend labour and worker rights in the labour market in South Africa.   The Reconstruction and Development Programme (RDP), (1994: 113-116) sets out the following rights:

a)   Basic organising rights that include the right to organize and join trade unions, the right to strike and picket on all economic and social matters and the right to information from companies and the government. The basic organizing right of all workers as well as employers are secured in Chapter two of the Labour Relations Act, 1995, (Act 66 of 1995).

b)   A living wage for all is proposed for all workers in both rural and urban areas.

c)   Collective bargaining is seen as an important tool in the effective implementation of the Reconstruction and Development Programme

(RDP). This would require a system of collective bargaining at national, industrial and workplace level. In return workers would receive a say in industrial decision-making and it would also ensure that unions are fully involved in designing and overseeing changes at workplace and industry levels. The promotion and facilitation of collective bargaining at the workplace and at sectoral level are specified in the preamble of the Labour Relations Act, 1995, (Act 66 of 1995).

d) Under the previous labour dispensation the majority of workers were excluded from any participation in decision-making. Legislation must now empower workers by giving them the power for worker participation and decision-making. Empowerment of workers should also be enhanced through training of staff. The Skills Development Act, 1998, (Act 97 of 1998), and the establishment of the Sector Education and Training Authorities (SETA's) are part of the process by the Department of Labour to empower all workers. The Labour Relations Act, 1995, (Act 66 of 1995) states clearly in the preamble that employee participation should be promoted in decision-making through the establishment of workplace forums.

e) Affirmative action is identified as a means to end discrimination on the grounds of race and gender and to address the inequality of power between workers and management and between urban and rural areas. The issue of affirmative action is addressed specifically in the Employment Equity Act, 1998, (Act 55 of 1998). Section 2 of the Employment Equity Act, 1998, (Act 55 of 1998), describes the purpose as to achieve equity in the workplace by:

> i. *promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination; and*

ii. *implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce.*

f) South African policies and strategies should be in line with those of our international partners such as the United Kingdom. During the process of establishing labour legislation, the government needs to be guided by the various conventions and recommendations of the International Labour Organisation (ILO). During the apartheid era, South Africa was condemned by other members of the ILO for their policy of separate development.

g) Several new labour market institutions have been established in the past decade, e.g.: Commission for Conciliation, Mediation and Arbitration (CCMA), National Economic Development and Labour Council (NEDLAC), Employment Conditions Commission (ECC) and the Commission for Employment Equity (Department of Labour Website, 2000).

The Reconstruction and Development Programme (RDP) emphasizes that all of the above cannot be achieved if the ethos of the public sector is not one of being professional and being willing to serve the people of South Africa. The Reconstruction and Development Programme (RDP) therefore recommends that the public service be restructured in such a way that it is capable of and committed to the implementation of the policies of the government of the day and the delivery of basic goods and services to the people (Reconstruction and Development Programme, RDP: 1994, 125-127). In order to build a motivated and committed public corps, there should be a sound labour relations philosophy, policy and practice in the public sector (Reconstruction and Development Programme RDP, 1994: 126-127).

From the above discussion it is clear that the vision and mission of the Department of Labour is deeply rooted in the Reconstruction and Development Programme (RDP). The previous programme of action that was from 1994-1998, as well as the current fifteen point programme of action (1999-2004) that was discussed in this Chapter, is based firmly on the pillars of the Reconstruction and Development Programme (RDP).

2.7 THE DEPARTMENT OF LABOUR, PROGRAMME OF ACTION, 1994-1998

In developing the programme of action for the period: 1994-1998, the approach of the Department of Labour was not to simply extend programmes of the former Ministry of Labour to cover the entire population, but to re-orientate the new Ministry of Labour, the Department of Labour and related institutions to meet the challenges of a dynamic South Africa. For the purpose of this discussion, the programme of action for the period: 1994-1998 will only be noted shortly. New developments regarding the fifteen-point programme for 1999-2004 will also be mentioned.

2.8.1 Objectives of restructuring in the Department of Labour

In terms of the restructuring and transformation of the Department of Labour certain objectives were envisaged in order to complete the restructuring process. As presented by the Department of Labour, Programme of Action 1994-1998, (1994: 6 -19), and the objectives of the restructuring in the Department of Labour include:

a)   development of a comprehensive Labour Market Policy;

b)   affirmative action;

c)   national training and human resource development;

d)   the development of a national policy on vocational guidance;

e)   the facilitation of job creation programmes;

f)   restructuring of the Unemployment Insurance Fund (UIF);

g)   international relations and coherence;

h)   restructuring of Occupational Health and Safety;

i)   reforming labour legislation;

j)   the strengthening of civil society; and

k)   institution building and transformation.

The last objective, namely institution building and transformation is of specific relevance to this dissertation. Transformation in the Department of Labour is needed to ensure that officials of the Department of Labour are able to deliver the programme of action. The successful implementation of the Ministry's plan of action requires also a restructuring of the Department of Labour and it's staff. The establishment of new structures will be of no effect unless supported by an effective and efficient Department of Labour (Department of Labour, Programme of Action 1994-1998, 1994: 19).

2.8   THE FIFTEEN (15) POINT PROGRAMME OF ACTION (1999-2004)

The first five years of democratic rule in South Africa had been an eventful period for the Department of Labour. This period had been marked by intensive

programmes of transformation of the labour market. As we live in a dynamic and ever changing society, the programmes that were started in 1994 need to continue to ensure that the vision that was set down in 1994 for the labour market, is successfully implemented (Department of Labour, Fifteen Point Programme of Action, 1999-2004, 1999: 11-21). It is thus for the above reason that the fifteen-point programme of action was created. Progress needs to be consolidated and mistakes need to be rectified in order for the Department of Labour to achieve optimal success in terms of enhancing service delivery.

The Department of Labour has committed themselves to addressing the following interrelated challenges in the five-year period starting from 1999 and ending in 2004 (Department of Labour, Fifteen Programme of Action 1999-2004, 1999: 16-29):

a)   Achieving the balance between efficiency and protection through a continuous process of reviewing legislation (both new and old) in respect to the impact on worker welfare as well as economic welfare, the consideration of appropriate modifications to accommodate the needs of small scale enterprises, labour intensive industries, unemployed youths and the unemployed in general, and by ensuring that the labour market, macroeconomic, industrial and development policies are properly aligned and co-ordinated.

b)   The creation of employment is regarded as one of the biggest challenges by the Department of Labour. The Department of Labour's contribution with regard to job creation rests with the formulation of effective and active labour market policies as well as to provide a supportive and an enabling environment for jobs to be created.

c) Implementation of the Presidential Job Summit solutions and the aim of the implementation of the Presidential Job Summit solutions are to accelerate job creation and to address high unemployment.

d) Training to enhance the skills of the labour force because the skills profile of South African workers do not match our current and future market needs and in turn contributes to poor performance by industries, low levels of investment and a low level of productivity in the economy. The establishment of Sector Education and Training Authorities (SETA's) hopes to address the acute shortage in skilled workers. Raising the country's skills levels is central to meeting the economic challenges of South Africa. A better trained and skilled labour force will help to attract investment, make South Africa more competitive and will give individuals the skills to make a greater contribution to their own communities (Mdladlana, 2000: 1).

e) Removal of racial and gender inequalities through the implementation of the Employment Equity Act, 1998, (Act 55 of 1998). The Department of Labour hopes to eradicate the inequalities of the past. In terms section 6 of the Employment Equity Act, 1998, (Act 55 of 1998), companies may not discriminate on the following including: race, gender, sex, pregnancy, mental status, family responsibility, ethnic origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth.

f) Protection of vulnerable workers by the Department of Labour through the enforcement of legislation.

g) Establishing and maintaining an adequate social safety net to assist those affected by structural unemployment. According to Bendix (1996: 418) during structural unemployment opportunities may exist, but the available

labour does not possess the qualifications or skills necessary to fill the vacancies. This could occur because of basic inadequacies that render existing skills obsolete. On 2 March 2000, the Unemployment Insurance Fund Bill, 2000, Notice 943, 2000, was published. Major changes for the unemployment insurance are in the pipeline for the South African labour market such as the inclusion of domestic workers into unemployment insurance. According to section 2 of Unemployment Insurance Fund Bill, 2000, (Notice 943 of 2000), the purpose of the Unemployment Insurance Fund Bill is to establish an Unemployment Insurance Fund to which employers and employees contribute and from which employees that are unemployed can receive benefits and in doing so to alleviate the harmful economic and social effects of unemployment.

h)   The Department of Labour is committed to enhance efforts aimed at the reduction of workplace accidents, fatalities and to improve effectiveness. The restructuring of occupational health and safety are also necessary in order to deal effectively with the negative consequences of occupational accidents and ill health on individuals and enterprises. Accelerated measures aimed at reducing accidents and improving the health and safety of workers will be introduced.

i)   Reduction of industrial relations conflict by making more effective use of the strengthening of civil society fund to build the capacity of social partners including business employers, ensuring that the Commission for Conciliation, Mediation and Arbitration (CCMA) plays a more pro-active role in the resolution of mutual interest disputes and also the prevention of disputes, and promoting the use of workplace forums.

j)   The Department of Labour hopes to build on the initiatives already undertaken to promote productivity.

k) Several statutory bodies were established the past five years, e.g. National Economic Development and Labour Council (NEDLAC), Commission for Conciliation, Mediation and Arbitration (CCMA), Labour Court and the National Skills Authority (NSA). The amount of R285,6 million from the Department's budget was allocated to statutory bodies for the financial year 2000/2001. That constitutes 38% of the Department of Labour's total budget of R748,3 million for the financial year 2000/2001(Ramashia, 2000: 3).

l) Integration into the international area to ensure that South Africa is fully integrated in the international system. After 28 years of not being a member state of the International Labour Organisation (ILO), South Africa re-entered the international domain again in 1994. Integration into the international area serves a twofold purpose, namely to ensure that certain international obligations are met, e.g. ratification of core labour standards; and to draw on the experience of international colleagues.

m) Monitoring and evaluating the impact and effectiveness of new laws that were implemented. In the light of new labour legislation, i.e. Basic Conditions of Employment Act, 1997, (Act 75 of 1997) and the Employment Equity Act, 1998, (Act 55 of 1998), it has become increasingly important to improve its capacity to monitor the impact of government policy in regard to economic growth, employment and development;

n) Implementation of legislative programme: from social dialogue to social partnership. The major institutional restructuring that was undertaken by the Department of Labour in its Programme of Action, 1994-1998, has to be extended and consolidated in order to ensure alignment to the above mentioned objectives of the Programme of Action, 1999-2004. The Department of Labour intends to adopt a integrated approach to the

implementation of laws, adopt a pro-active and preventative approach to achieve compliance with legislation, shift away from social dialogue to active social partnership, inform all stakeholders on new labour laws and to make sure that they understand it, enhance the capacity of government, organised business, labour and community organisations in order to successfully implement new labour laws and provide a professional client orientated service according to the Batho Pele principles.

o)   Legislative amendments through continuous review by the Department of Labour. The Department of Labour is committed to ensuring that laws implemented by the Department are compatible with the government's goal of maximising employment creation. A number of areas for legislative revision have been identified.

The Department of Labour's fifteen (15)-point programme of action (1999-2004) is a comprehensive programme of action that hopes to materialize the objectives as set out by the Department of Labour. The current fifteen (15)-point plan can only be evaluated after the year 2004.

2.9   CONCLUSION

In reflection of the changes that have occurred in the labour market as well as in the Department of Labour the past few years, it should be noted that the changes have been fairly substantial. Over the years the Department of Labour has developed from a Department with limited scope into a Department that deals with almost all aspects of the labour market. Not only was there a paradigm shift involving government, organised labour and business, but also a re-orientation and re-engineering on the view of the complex labour market. The Department of Labour is striving towards a stable labour market that is accessible to all. The basis for this foundation was laid down by the first five-year plan that was from 1994-1998. The current fifteen-point Programme of Action (1999-2004) is

building on the foundation of the first five-year plan. Success in the restructuring of the labour market as well as internal restructuring in the Department will not be achieved in the short term, just as the imbalances of our labour market and in the Department of Labour did not develop overnight.

The Reconstruction and Development Programme (RDP) serve as the point of departure for the restructuring and transformation process in Government and in particular the Department of Labour. The Reconstruction and Development Programme (RDP) serve as the reference source in defending government transformation. Chapter 3 of the dissertation will focus on the external framework that has influenced the Department of Labour over the years and is still influencing the Department. The external framework of the Department of Labour will now be discussed.

CHAPTER 3

THE CHANGING EXTERNAL FRAMEWORK OF THE DEPARTMENT OF LABOUR

3.1 INTRODUCTION

The South African Public Service's primary objective is to ensure a better quality of life for all its citizens, both black and white. In the light of the fact that this dissertation focuses on restructuring and transformation to enhance service delivery in the Department of Labour, the environmental factors that contributed to the above, will be explained. The Department of Labour operates in the following environments namely political and legislative, economic, social and technological. The Department of Labour does not operate in isolation and is in constant interaction with the external environment.

3.2 THE EXTERNAL FRAMEWORK OF THE DEPARTMENT OF LABOUR

The Department of Labour does not exists in isolation and therefore the macro-environment of the Department of Labour should be analysed. Although the macro-environment is constantly changing, it would serve to the benefit of the Department of Labour to always be aware of its external environments. The most important environments in which the Department of Labour has to operate are namely, political and legislative, economic, social and technological environments.

3.2.1 The political and legislative framework

The political history of South Africa is one that is characterised by colonialism, racism and apartheid (Reconstruction and Development Programme RDP, 1994:2). Various policies were instituted by the then newly chosen National Party

in 1948. The following policies were instituted (Van der Waldt & Du Toit: 1997: 105):

a) a policy of separate but equal development;

b) work reservation;

c) influx control;

d) immortality and Prohibition of Mixed Marriages;

e) separate sport and sport facilities; and

f) separation of facilities for Europeans and Non-Europeans..

As the years passed, resentment towards the government of the day grew. The late eighties and early nineties were characterised by violence, which led to a state of emergency in parts of South Africa. The consequence of the violence was that thousands of people lost their lives, were scarred for life and torn away from their families. However, in 1994, a new government came to power that is representing all citizens in South Africa (Reconstruction and Development Program RDP, 1994:3).

In working life there is almost no facet of the public servant's activities that is not characterized by the politics of the government of the day. In the view of the public every appointed official represents the government of the day; not only the department or office where he or she is employed, but the government at large. This view places a strain on appointed public officials in that while they have to perform their official duties without bias, their official actions are viewed with bias by sections or members of the community (Hanekom *et al.* 1987: 158-159).

Public servants should be seen as supporters of transition and transformation to a fairer system for all. Public managers in the South African Public Service must be accessible for all and must serve members of public in an unbiased and impartial way (Van der Waldt & Du Toit, 1997: 108).

Hanekom *et al.* (1987: 160) are of the opinion that those employed in the South African Public Service are supposed to devote their attention to the promotion of the general welfare, and not to their personal benefit. Public officials should also take cognisance of the values of the society and its communities and not substitute their own value choices for those of the society; in other words, they should in all respects be publicly accountable for their actions (Hanekom *et al.* 1987: 160).

Certain political responsibilities should be kept in mind by public managers in the execution of their duties including (Van der Waldt & Du Toit, 1997: 111):

a)   implementing political guidance, ideology and policy;

b)   nation-building;

c)   affirmative action;

d)   promoting economic growth;

e)   communicating with the public;

f)   legitimisation of the transitional process; and

g)   settling disputes, between opposing federations, unions, employer's organizations and political groups.

Although the political framework is at best unstable and unpredictable, the the Department of Labour must be seen as a stable organization that is not promoting party politics (Kroon, 1996: 66). It is thus the task of officials of the Department of Labour to promote the general well-being of the people of South Africa instead of their own political interests. Recent legislation passed by Government is promoting equity and equal rights for all citizens in South Africa. Legislation that is administrated by the Department of Labour is a reflection of the wish of Government to promote equity and equal rights for all:

a) According to *section 1 of the Labour Relations Act, 1995, (Act 66 of 1995),* the purpose of this act is to:

aa) advance economic development, social justice, labour peace and the democratisation of the workplace by fulfilling the primary objects of the Labour Relations Act, 1995, (Act 66 of 1995);

bb) give effect to and regulate the fundamental rights conferred by section 23 of the Constitution of the Republic of South, 1996, (Act 108 of 1996);

cc) Section 23 of the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996) states that everyone has the right to fair labour practices, that every worker has the right to form and join a trade union and to participate in the activities and programmes of a trade union. Every worker also has the right to strike and every employer has the right to form and join an employers' organisation and to participate in the activities and programmes of an employers' organisation. The Labour Relations Act, 1995, (Act 66 of 1995) also provides a framework within which employees and their trade unions, employers and employers' organisations can collectively bargain to determine wages, terms and conditions of employment and other matters of mutual interest and formulate industrial policy; and to promote orderly collective bargaining, collective bargaining

at sectorial level, employee participation in decision-making in the workplace and the effective resolution of labour disputes.

b)   According to *section 2 the purpose of the Basic Conditions of Employment Act, 1997, (Act 75 of 1997)* is to advance economic development and social justice by fulfilling the primary objects of the act which are: to give effect to and regulate the right to fair labour practices conferred by section 23(1) of the Constitution by establishing and enforcing basic conditions of employment and by regulating the variation of basic conditions of employment. Section 23(1) of the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996) states that everyone has the right to fair labour practices; and to give effect to obligations incurred by the Republic as a member state of the International Labour Organisation (ILO).

c)   In terms of *section 2 the purpose of the Employment Equity Act, 1998, (Act 55 of 1998)* is to achieve equity in the workplace by: promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination and implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workplace.

d)   According to *section 2 the purpose of the Skills Development Act, 1998, (Act 97 of 1998)* is to:

aa)   develop the skills of the South African workforce to improve the quality of life of workers, their prospects of work and labour mobility;

bb)   improve productivity in the workplace and the competitiveness of employers, to increase self-employment and to improve the delivery of social services;

cc) increase the levels of investment in education and training in the labour market and to improve the return on that investment; to encourage employers to use the workplace as an active learning environment;

dd) provide employees with opportunities to acquire new skills, to provide the opportunities for new entrants to the labour market to gain work experience and to employ persons who find it difficult to be employed;

ee) encourage workers to participate in learnerships and other training programmes; to improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education;

ff) ensure the quality of education and training in and for the workplace; to assist work-seekers to find work, retrenched workers to re-enter the labour market and employers to find qualified employees and to provide and regulate employment services.

From the above discussion it can be concluded that the political and legislative framework of South Africa and more specifically the Department of Labour is in constant change. Transformation resulting from the legislative amendments implemented by the Department of Labour has geared the Department towards improved service delivery as legislation is designed to embrace all citizens of South Africa to the fullest extent. Labour legislation administrated by the Department of Labour is clear, not only for the user thereof but also for the enforcer and thereby ensuring that legislation can be implemented and enforced as intended. The economic framework of South Africa and in particular the economic framework for the South African Public Service will now be discussed.

3.2.2 The economical framework

The economic environment of South Africa is very important because of the constant interaction with other environments in the external market. Economics is a dynamic field and any changes therein influence not only the private sector but the public sector as well. The terms economic growth and gross domestic product however needs to be defined first.

Economic growth can be defined as " the percentage change in the real Gross Domestic Product (GDP) between two years " (Roux, 1990: 13). The Gross Domestic Product (GDP) can in turn be defined as the total value of goods and services produced by the factors of production located in South Africa over a specific period (Roux, 1990: 12). According to the National Economic Development and Labour Council (NEDLAC) Report on the state of social and economic matters in South Africa, the Gross Domestic Product (GDP) measures the total value of goods and services produced in the country each year (National Economic Development and Labour Council (NEDLAC): 1997-1998, 1998: 3).

During the period: 1981-1993, the South African economy experienced many difficulties. Economic growth was not just low but actually negative and inadequate to create enough job opportunities and to prevent poverty from increasing. International sanctions on the South African economy, intended to change South Africa's political dispensation, largely contributed to this setback. Apart from export and import boycotts, South Africa's open economy was negatively affected by an international capital embargo. Several factors only aggravated the situation, e.g. political unrest, lagging productivity and government policy. In the end all of the above constituted to a trap of slow economic decline (Economic Literacy Course: Bureau for Economic Policy and Analysis, 1999: 220).

The unfair and unequal distribution of South Africa's wealth led to widespread poverty and unequal development in South Africa. Job reservation for white people were at the order of the day. As a result of the economic unfairness, rural areas were mainly underdeveloped and divided into bantustans. In return, urban areas were developed and divided into white developed suburbs (Economic Literacy Course: Bureau for Economic Policy and Analysis, 1999: 220-221).

The National Economic Development and Labour Council (NEDLAC) report, 1997-1998, (1998: 25-45) on the state of social and economic matters, compares middle-income countries such as South Africa, Australia, Spain, Malaysia, Venezuela, Turkey, Thailand, Namibia and Zimbabwe with each other on the grounds of economic performance, equity and human development. The country comparison highlights the extent to which South Africa has fallen behind other middle-income countries. The comparison reveals South Africa's greatest economic and social problem: namely unemployment. Currently, South Africa's unemployment rate calculated from the 1998 October Household survey is at 25.2% (Statistics South Africa, 2000: 1). The unemployment rate is a matter for great concern for the Department of Labour and hopes to address the problem through the Presidential Job Summit initiatives in collaboration with stakeholders.

The economic situation has however improved somewhat after the new regime came into power 1994. Stringent economic measures were introduced by the then Departments of Finance and State Expenditure. In March 1998, the Minister of Finance, set out a framework where government priorities would be set within a three-year financial planning framework or the Medium-Term Expenditure Framework (MTEF). The budgeting process enables greater direction of the transformation of government in their quest for restructured and developmental goals. The Medium-Term Expenditure Framework marks a fundamental break with the past practices of comparing the proposed expenditure each year to the resources allocated in the year before. By focusing on core policy objectives, the new approach provides a stronger basis on which to evaluate spending and

improve the efficiency with which government provides services (National Economic Development and Labour Council Report: 1997-1998, 1998: 15).

The latest of the measures is the Public Finance Management Act, 1999, (Act 1 of 1999). The purpose of the Public Finance Management Act, 1999, (Act 1 of 1999), is to:

a)   regulate financial management in national and provincial governments, institutions, entities and enterprises;

b)   ensure that all revenue, expenditure, assets and liabilities are managed efficiently and effectively;

c)   provide for matters connected with financial management; and

d)   stipulate the responsibilities of persons entrusted with financial management.

The Public Finance Management Act, 1999, (Act 1of 1999), chapter ten have far reaching consequences for all government departments, including the Department of Labour. In the light of the fact that the Auditor-General's report for the financial year, 1998/1999, it was pointed out that the Department of Labour's unauthorised spending amounted to R822 000. Although unauthorized spending decreased from R7.2 million in 1997/1998, to R822 000 in 1998/1999, the amount is still unacceptable (Department of Labour Website, 2000). Unauthorised spending in terms of chapter ten of the Public Finance Management Act, no. 1, 1999, could have serious repercussions for the Department of Labour.

As was mentioned earlier, the Department of Labour does not operate in seclusion. Therefore, any matter influencing the national economy of South

Africa will in turn also influence the efficient and effective delivery of services by the Department of Labour. Influences can be positive or negative. Measures to positively influence the economic environment of South Africa includes the lifting of exchange control measures, lower inflation, the reduction of trade tariffs, the reduction of individual and company tax and the speeding up of privatisation (Slabber, 21 January 2000: 17). According to the Economic Freedom report that was published by Economic Freedom Network, South Africa's economic freedom has improved considerably from a low of 5,6 in 1985 to 7,3 in 1997 (Slabber, 21 January 2000: 17). According to Lombard *et al.* (1992: 6), economic freedom is the productive specialisation and trade between people that leads to maximum wealth if everybody is left to associate freely with each other on economical level. The rating is done on a scale of 0-10 and is based on components such as, the size of government and economic structure and use of markets. The improvement of economic freedom is as a result of factors such as the abolishment of apartheid, the introduction of a new democracy and a new Constitution for South Africa (Slabber, 21 January 2000: 17).

The importance of the Wage Bill for the public sector should also be kept in mind. Various politicians as well as the private sector have stated that the public sector's Wage Bill is too high and must be systematically decreased. Currently, the public sector is 13% smaller than it was in 1994. Yet, it now accounts for 39,6% of the Annual Budget, compared to 36,7% in 1994 (Slabber, 3 September 1999: 9). The increasing public Wage Bill is directly responsible for a shortage of funds for other much needed projects such as job creation.

Although the current racial structure of poverty persists both because of current discriminatory practices and because steps taken to redress the legacy of apartheid have thus far been inadequate, but also because of poor economic performance, the government seems determined to correct this state of affairs. (Restructuring the South African Labour Market, 1996: 5). The economic environment of South Africa has seen several changes the past few years. With

continued financial discipline, South Africa will be heading for a clear economic upturn would benefit South Africa as a whole. The role of the Department of Labour in the economic framework is one of importance. When designing and implementing systems to improve service delivery the economic framework should be kept in mind by the Department of Labour. Issues such as departmental spending and unemployment in South Africa impacts to a large extent on successful service delivery in the Department of Labour.

The social environment refers to the nature, amount, location and demographic trends of a specific society (Schwella, 1983: 70). Next the role and importance of the social environment will be discussed and assessed.

3.2.3 The social framework

Schwella (1983: 70) states that the social environment encompasses the nature, amount, location and demographic trends of a specific society. Government is on the one hand responsible for changes in the social environment, but on the other hand it also has to respond to the social environment. South Africa has a heterogeneous population that consists of many races, religions and beliefs.

The authors Kroon (1996: 64), Van der Waldt & Du Toit (1997: 113) agree that the most important issues to be kept in mind for our future socio-economic development are education, population growth, urbanization and growth, AIDS and health services. For the purpose of this dissertation only population growth, AIDS and education on labour matters will be discussed.

According to Census in Brief (1996: 4) South Africa had a total population of 40,58 million people in 1996. The World Factbook 2000 indicated that the total population for South Africa is estimated at just over 43 million (South African, 2001). Increased population growth places an enormous burden on the South African Public Service in terms of the allocation of scare resources and service

delivery. According to Barker (1999: 51) the total population of South Africa grew from 29 million in 1980 to 37 million in 1991, 40 million in 1996 and 42 million in 1997.

The increase in population links directly with the number of people demanding services from government and in particular the Department of Labour as can be seen from Table 3.1 Enquiries, complaints and inspections undertaken nationally by the Department of Labour. In 1996 a total of 449 510 enquiries were received compared to 659 176 enquiries received in 1998. The number of complaints received rose from 125 602 in 1996 to 191 958 in 1998. From the Department of Labour's side an increase in population has a massive impact on the ability to deliver efficient and effective services. According to the Annual Reports of the Department of Labour (1996: 21-22) and (1998: 65-66) it is clear that there is a steady increase of the number of labour relations cases being reported to the Department of Labour nationally. An increased population growth will only put further strain on the limited resources of the Department of Labour.

Table 3/1: Enquiries, complaints and inspections undertaken nationally in the Department of Labour

YEAR	TOTAL NUMBER OF ENQUIRIES	TOTAL NUMBER OF COMPLAINTS	INSPECTIONS
1996	449 510	125 602	52 130
1998	659 176	191 958	19 158

(Department of Labour Annual Report, 1996: 21-22) and (Department of Labour Annual Report, 1998: 65-66).

Increased knowledge of the public is the result of increased education by the Department of Labour. Since 1994, more emphasis was placed on the advocacy of new legislation i.e. Basic Conditions of Employment Act, 1997, (Act 75 of 1997). Increased knowledge is to the benefit of both the employee and the employer. According to Seftel (1999: 20) the Department of Labour has been guided by the motto " Prevention is better than cure". Measures such as capacity-building, information sharing, advocacy and the building of partnerships were introduced at the Department of Labour.

New legislation i.e. Basic Conditions of Employment Act, 1997, (Act 75 of 1997), and the Employment Equity Act, 1998, (Act 55 of 1998), introduced by the Department of Labour was vigorously advertised and campaigned by the Department. Both the Basic Conditions of Employment Act, 1997, (Act 75 of 1997), as well as the Employment Equity Act, 1998, (Act 58 of 1998) was introduced by means of advocacy sessions, pamphlets, posters, road shows, booklets, radio talk shows and videos (Seftel, 1999: 21-22). Advocacy of new legislation forms part of improved service delivery in order to inform the general public about their rights and obligations and also about transformation in the labour market.

The other important issue to deal within the social environment is HIV/AIDS. The HIV epidemic in South Africa is spreading rapidly and it is estimated that a total of 2,4 million persons were HIV-positive at the end of 1996 (Barker, 1999: 58). AIDS is very likely to have far-reaching economic effects for employers, employees and South Africa as a whole. Hypothetically it is said that the epidemic will .reduce national output and people will spend their savings on health care and insurance rather than investing them (Guidelines for HIV/AIDS and STD policies and programmes in the Workplace, 1998: 11). The consequence of AIDS in the workplace is lost production and increased production cost. Barker (1999: 57-58) argues that there will be reduced productivity, increased absenteeism, loss of experienced staff and additional

costs such as retraining replacement workers as a result of AIDS. The percentage of adult (15+) deaths due to AIDS is illustrated in Table 3/2:

Table 3/2: Percentage of adult (15+) deaths due to AIDS

Year starting 1 July	% of deaths due to AIDS
1995	9%
1996	14%
1997	19%
1998	26%
1999	33%
2000	40%

(Medical Research Council, Burden of Disease Research Unit, 2001).

The report on the impact of HIV/AIDS on adult mortality in South Africa indicates that the impact of HIV/AIDS is steadily raising and more and more adults die of HIV/AIDS every year. The importance of AIDS can be summed up by Sunter (1996: 39) " Along with violent crime, AIDS constitutes the biggest threat to South African society since the death of apartheid" . The Department of Labour has adopted an AIDS policy to deal with staff that has been infected with the virus. According to the policy, the Department of Labour views it as an unfair labour practice and discriminatory, to require an employee to undergo an HIV/AIDS test in order to determine employability. Employees with HIV/AIDS shall be governed by the same contractual obligations as all other employees. HIV or AIDS does not by itself, justify termination of employment, demotion, transfer or discrimination in employment. (Policy on HIV/AIDS, Department of Labour, 1997: 2).

The importance of the social framework must not be underestimated as population growth and HIV/AIDS continue to place a burden on the service delivery of the Department of Labour. Success for the Department of Labour will

correspond with the successful management of issues such as reduced productivity, increased absenteeism and loss of experienced staff. The Department of Labour should also expect an increased demand for service due to an increasing population. Thus, on the one hand the Department of Labour faces an increased demand for services whilst on the other hand faces a loss of experienced staff and increased absenteeism. The challenge for the Department of Labour is to turn these threats into opportunities through its restructuring and transformation process in order to ensure that service delivery is not compromised. Education of the general public by the Department of Labour on these matters can successfully neutralise the negative outcome thereof. The last environment that will be discussed is the technological environment. According to Kroon (1996: 62) change in the technological environment is the direct result of technological progress and innovation.

3.2.4 The technological framework

The rate of technological change in recent years has been rapid. Change in the technological environment is the direct result of technological progress and innovation. Through research new products, processes, methods and management approaches are developed (Kroon, 1996: 62). According to Anstey (1999: 331) technological change remains a major force for workplace change. The convergence of communications and computer technologies has led to what is commonly called the 'information revolution'. Anstey (1999: 331) is also of the opinion that aligning technology with organisational transformation needs to be a very carefully managed process.

According to Phillips (1997: 54) technological change should serve the following needs:

a) it should increase the technological capabilities of the workforce;

b)   lead to worker empowerment through 'ownership' of the technology in their workplace;

c)   strengthen job security;

d)   improve health and safety; and

e)   lead to macro-economic development.

The greatest challenge for the public manager of today as well as for the ordinary public servant is the application of technological aids such as personal computers. The purpose of technological aids is to make the working procedures easier and to bring about cost savings (Van der Waldt & Du Toit, 1997: 117).

Ramashia (2000: 7) stresses the fact that it is important for the Department of Labour to keep up with technological change and innovation. As a result of technological changes, the Department of Labour has formulated an Information Technology Plan (ITP) that will realign the Department's information technology management with the Department's strategic plan and operational objectives.

The Information Technology Plan (ITP), which entail a capital investment of R1,5 billion over a 15-year period, will involve a Public Private Partnership (PPP) to set up leading edge information technology infrastructure and information management systems. According to Fourie & Burger (2000: 695) a Public Private Partnership (PPP) is an institutional and contractual partnership arrangement between government and a private sector operator to deliver goods or service to the public, with distinctive elements, namely;

a)   a true partnership relationship; and

b)   a sufficient amount of risk transfer to the private operator.

The Information Technology Plan (ITP) will underpin the Department's nationwide integrated service delivery strategy (Ramashia, 2000: 7). According to the Strategic Plan of the Department of Labour 2000-2004 (2000: 44) the main purpose of the Public Private Partnership (PPP) will be to serve as a vehicle to attaining the Department of Labour's strategic objectives through:

a) integrating the Information Technology (IT) systems of the Business Units represented by: Laboria House, Pretoria (Department of Labour); Office of the Unemployment Insurance Fund and the Office of the Compensation Fund;

b) supporting the restructuring of provincial offices, labour centres and satellite offices;

c) implementing an one-stop service infrastructure (EOSI) as an optimal business scenario for the Department of Labour, which will include elements such as integrated systems, call centre technology and remote access terminals/kiosks;

d) providing information management and operational and support training to departmental staff; and

e) supplying, installing, operating, maintaining, routinely upgrading and, if necessary, replacing in accordance with a prescribed change framework, information technology hardware, software and management systems conforming to specifications.

The objective of the Public Private Partnership (PPP) is to re-align current information technology to the Department of Labour's long-term strategic and operational objectives. In addition to that, the Department of Labour is also faced with a number of short and medium term administrative pressures (including the

introduction of complex legislation), which is putting current resources (information technology and others) under significant pressure (Department of Labour Strategic Plan 2000-2004, 2000: 45).

The purpose of the partnership is also the establishment of call centres and remote access terminals so that members of the public can access some of the Department's services by telephone, the Internet and through a small terminal similar to an Automatic Teller Machine (Seftel, 1999: 20). Unemployment Insurance benefits or Compensation benefits will then be withdrawn from an Automatic Teller Machine (ATM) terminal with a smart card. The aim of the Partnership is to reduce the workload on the Department of Labour (Seftel, 1999: 20). According to Ramashia (2000: 7) the project will integrate the Information Technology (IT) systems of the Department's head office, provincial offices and labour centres, the Unemployment Insurance Fund and the Compensation Fund and will include a skill transfer to staff of the Department through information management, operational and support training.

From the above discussion about the framework in which the Department of Labour has to function in, it is clear that the Department of Labour operates in dynamic and ever changing environments. The challenge for the Department of Labour is to anticipate these changes and to use them as opportunities in order to enhance service delivery through transformation and change. The Information Technology Plan (ITP) as proposed by the Department of Labour will set the Department on a path of improved service delivery to their clients that involves the transformation of departmental technology. The Department of Labour is moving with technology in order to satisfy the needs of their clients. The external framework will never be perfect but this should be seen as an opportunity rather than a threat.

3.3 CONCLUSION

The Department of Labour is operating in an everchanging framework that consists of four sub-frameworks, namely the political and legislative, economic, social and technological frameworks. The environments are in constant interaction with each other. Although the Department of Labour can not always successfully control the external framework, success lies in the effective management of the external framework. The history of the Department of Labour was shaped in no small way by these environments and they continue shaping the Department. The negative impact of especially the political environment is still felt today, even though impressive strides have been made to address imbalances of the past. The successful future of the Department of Labour depends largely on the effective and efficient management of these frameworks.

Service delivery in the South African Public Service was renewed by the publishing of the White paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997). New standards were set for the improving of service delivery in the South African Public Service by the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997). In the following chapter the impact of concepts such as service delivery, clients and commitment in the Department of Labour will be assessed.

CHAPTER 4

SERVICE DELIVERY AND COMMITMENT TO CLIENTS IN THE DEPARTMENT OF LABOUR

4.1 INTRODUCTION

Faced with increasing competition and heightened client expectation managers worldwide are paying more attention to service quality and customer care. Public service managers are no exception in this regard. In South Africa the importance of our clients as well as the quality of the service that we deliver have been highlighted by the release of the White Paper on Transforming Public Service Delivery, (Notice 1459 of 1997).

October 1997 saw the publication of the White Paper on Transforming Public Service Delivery, (Notice 1459 of 1997), also known as Batho Pele White Paper. The purpose of the White Paper on Transforming Public Service Delivery, (Notice 1459 of 1997), is to set down a policy framework and a practical strategy for the implementation of transformation of service delivery in the public service. Batho Pele that means, "people first" was released to rejuvenate the concept service delivery and to stress the importance of clients in the public service.

In this chapter the concepts service delivery, commitment as well as clients will be discussed. The perception of staff was tested on the concept service delivery, commitment and clients through questionnaires.

4.2 THE STATUS OF SERVICE DELIVERY AND CUSTOMER CARE IN THE SOUTH AFRICAN PUBLIC SERVICE

The South African Public Service differs from private sector organisations in a number of important aspects. Public service organisations are not geared

towards the maximisation of profit through the production and distribution of goods and services. Workers and management are required to implement government policy and to deliver social and economic services (Adler, 2000: 166). According to Adler (2000: 166) the client base of the South African Public Service is the community, not simply customers. In the private sector, the demand and supply of goods and services is an indicator of the success and relevance of the organisation. For public services, especially those where government exercise a monopoly, communities cannot use buying power to indicate preferences.

As stated by Flynn (1997: 153) customers usually have a choice about what to buy and from whom, they provide the revenue that makes profits for the business from whom they decide to buy and they have certain rights as customers. However these conditions only apply to a small proportion of the public service. According to Flynn (1997: 153) the right to exit is an important determinant of the way in which competitive businesses treat their customers. If they can go to another supplier when dissatisfied, they will. One measure of customer satisfaction is whether or not they come back. Without that option there is little motivation to satisfy the customer. For example, any South African who wants to receive unemployment benefits has to go to the nearest office of the Department of Labour. There are no other organisations that can provide this particular service, which leaves the customer with no option if dissatisfied with the service provided by the Department of Labour.

The White Paper on Transforming Public Service Delivery (Notice 1459 of 1997) was released in 1997. The purpose of the White Paper on Transforming Public Service Delivery, (Notice 1459 of 1997), was to provide a policy framework and a practical implementation strategy for the transformation of the public service. The White Paper on Transforming Public Service Delivery (Notice 1459 of 1997) (1997: 15) sets out eight principles by which it is hoping to transform service delivery in the public service. The eight principles will now be discussed briefly

(White Paper on Transforming Public Service Delivery, (Notice 1459 of 1997), (1997: 15-22):

a)   Citizens should be *consulted* about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered. Several ways of consulting users are proposed such as customer surveys, interviews with individual users and consultation groups. Whatever method is chosen, consultation should cover the entire range of existing and potential customers.

b)   Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect. National and provincial departments must publish *standards* for the level and quality of services they will provide, including the introduction of new services to those who have previously been denied access to them. Once approved, Service Standards must be published and displayed at the point of delivery and communicated as widely as possible to all potential users so that they know what level of service they are entitled to expect, and can complain if they do not receive it. Performance against standards must be regularly measured and the results published at least once a year. If a standard is not met, the reasons must be explained publicly and a new target date set for when it will be achieved. According to Flynn (1997: 158) standards and charters may or may not be customer-orientated. Standards and service charters can be based on the service users' expectations, or they can be devised in isolation. Customer satisfaction occurs when the service as perceived matches the customer's expectations. Meeting standards, which do not themselves, match expectations will not produce satisfaction. Flynn (1997: 158-159) identifies three aspects of charters which make them an effective method of ensuring satisfaction, namely the criteria by which services are judged should be those of the service users, the judgement of performance against those criteria should also include the service users,

and if charters are to be used to improve anything other than the most superficial aspects of customer care, they need to include the fundamentals of the service as well as the minor items.

c) All citizens should have equal *access* to the services to which they are entitled. All national and provincial departments are required to specify and set targets for progressively increasing access to their services for those who have not previously received them.

d) Citizens should be treated with *courtesy* and consideration. One of the fundamental duties of public servants is to show courtesy and consideration for the public. The performance of staff that deals with customers should be regularly monitored, and performance, which falls below the specified standards, should not be tolerated. Service delivery should be included in all future training programmes. All managers should ensure they receive first-hand feedback from front-line staff, and should personally visit front-line staff at regular intervals to see for themselves what is happening.

e) As presented by the White Paper on Transforming Public Service Delivery, (Notice 1459 of 1997), (1997: 19-20), citizens should be given full, accurate *information* about the public services they are entitled to receive.

f) Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge. In other words there should be *openness and transparency* in the running of the South African Public Service.

g) If the promised standard is not delivered, citizens should be offered an apology, a full explanation and *effective remedy,* and when complaints are

made, citizens should receive a sympathetic, *positive response.* Staff should be encouraged to welcome complaints as an opportunity to improve service, and to report complaints so that weaknesses can be identified and remedied.

h)   Public services should be provided economically and efficiently in order to give citizens the best possible *value for money.* As presented by Bates (1993: 16) value for money is achieved when a public body carries out its duties to high standards at low cost and that value for money is the requirement to maximise the use of scarce resources.

What follows are the outcome of the questionnaires on the concepts service delivery, clients and commitment. Cognisance should be taken of the fact that opinions expressed in the dissertation reflect only those of the participants that participated in the study and not of all staff in the Business Unit: Inspection and Enforcement Services in the provinces Gauteng North and Gauteng South. Each of these concepts is equally important to ensure successful service delivery through transformation and change in the Department of Labour.

4.3   SERVICE DELIVERY IN THE DEPARTMENT OF LABOUR

As stated in Chapter 1 of the dissertation, the outcome of three questionnaires was considered in this study. Firstly, the results in terms of the concept service delivery will be discussed and analysed. The results of the questionnaires are indicated in a table format with an explanation given thereafter. The questions posed to staff with regards to service delivery in the Department of Labour are as follows:

Table 4/1: Question OF6: My Business Unit is better equipped to deal with clients after the recent institutional restructuring

Value	Frequency	Percent	Cum Percent
1.00	8	27.6	27.6
2.00	6	20.7	**48.3**
3.00	9	31.0	79.3
4.00	5	17.2	96.6
5.00	1	**3.4**	100.0
Total	29	100.0	

48.3% of the employees indicated that their Business Unit is not better equipped to deal with clients after the recent institutional restructuring. Only 3.4 of the respondents were in total agreement that their Business Unit is better equipped to deal with clients after institutional restructuring.

Table 4/2: Question OF13: I strive towards effective service delivery in my workplace

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	5	17.2	17.2
4.00	8	27.6	44.8
5.00	16	**55.2**	100.0
Total	29	100.0	

The majority of the employees (55.2%) indicated that they strive towards effective service delivery. 17.2% indicated that strive towards effective service delivery only to a certain amount.

Table 4/3: Question OF15: I try to persuade my colleagues to implement the Batho Pele

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	1	3.4	6.9
3.00	11	37.9	44.8
4.00	7	**24.1**	69.0
5.00	9	**31.0**	100.0
Total	29	100.0	

The majority of the employees (55.1%) indicated that they try to persuade their colleagues to implement the Batho Pele. The minority of the employees (44.8%) indicated that they do not try to persuade their colleagues to implement Batho Pele.

Table 4/4: Question OF19: I always try to improve service delivery

Value	Frequency	Percent	Cum Percent
1.00	1	0	0
2.00	2	3.4	**3.4**
3.00	5	17.2	20.7
4.00	9	31.0	51.7
5.00	14	**48.3**	100.0
Total	29	100.0	

48.3% of the employees were of the opinion that they always try to improve service delivery. Only 3.4% of the employees indicated that they do not try to improve service delivery.

Table 4/5: Question OF29: My workload has increased since the institutional restructuring

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	3	10.3	10.3
3.00	8	27.6	**37.9**
4.00	6	**20.7**	58.6
5.00	12	**41.4**	100.0
Total	29	100.0	

62.1% of the employees were of the opinion that their workload has increased since the institutional restructuring. Taking the neutral factor (3) into consideration, 37.9% of the staff indicated that their workload has increased only to a certain amount since the institutional restructuring.

Table 4/6: Question OF33: The Business Unit: IES as a one-stop service is functioning better than when these services were separated

Value	Frequency	Percent	Cum Percent
1.00	9	31.0	31.0
2.00	7	24.1	55.2
3.00	10	34.5	**89.7**
4.00	3	**10.3**	100.0
5.00	0	0	100.0
Total	29	100.0	

Taking the neutral factor (3) into consideration, the majority of the employees were of the opinion that the Business Unit: IES is not functioning better than

when these services were separated. Only 10.3% of the employees were of the opinion that the Business Unit: IES is functioning better than when these services were separated.

Table 4/7: Question OF36: I am proud of the general quality of services rendered by my Province

Value	Frequency	Percent	Cum Percent
1.00	3	10.3	10.3
2.00	9	31.0	41.4
3.00	9	31.0	**72.4**
4.00	6	**20.7**	93.1
5.00	2	**6.9**	100.0
Total	29	100.0	

Only 27.6% of the employees are proud of the general quality of services rendered by their province. Taking the neutral factor (3) into consideration the majority of the employees (72.4%) indicated that they are not proud of the general quality of service rendered by their province.

Table 4/8: Question OF38: Service delivery to our clients can be improved

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	7	**24.1**	24.1
4.00	12	**41.4**	65.5
5.00	10	**34.5**	100.0
Total	29	100.0	

The majority of the employees (75.9%) indicated that service delivery to clients could be improved. 24.1% of the employees indicated that service delivery could only be improved to a certain amount.

Table 4/9: Question OF49: The importance of service delivery is reflected by the actions of all staff members

Value	Frequency	Percent	Cum Percent
1.00	4	**13.8**	13.8
2.00	7	24.1	37.9
3.00	6	20.7	58.6
4.00	8	**27.6**	86.2
5.00	4	**13.8**	100.0
Total	29	100.0	

Only 41.4% of the employees indicated that the importance of service delivery is reflected by the actions of all staff members. 13.8% of the employees indicated that the importance of service delivery is not at all reflected by the actions of staff members.

Question MST: 4 Do you think the Department of Labour delivers client centred services, if not, why?

Out of the fourteen exit interview questionnaires received, eleven (78.5%) staff members indicated that they think that the Department of Labour delivers client centred services. Only three (21.5%) staff members indicated that they think that the Department of Labour does not render client centred services. Their reasons included amongst other backlog of work, complaints by members of public about service delivery and the negative attitude of staff.

Aspects such as low levels of employees that are proud of the general quality of service rendered by their province, employees not always trying to improve service delivery and a low percentage of employees that is of the opinion that their business unit are in a better position than before restructuring, are definite areas of concern. The majority of employees that participated in the study realise however that there is room for improvement in terms of service delivery to clients. It is encouraging to notice that the majority of the employees said that they are striving towards effective service delivery. The client of the Department of Labour plays a very important role. Next, the importance of clients in the Department of Labour will be discussed.

4.4. CLIENTS IN THE DEPARTMENT OF LABOUR

In this part the role and the importance of our clients will be discussed. The following questions were posed to staff with regard to clients of the Department of Labour:

Table 4/10: Question OF9: The clients of the Department of Labour are important to me

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	1	3.4	**3.4**
3.00	3	10.3	13.8
4.00	3	10.3	24.1
5.00	22	**75.9**	100.0
Total	29	100.0	

The majority of staff (75.9%) indicated that the clients of the Department of Labour are important to them and 3.4% of the respondents indicated that the clients of the Department of Labour are not important to them.

Table 4/11: Question OF14: I treat all clients of the Department of Labour with respect

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	4	13.8	**13.8**
4.00	4	13.8	27.6
5.00	21	**72.4**	100.0
Total	29	100.0	

70.4% of the employees indicated that they treat all clients of the Department of Labour with respect. Taking the neutral factor (3) into consideration 13.8% of the employees indicated that they treat the clients of the Department of Labour with respect only to a certain amount.

Table 4/12: Question OF21: I try to improve relationships with all our clients

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	6	20.7	20.7
4.00	7	**24.1**	44.8
5.00	16	**55.2**	100.0
Total	29	100.0	

The majority of the employees (79.3%) indicated that they try to improve the relationships with all clients. Only 20.7% of the employees that they try to improve the relationship with all clients only to a certain amount.

Table 4/13: Question OF40: I take extra care when assisting clients that are illiterate

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	3	10.3	**10.3**
4.00	9	**31.0**	41.4
5.00	17	**58.6**	100.0
Total	29	100.0	

89.6% of the employees indicated that they take extra care when assisting clients that are illiterate. Only 10.3% indicated that they take extra care when assisting illiterate clients only to a certain amount.

Noteworthy is the fact that employees seem to be aware of the importance of clients. Overall, the importance of clients is recognised by employees. The commitment of employees is essential for effective service delivery. Next, commitment among employees in the Department of Labour would be discussed.

4.4 COMMITMENT IN THE DEPARTMENT OF LABOUR

In this part the commitment of staff to the Department of Labour as well as commitment from management to staff will be discussed. Effective service delivery in the Department of Labour would not succeed without the commitment of staff. The following questions were put to employees regarding commitment.

Table 4/14: Question OF8: I understand and under scribe the principles of Batho Pele

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	1	3.4	3.4
3.00	10	34.5	37.9
4.00	6	**20.7**	58.6
5.00	12	**41.4**	100.0
Total	29	100.0	

The majority of staff (62.1%) indicated that they understand and endorse the principles of Batho Pele. The minority of the staff (37.9%) were of the opinion that they do not understand and endorse the principles of Batho Pele.

Table 4/15: Question OF10: I am committed to my work at the Department of Labour

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	2	6.9	**6.9**
3.00	2	6.9	13.8
4.00	8	**27.6**	41.4
5.00	17	**58.6**	100.0
Total	29	100.0	

86.2% of the employees indicated that they are committed to their work at the Department of Labour. 6.9% of the respondents indicated very little commitment to their work.

Table 4/16: Question OF16: I regard my work as important in the Department of Labour

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	2	6.9	**6.9**
3.00	7	24.1	31.0
4.00	5	**17.2**	48.3
5.00	15	**51.7**	100.0
Total	29	100.0	

68.9% of the employees indicated that they regard their work as important in the Department of Labour. 6.9% of the employees indicated that they do not regard their work as important in the Department of Labour.

Table 4/17: Question OF22: I am willing to give extra effort at my workplace

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	1	3.4	3.4
3.00	5	17.2	**20.7**
4.00	6	**20.7**	41.4
5.00	17	**58.6**	100.0
Total	29	100.0	

The majority of the employees (79.3%) indicated that they are willing to put in extra effort at their workplace. Taking the neutral factor (3) into consideration only 20.7% of the respondents indicated that they were not willing to give extra effort at their workplace.

Table 4/18: Question OF26: I am proud to tell other people that I work for the Department of Labour

Value	Frequency	Percent	Cum Percent
1.00	5	17.2	17.2
2.00	3	10.3	27.6
3.00	7	24.1	**51.7**
4.00	7	**24.1**	75.9
5.00	7	**24.1**	100.0
Total	29	100.0	

Only 48.2% of the employees are proud to tell other people that they work for the Department of Labour. Taking the neutral factor (3) into consideration the majority of employees (51.7%) indicated that they are not proud to tell other people that they work for the Department of Labour.

Table 4/19: Question OF42: I shall do more than is expected of me to help the Department of Labour to achieve success

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	1	3.4	6.9
3.00	7	24.1	31.0
4.00	9	**31.0**	62.1
5.00	11	**37.9**	100.0
Total	29	100.0	

68.9% of the employees said that they would do more than what is expected of them in order to help the Department of Labour to achieve success. Taking the neutral factor (3) into consideration 31% of the employees were of the opinion

that they would not do more that what is expected of them in order to help the Department of Labour achieve success.

Question MST6: Would you return to the Public Service and the Department of Labour in particular in the future if given a change?

Seven (57%) of the officials indicated that they would consider returning to the Department of Labour if given a chance. One official indicated that he would return to the Department of Labour but only as a consultant. Five (35%) of the officials indicated that they would not consider returning to the Department of Labour. One official was not certain.

An area of concern is the fact that only 48.2% of the employees are proud to tell other people that they work for the Department of Labour. The logical conclusion would be that the other 51.7% are ashamed of working for the Department of Labour. From the above it can be deduced that the majority of staff are committed to the Department of Labour and is willing to do more than what is expected of them. The fact that only 62.1% of the employees understand and endorse the Batho Pele principles is a matter of concern. The question would be what about the other 37.9%? The successful implementation of transformation and change through improved service delivery could be seriously jeopardised if 40% of the employees do not understand and endorse the Batho Pele principles. In May 2001, the Department of Labour unveiled their Service Charter. The Service Charter of the Department of Labour will be discussed now.

4.5 SERVICE CHARTER OF THE DEPARTMENT OF LABOUR

The White Paper on Transforming Public Service Delivery, (Notice 1459 of 1997), (1997: 16-17) states that national and provincial departments must publish standards for the level and quality of services they will provide, including the

introduction of new services to those who have previously been denied access to them. Once approved, Service Standards must be published.

On 3 May 2001, the Director-General of the Department of Labour unveiled the Service Charter for the Department of Labour. The Service Charter (Annexure D) states the Department of Labour is committed to be professional, courteous, to provide useful labour market information and also guidance and assistance on all legislation administrated by the Department of Labour. Customer feedback, correction of errors and quality services are also promised to clients of the Department. In addition to all of the above service should also be accessible to all and there will also be timeous response to enquiries. The Department of Labour promises four types of services to their clients, namely inspection and enforcement services, labour market information and statistical services, employment and skills development services and beneficiary services. In return the Department of Labour expects their clients to be co-operative, honest, responsible, fair and reasonable.

4.6 CONCLUSION

The publication of the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997) in 1997 represented a step towards enhanced service delivery in the South African Public Service. The purpose of the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997) is to set down a policy framework and a practical strategy for the implementation of transformation of service delivery in the public service.

In this chapter the concepts service delivery, commitment as well as clients were discussed. The perception of staff was tested on the concept service delivery, commitment and clients through questionnaires.

According to the White Paper on Transforming Public Service Delivery, Notice 1459 of 1997, eight principles are set down by which it is hoping to transform service delivery in the public service. The eight principles are consultation; service standards; access; courtesy; information; openness and transparency; redress; and value for money. In the following chapter the outcome of the Questionnaires on Organisational Functioning, Monitoring of Staff Turnover and Employment Equity on the topics transformation and change, training, working climate, communication and interaction with colleagues will be analysed and assessed. Each of these topics is equally important in enhancing service delivery in the Department of Labour.

CHAPTER 5

MANAGEMENT OF TRANSFORMATION IN THE DEPARTMENT OF LABOUR

5.1 INTRODUCTION

The world around us and South Africa in particular change on a daily basis. Although change does not always happen in a voluntary manner, it is however not possible to stop change as many businesses and government departments have discovered. Change has become a way of life in the 21st century.

Even in governmental departments, change and transformation have become the latest topics. The question is however not if governmental departments should change or not but rather how the process of change should be managed. The concepts transformation and change, training, working climate and communication will be discussed. This chapter will also focus on the nature of change, the public manager as a change agent and obstacles to changes and reasons for resistance. Lastly, the management of the change process and the successful ingredients for successful changes will be discussed.

5.2 TRANSFORMATION AS A PARADIGM SHIFT

Before transformation as a paradigm shift can be discussed, the term paradigm should first be explained. A paradigm can be described as an overarching set of beliefs and unquestioned assumptions that are widely accepted by researchers and practitioners in a specific discipline. These assumptions are used to guide research and solve problems (Fox & Meyer, 1995, 93). A paradigm can also be described as a simple intellectual framework or can be compared to a road map that shows how things are done and from which deviations cannot easily be made (Kroon, 1996: 510-511). The characteristics of a paradigm and a paradigm shift are as follows (Kroon, 1996: 511-512):

a)   paradigms are dynamic frameworks and are continuously challenged with regard to their relevance and applicability;

b)   unsolvable problems and questions within a paradigm becomes anomalies and usually illustrate the weaknesses of the paradigm;

c)   paradigms are very vulnerable with regard to these anomalies and continuously attempt to adapt in order to solve them;

d)   when a number of anomalies become a threat to the paradigm, paradigm analysis occurs leading to the zero effect;

e)   the zero effect not only signifies the end of a paradigm, but also introduces the beginning of a new paradigm;

f)   the new paradigm may accommodate a few anomalies, but usually introduces a totally new frame of reference;

g)   a new paradigm usually starts as a vision with very little support because the paradigm shift is perceived as too revolutionary; and

h)   the change from one paradigm to another is voluntary, but once the individual or the organisation accepts the new paradigm, the process becomes irreversible.

Thus, a paradigm shift usually requires a completely different way of thinking and re-thinking. A paradigm shift could be met with a high resistance although it is necessary for change. From the above it can be concluded that a definite paradigm shift has occurred in the Department of Labour. The Department of Labour has moved from an extension of the apartheid regime to a Department

that is operated by the people of South Africa for the people of South Africa. All discriminatory practices and legislation, i.e. provision of benefits to certain categories of unemployed persons as referred to in Chapter 2 have been removed and replaced with policies and legislation that ensure a better life and future for all citizens of South Africa. The next discussion will assess the results of the questionnaires on Organisational Functioning (OF), Monitoring of Staff Turnover (MST) and Employment Equity (EE) in the Department of Labour with regard to transformation and change.

5.3 TRANSFORMATION AND CHANGE IN THE DEPARTMENT OF LABOUR

In this part, change and transformation in the Department of Labour will be discussed. No part of the South African Public Service has not been affected by change and transformation. The following questions were posed to employees regarding change and transformation:

Table 5/1: Question OF7: I regard change necessary for progress

Value	Frequency	Percent	Cum Percent
1.00	2	6.9	**6.9**
2.00	0	0	6.9
3.00	7	24.1	31.0
4.00	7	**24.1**	55.2
5.00	13	**44.8**	100.0
Total	29	100.0	

The majority of the employees (68.9%) indicated that they regard change as necessary for progress. 6.9% of the employees were of the opinion that they do not at all regard change as necessary for progress.

Table 5/2: Question OF12: I cope well with change in my workplace

Value	Frequency	Percent	Cum Percent
1.00	2	6.9	6.9
2.00	3	10.3	17.2
3.00	7	24.1	**41.4**
4.00	9	**31.0**	72.4
5.00	8	**27.6**	100.0
Total	29	100.0	

58.6% of the employees said that they cope well with change in their workplace. Taking the neutral factor (3) into consideration the minority (41.4) of the respondents indicated that they do not cope well with change.

Table 5/3: Question OF18: I accepted the change in structure in my Province

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	4	13.8	**17.2**
3.00	9	31.0	48.3
4.00	8	**27.6**	75.9
5.00	7	**24.1**	100.0
Total	29	100.0	

Only 51.7% of the employees said that they accepted the change in structure in their province. 17.2% of the employees indicated that they did not accept the change in structure in their province.

Table 5/4: Question OF24: The Department of Labour is better equipped to deal with their clients after the recent institutional restructuring

Value	Frequency	Percent	Cum Percent
1.00	5	17.2	17.2
2.00	6	20.7	37.9
3.00	13	44.8	**82.8**
4.00	4	**13.8**	96.6
5.00	1	**3.4**	100.0
Total	29	100.0	

Taking the neutral factor (3) into consideration the majority of the employees (82.8%) felt that the Department of Labour is not better equipped to deal with clients after the restructuring process. Only 17.2% of the employees were of the opinion that the Department of Labour is better equipped to deal with clients after the restructuring process.

Table 5/5: Question OF31: Transformation has taken place too quickly

Value	Frequency	Percent	Cum Percent
1.00	3	10.3	10.3
2.00	2	6.9	17.2
3.00	12	41.4	**58.6**
4.00	6	**20.7**	79.3
5.00	6	**20.7**	100.0
Total	29	100.0	

The minority of the employees (41.4%) felt that transformation has taken place too quickly. Taking the neutral factor (3) into consideration the majority of the employees (58.6%) were of the opinion that transformation did not take place too quickly.

Table 5/6: Question OF39: Change can only be negative

Value	Frequency	Percent	Cum Percent
1.00	12	41.4	41.4
2.00	4	13.8	**55.2**
3.00	7	24.1	79.3
4.00	5	**17.2**	96.6
5.00	1	**3.4**	100.0
Total	29	100.0	

Only 20.6% of the employees felt that change could only be negative. 55.2% of the employees did not agree with the question that change can only be negative.

Table 5/7: Question OF47: I view change as necessary for Provincial development

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	1	3.4	**6.9**
3.00	5	17.2	24.1
4.00	9	**31.0**	55.2
5.00	13	**44.8**	100.0
Total	29	100.0	

Almost 75.8% of the employees indicated that change is necessary for provincial development. 6.9% of the respondents indicated that change is not necessary of provincial development.

Question MST5: What changes would you like to see in the Department of Labour?

Six (43%) of the fourteen officials did not comment on the question. Three (21%) officials indicated that more attention should be given to market related salaries. One official indicated that affirmative action should be cancelled and one official indicated that staff should be treated more fairly. Other matters for change that was suggested include also: a more transparent management approach, more opportunities for juniors and transfers of staff should be handled with more care. Another concept that was analysed in the empirical research was the views of staff on training in the Department of Labour. The results on training will be discussed now.

The view of almost 20% of the employees that change can only be negative can be viewed as positive. Almost 75% of the employees indicated that change is necessary for provincial development. The minority of staff indicated that the pace of transformation was to fast. There seems to be overall acceptance of transformation and change in the Department of Labour. Training in is used in organisations to teach staff members new skills and also to maintain the current level of skills. Next, training in the Department of Labour will be discussed.

5.4 TRAINING IN THE DEPARTMENT OF LABOUR

Training is an important tool in the Department of Labour to keep abreast of the latest changes. The following questions were put to employees of the Department of Labour regarding training.

Table 5/8: Question OF27: Staff training can improve service delivery

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	6	20.7	**20.7**
4.00	6	**20.7**	41.4
5.00	17	**58.6**	100.0
Total	29	100.0	

Almost 79.3% of the employees indicated that staff training could improve service delivery. 20.7% of the employees indicated that training can improve service delivery only to a certain amount.

Table 5/9: Question OF32: All staff in the Business Unit: IES are fully trained

Value	Frequency	Percent	Cum Percent
1.00	6	20.7	20.7
2.00	9	31.0	51.7
3.00	10	34.5	**86.2**
4.00	3	**10.4**	96.6
5.00	1	**3.4**	100.0
Total	29	100.0	

With the neutral factor 3 (negative) in consideration, the majority of the employees (86.2%) indicated that all staff in the Business Unit: IES are not fully trained. Only 13.8% of the employees indicated that all staff members in the Business Unit: IES are fully trained.

Table 5/10: Question OF41: The frequency of training has improved in the last 5 years

Value	Frequency	Percent	Cum Percent
1.00	4	13.8	13.8
2.00	4	13.8	27.6
3.00	14	48.3	**75.9**
4.00	5	**17.2**	93.1
5.00	2	**6.9**	100.0
Total	29	100.0	

With the neutral factor 3 (negative) in consideration, the majority of the employees (75.9%) were of the opinion that the frequency of training has not improved in the last five years. Only 24.1% of the employees indicated that the frequency of staff training has improved in the last five years.

Table 5/11: Question OF44: The training that I receive is applicable to my job

Value	Frequency	Percent	Cum Percent
1.00	2	6.9	6.9
2.00	4	13.8	20.7
3.00	5	17.2	**37.9**
4.00	9	**31.0**	69.0
5.00	9	**31.0**	100.0
Total	29	100.0	

The majority of the employees (62%) indicated that the training that they received were applicable to their jobs. Taking the neutral factor (3) into consideration

37.9% of the employees indicated that the training that they receive are not applicable to their jobs.

Table 5/12: Question OF52: Training should take place more often

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	4	13.8	**13.8**
4.00	8	**27.6**	41.4
5.00	17	**58.6**	100.0
Total	29	100.0	

Almost 86.2% of the employees indicated that training should take place more often. Taking the neutral factor (3) into consideration 13.8% of the respondents indicated that training should not take place more often.

Question MST2: What role did the Department of Labour play in your skills development?

Ten (70%) of the fourteen officials that completed the exit interview was of the opinion that the Department of Labour played an important role in their skills development. Four (30%) officials indicated that the Department of Labour played no or little role in the development of their skills.

Question EE2: When last were you exposed to training? Last 3 months, 6 months or a year?

Some 36% of the employees responded that they have been subjected to training in the last three months, 21% indicated that they have received training in the last six months and almost 30% of the employees indicated that it has

been a year since the last time that they were exposed to training. 11% of the employees did not respond to the question.

Although 60% of the employees indicated that the training they received were applicable to their jobs, one should pause to think for a moment about the other 40% that indicated that the training was not applicable to their jobs. The question that would flow from that is whether or not any thought was given to the relevancy of training that officials were subjected to. Training not applicable to one's work would seem like time and money lost. The majority (86.2%) of the employees agreed that training should take place more often (Table 5/12: Question OF52 Training should take place more often). That would however be relevant training. A matter of concern is also the fact that the majority of staff in the Business Unit: Inspection and Enforcement Services (IES) are not fully trained. One is to wonder how successful enforcement would be done by these employees that are not fully trained. Employees that are not fully trained could hamper the service delivery of the Department of Labour. No employee of the Department of Labour works in isolation. Every employee contributes in his or her on way to the working climate of the Department of Labour. The working climate of the Department of Labour will be discussed now.

5.5   WORKING CLIMATE IN THE DEPARTMENT OF LABOUR

The working climate and the changes therein in the Department of Labour continue to play an important role in the enhancement of service delivery in the Department.   The following questions were put to staff regarding the working climate in the Department of Labour:

Table 5/13: Question OF30: In my Province a sound relationship exists between top management and lower levels of management

Value	Frequency	Percent	Cum Percent
1.00	4	13.8	13.8
2.00	5	17.2	31.0
3.00	16	55.2	**86.2**
4.00	3	**10.4**	96.6
5.00	1	**3.4**	100.0
Total	29	100.0	

The majority of the employees (86.2%) indicated that in their province a sound relationship between top management and lower levels of management does not exist. 13.8% of the employees were of the opinion that a sound relationship between top management and lower levels of management does exist in their province.

Table 5/14: Question OF34: I get on well with my colleagues

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	3	10.	**10.3**
4.00	11	**37.9**	48.3
5.00	15	**51.7**	100.0
Total	29	100.0	

89.6% of the employees indicated that they get on well with their colleagues. 10.3% of the employees indicated that they get on well with their colleagues only to a certain amount.

Table 5/15: Question OF37: I trust the people with whom I work together

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	5	17.2	20.7
3.00	9	31.0	**51.7**
4.00	7	**24.1**	75.9
5.00	7	**24.1**	100.0
Total	29	100.0	

48.2% of the employees trust the people whom they work with. Taking the neutral factor (3) into consideration the majority of the employees (51.7%) indicated that they do not trust the people whom they work with.

Table 5/16: Question OF43: I trust the Provincial Management

Value	Frequency	Percent	Cum Percent
1.00	6	20.7	20.7
2.00	5	17.2	37.9
3.00	8	27.6	**65.5**
4.00	8	**27.6**	93.1
5.00	2	**6.9**	100.0
Total	29	100.0	

With the neutral factor 3 (negative) in consideration, the majority of the employees (65.5) indicated that they do not trust the provincial management. Only 34.5% of the employees indicated that they trust the Provincial Management.

Table 5/17: Question OF45: In the Department of Labour problems are being discussed openly and an attempt is made to solve problems instead of gossiping and blaming each other

Value	Frequency	Percent	Cum Percent
1.00	4	13.8	13.8
2.00	7	24.1	37.9
3.00	15	51.7	**89.7**
4.00	1	**3.4**	93.1
5.00	2	**6.9**	100.0
Total	29	100.0	

The majority of the employees (89.7%) were of the opinion that problems in the Department of Labour are not discussed openly and no attempt is made to solve problems which leads to gossiping and staff blaming each other. The minority of the respondents (10.3%) indicated that problems in the Department are discussed openly and that attempts are made to solve problems instead of gossiping and blaming each other.

Table 5/18: Question OF46: I enjoy working for the Department of Labour

Value	Frequency	Percent	Cum Percent
1.00	3	10.3	**10.3**
2.00	5	17.2	27.6
3.00	6	20.7	48.3
4.00	8	**27.6**	75.9
5.00	7	**24.1**	100.0
Total	29	100.0	

Only half (51.7%) of the employees indicated that they enjoy working for the Department of Labour. 10.3% of the employees indicated that they do not enjoy working for the Department of Labour at all.

Table 5/19: Question OF48: I feel that Provincial Management really understands the day to day problems facing their staff

Value	Frequency	Percent	Cum Percent
1.00	8	27.6	27.6
2.00	9	31.0	59.6
3.00	11	37.9	**96.6**
4.00	1	**3.4**	100.0
5.00	0	0	100.0
Total	29	100.0	

With the neutral factor 3 (negative) in consideration, the majority of the employees (96.6%) were of the opinion that the provincial management does not understand the day to day problems facing their staff. 3.4% of the employees were of the opinion that provincial management understand a considerable amount of the day to day problems facing their staff.

Table 5/20: Question OF50: I feel that Provincial Management is committed to improve the working environment of their staff

Value	Frequency	Percent	Cum Percent
1.00	4	13.8	13.8
2.00	8	27.6	41.4
3.00	10	34.5	**75.9**
4.00	5	**17.2**	93.1
5.00	2	**6.9**	100.0

Total	29	100.0	

With the neutral factor 3 (negative) in consideration, the majority of the employees (75.9%) indicated that the provincial management is not committed to improve the working environment of their staff. Only 24.1% of the employees indicated that provincial management is committed to improve the working environment of their staff.

Table 5/21: Question OF51: The working climate of the Department of Labour is non-racist and non-sexist

Value	Frequency	Percent	Cum Percent
1.00	6	20.7	20.7
2.00	5	17.2	**37.9**
3.00	8	27.6	65.5
4.00	8	**27.6**	93.1
5.00	2	**6.9**	100.0
Total	29	100.0	

The minority of the employees (37.9%) was of the opinion that the working climate of the Department of Labour is non-racist and non-sexist. 34.5% of the employees were of the opinion that the working climate of the Department of Labour is not non-racist and non-sexist.

Question EE12: Do you think discrimination exists in the Department of Labour?

The majority of employees (60%) that responded to the Employment Equity Questionnaire indicated that discrimination still exists in the Department of Labour. Other forms of discrimination claimed to be practised in the Department of Labour are gender, disability and religion in that order.

There is a vast gap between top management levels of provincial management and lower levels of management. The fact that 90% of the employees felt that problems are not discussed openly indicates a matter of great concern. The fact that only half of the employees enjoy working for the Department of Labour could seriously affect service delivery. Racism and sexism is still present in the Department of Labour. Trust between top levels of provincial management and lower levels of management seem to be very low.

Another matter, which can influence the working climate directly, is multi-cultural relations between staff in the Department of Labour. According to the Employment Equity Questionnaire (2000: 1-3) that was discussed in Chapter 4, the demographic information of the Department of Labour as on 31 March 2000 is illustrated in Table 5/22, 5/23 and 5/24:

Table 5/22: Department of Labour staff by gender and race as on 2000/03/31

Racial group	Male	Female	Total (%)
African	1 448	1 314	2 762 (53.8)
Coloured	207	312	519 (10.1)
Indian	90	90	180 (3.5)
White	453	1 221	1 674 (32.6)
	2 198 (42.8)	2 937 (57.2)	5 135 (100)

Table 5/23: Department of Labour staff by age as on 2000/03/31

Age	Percentage of all (%)
18-24	5.3
25-34	43.3
35-44	30.4
45-54	15.8

55+	4.2
Non-respondents	1.1

Table 5/24: Department of Labour staff by home language as on 2000/03/31

Language	Percentage of all (%)
English	10.5
Sesotho	7.2
Afrikaans	35.9
Setswana	9.0
Sepedi	5.9
Isizulu	8.0
Isixhosa	8.8
Tshivenda	2.9
Ndebele	1.6
Siswati	1.2
Tsonga	2.0
Other	0.4
>one	6.2
Non-respondents	0.4

What can be deduced from the above tables are that the Department of Labour comprises of employees from all races, gender groups, ages and all language groups and thus reflecting a multi-cultural staff component working for the Department of Labour.

Erasmus-Krizinger *et al.* (2000: 120) is of the view that few organisations worldwide experience greater cultural diversity than those in South Africa. Greater cultural diversity also provides an interesting environment with a variety of viewpoints, attitudes and behaviour. Cross-cultural contact however brings with it its own problems. Cultural differences can cause barriers to

communication, which result in negative attitudes or even conflict among management and employees.

Ten cultural components should be considered when implementing change (Galpin, 1995: 83-90):

a)   eliminate *rules and policies* that will hinder performance of new methods and procedures;

b)   develop *goals and measurements* that reinforce the desired changes;

c)   eliminate old *customs and norms* that reinforce the old ways of doing things and replace them with new customs and norms;

d)   eliminate *training* that reinforces the old way of operating and replace it with training that reinforces the new;

e)   establish *ceremonies and events* that encourage the new way of doing;

f)   penalise managers who do not transform *behaviour* and publicly recognise and reward managers who change;

g)   eliminate *rewards and recognition* that reinforce old methods and procedures;

h)   new methods of *communication* should be encouraged and deliver communication in new ways to show commitment to change;

i)   *physical* changes to the *environment* should be visual; and

j)   establish an *organisational structure* that will reinforce operational changes.

Members of management should also make sure of the following (Erasmus-Kritzinger *et al.* 2000: 144):

a)   establish a culture of trust, openness, respect, tolerance, flexibility, open-mindedness and empathy;

b)   make sure that employees from different cultures who work together are given some training in multicultural communication skills;

c)   all employees should be briefed regarding differences of values and styles;

d)   encourage teamwork and give employees from different cultures tasks involving co-operation;

e)   provide opportunities for constructive talks on cross-cultural communication issues; and

f)   ensure that all offending symbols and signs are removed.

What can be deduced from the above is that employees who are so different in their backgrounds will react differently to the process of transformation. Great care should thus be taken with the implementation of a change and transformation process in the Department of Labour. If the above factors are not taken into account when dealing with change and transformation, the outcome could be negative. Gone are the days when the holding values of a small minority constituted the values of the organisation. Different opinions, norms and values should be respected in order to successfully implement change in any

organisation and especially in an organisation like the Department of Labour whose staff comes from all spheres of life. Managing a diverse staff component should be seen as a resource rather than a liability. Knowledge and experience from diverse cultures should be acknowledged and used to strengthen the organisation even further.

The successful implementation of transformation will not happen overnight. The Department of Labour need to realise that the above mentioned factors such as working climate and multi-cultural relations can seriously jeopardise the successful restructuring and transformation process in the Department of Labour if not managed correctly. Successful restructuring and transformation is dependant on effective communication in the organisation. Communication in the Department of Labour will be discussed now.

5.6 COMMUNICATION IN THE DEPARTMENT OF LABOUR

Successful communication continues to play an important role in the enhancement of service delivery in the Department of Labour. The following questions were posed to employees in terms of communication.

Table 5/25: Question OF11: Communication can be improved between Head Office and Provincial Offices

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	0	0	**3.4**
3.00	6	20.7	24.1
4.00	2	**6.9**	31.0
5.00	20	**69.0**	100.0
Total	29	100.0	

Almost 75.9% of the employees agreed that the communication between Head Offices and Provincial Offices could be improved and only 3.4% of the employees indicated that communication between Head Office and Provincial Offices can not be improved.

Table 5/26: Question OF17: The restructuring process was communicated well

Value	Frequency	Percent	Cum Percent
1.00	6	20.7	20.7
2.00	5	17.2	37.9
3.00	9	31.0	**69.0**
4.00	7	**24.1**	93.1
5.00	2	**6.9**	100.0
Total	29	100.0	

With the neutral factor 3 (negative) in consideration, the majority of the employees (69%) indicated that the restructuring process was not communicated well. The minority of the employees (31%) indicated that the restructuring process was communicated well.

Table 5/27: Question OF20: Communication can be improved in the Department of Labour

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	0	0	0
3.00	4	13.8	**13.8**
4.00	7	**24.1**	37.9
5.00	18	**62.1**	100.0

Total	29	100.0	

The majority of the employees (86.2%) were of the opinion that communication in the Department of Labour can be improved. Taking the neutral factor (3) into consideration only 13.8% of the respondents indicated that communication in the Department of Labour could not be improved.

Table 5/28: Question OF23: E-mail & the Intranet are effective ways of communication

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	**3.4**
2.00	2	6.9	10.3
3.00	5	17.2	27.6
4.00	4	**13.8**	41.4
5.00	17	**58.6**	100.0
Total	29	100.0	

72.4% of the employees indicated that they regard e-mail and the intranet as effective ways of communication. Only 3.4% of the employees indicated that they do not regard e-mail and intranet as effective ways of communication at all.

Table 5/29: Question OF25: Communication is effective in the Department of Labour

Value	Frequency	Percent	Cum Percent
1.00	6	20.7	20.7
2.00	6	20.7	41.4
3.00	10	34.5	**75.9**
4.00	6	**20.7**	96.6

5.00	1	**3.4**	100.0
Total	29	100.0	

With the neutral factor 3 (negative) in consideration, the majority of employees (75.9%) indicated that communication in the Department of Labour is not effective. Only 24.1% of the employees were of the opinion that communication in the Department of Labour is effective.

Table 5/30: Question OF28: I receive frequent feedback on decisions taken at meetings

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	7	24.1	27.6
3.00	12	41.4	**69.0**
4.00	3	**10.3**	79.3
5.00	6	**20.7**	100.0
Total	29	100.0	

Only 31% of the employees indicated that they receive frequent feedback on decisions taken at meetings. Taking the neutral factor (3) into consideration 69% of the employees indicated that they do not receive frequent feedback on decisions taken at meetings.

Table 5/31: Question OF35: Provincial Management makes serious efforts to communicate effectively with staff

Value	Frequency	Percent	Cum Percent
1.00	2	6.9	6.9
2.00	5	17.2	24.1

3.00	16	55.2	**79.3**
4.00	6	**20.7**	100.0
5.00	0	0	100.0
Total	29	100.0	

The majority of the employees (79.3%) indicated that the provincial management does not make serious efforts to communicate effectively with staff. 20.7% of the employees were of the opinion that provincial management make serious efforts to communicate effectively with staff.

Question EE9: What style of communication is used in the Department of Labour? Verbal, written or technological?

The majority of employees (57%) indicated that they mostly rely on written communication. Technological communication was the least preferred style of communication. No organisation can function properly without interactions between staff members.

Communication in the Department of Labour seems to be ineffective. Employees are of the opinion that communication can be improved. Attention should be given to the fact that decisions taken at meetings are not communicated to staff. Staff was also of the opinion that the restructuring process was not communicated well. Colleagues interact with each other on a daily basis. Next, the role of interactions between staff members in the Department of Labour will be discussed.

5.7 INTERACTION WITH COLLEAGUES IN THE DEPARTMENT OF LABOUR

Interaction between colleagues is an unavoidable event in every working environment. Interactions between colleagues can range from competitive to co-

operative, guarded to frank and from blaming to problem solving. The questions that were posed to staff are as follow:

Table 5/32: Question OF53: My interactions with my colleagues are competitive/ co-operative

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	2	6.9	**6.9**
3.00	5	17.2	24.1
4.00	13	**44.8**	69.0
5.00	9	**31.0**	100.0
Total	29	100.0	

The majority of the employees (75.8%) indicated that their interactions with their colleagues are co-operative. Only 6.9% of the employees indicated that their interactions with their colleagues are competitive.

Table 5/33: Question OF54: My interactions with my colleagues are guarded/frank

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	3	10.3	10.3
3.00	11	37.9	48.3
4.00	11	**37.9**	86.2
5.00	4	**13.8**	100.0
Total	29	100.0	

Almost half of the employees were of the opinion that their interactions with their colleagues are frank and open. Taking the neutral factor (3) into consideration 48.3% of the employees was of the opinion that their interactions with their colleagues are guarded.

Table 5/34: Question OF55: My interactions with my colleagues are one-way/two-way

Value	Frequency	Percent	Cum Percent
1.00	0	0	0
2.00	2	6.9	6.9
3.00	11	37.9	**44.8**
4.00	9	**31.0**	75.9
5.00	7	**24.1**	100.0
Total	29	100.0	

55.1% of the employees indicated that their interactions with their colleagues are two-way. Taking the neutral factor (3) into consideration 44.8% of the employees indicated that their interactions with their colleagues are one-way.

Table 5/35: Question OF56: My interactions with my colleagues are blaming/problem solving

Value	Frequency	Percent	Cum Percent
1.00	4	13.8	13.8
2.00	5	17.2	**31.0**
3.00	4	13.8	44.8
4.00	12	**41.4**	86.2
5.00	4	**13.8**	100.0
Total	29	100.0	

Almost 55% of the employees indicated that their interactions with their colleagues are problem-solving. 31% of the respondents indicated that their interactions with their colleagues are blaming.

Table 5/36: Question OF57: My interactions with my colleagues are confusing/clear

Value	Frequency	Percent	Cum Percent
1.00	2	6.9	6.9
2.00	6	20.7	**27.6**
3.00	6	20.7	48.3
4.00	14	**48.3**	96.6
5.00	1	**3.4**	100.0
Total	29	100.0	

51.7% of the employees were of the opinion that their interactions with their colleagues are clear. 27.6% of the employees were of the opinion that their interactions with their colleagues are confusing.

Table 5/37: Question OF58: My interactions with my colleagues are relaxed/tense

Value	Frequency	Percent	Cum Percent
1.00	1	3.4	3.4
2.00	8	27.6	31.0
3.00	7	24.1	**55.2**
4.00	8	**27.6**	82.8
5.00	5	**17.2**	100.0
Total	29	100.0	

The majority of employees (55.2%) were of the opinion that their interactions with fellow colleagues are relaxed. The minority of the respondents (44.8) indicated that their interactions with their colleagues are tense.

Table 5/38: Question OF59: My interactions with my colleagues are attentive/inattentive

Value	Frequency	Percent	Cum Percent
1.00	2	6.9	6.9
2.00	7	24.1	31.0
3.00	12	41.4	**72.4**
4.00	5	**17.2**	89.7
5.00	3	**10.3**	100.0
Total	29	100.0	

The majority of employees (72.4%) indicated that their interactions with their colleagues are attentive. 27.5% of the employees indicated that their interactions with their colleagues are inattentive.

Table 5/39: Question OF60: My interactions with my colleagues are informative/uninformative

Value	Frequency	Percent	Cum Percent
1.00	5	17.2	17.2
2.00	5	17.2	34.5
3.00	4	13.8	**48.3**
4.00	9	**31.0**	79.3
5.00	6	**20.7**	100.0
Total	29	100.0	

51.7% of the employees indicated that their interactions with colleagues are uninformative. Taking the neutral factor (3) into consideration 48.3% of the employees indicated that their interactions with their colleagues are informative.

There seems to be no major problems between colleagues. Almost 45% of the employees however indicated that their interactions with fellow colleagues are tense. Tense relationships between colleagues would not favour communication and openness in the workplace. The working climate of the Department of Labour is very much determined by the interactions between staff members.

In any organisation there should be a specific person or a transformation agent who will manage the transformation process in an organisation. The role of the public manager as a transformation agent will now be discussed.

5.8   THE PUBLIC MANAGER AS A TRANSFORMATION AGENT

Transformation in any organisation demands a catalyst or a transformation agent, namely the person who assumes the responsibility of managing the transformation process within an organisation. A change agent is defined as the person or persons who initiate a change process (Fox & Meyer, 1995: 19). Clarke (1994: 14) indicates that in order to survive significant change an organisation needs a visionary manager. The visionary manager should steer the organisation.

Transformation in the Department of Labour can initiated either by outside consultants or internal public managers. The advantage of using outside consultants is that they are able to present an objective view on the organisation. The disadvantage of using external consultants can also be that they usually have an inadequate understanding of the organisation's culture, history, operating procedures and personnel (Fox *et al.* 1991: 164). In contrast with

external consultants, internal public managers who in the Department of Labour who act as transformation managers may be more thoughtful and cautious because they are more aware of the culture, history and limitations of their organisation (Fox *et al.* 1991: 165). Clarke (1994: 14) is of the opinion that the transformation agent should be an internal manager, but a consultant should be used if large changes are to take place.

From the above it can be deducted that the solution for the Department of Labour to enhance service through restructuring and transformation in the Department of Labour would be a combination of both external consultants as well as internal public managers. Where external consultants lack the intimate knowledge of the Department of Labour, public managers in the Department of Labour should be able to fill in the details and in turn where internal public managers lack an objective view, external consultants should be able to correct this. Looking back at the transformation process of the Department of Labour since 1994 it is evident that more than one person or event acted as a transformation initiator for the transformation and restructuring of the Department of Labour, including:

a) the first democratic elections in April 1994 and the subsequent democratically elected Government of National Unity;

b) the White Paper on the Transformation of the Public Service, 1995, (Notice 1227 of 1995); and

c) the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997).

In August 1996 the Chapter commissioned for the International Labour Organisation (ILO) Country Review on South Africa, namely the Transformation of the Department of Labour was released. The purpose of the Chapter commissioned for the International Labour Organisation (ILO) was to give an

overview of the process reflecting the dynamics of transformation in the Department of Labour (Douwes Dekker, 1996:3).

Also in 1996, the Report of the Presidential Commission to Investigate Labour Market Policy on the restructuring of the South African Labour Market was published. The Presidential Commission Report to investigate labour market policy (1996: xiii-xiv) detailed the following issues:

a)   the development of an institutional framework for integrating the dual requirements of rapid and sustainable economic and employment growth and rising average living standards;

b)   the role of national economic policy and national institutions in productivity enhancement;

c)   the role of labour market policies in addressing negative social implications associated with economic restructuring and productivity enhancement; and

d)   mechanism aimed at redressing discrimination in the labour market

Both of the above reports influenced the transformation process positively in the Department of Labour. Both reports aimed at giving constructive criticism to the Department of Labour regarding the internal and external framework in which it is operating. Transformation in any organisation is usually met with resistance. Certain obstacles to transformation can be identified. The obstacles to transformation and the reasons for resistance to transformation will now be discussed.

5.9 OBSTACLES TO TRANSFORMATION AND REASONS FOR RESISTANCE TO CHANGE

All humans have a resistance to transform because the *status quo* is threatened by transformation and there is an increase in ambiguity and uncertainty. Transformation requires the known to be exchanged for the unknown. These conditions are not liked by people (Clarke: 1994: 15). According to Clarke (1994: 15) the worst case scenario is when dramatic change takes place and the right attitudes and climate are not developed. If such changes or transformation go together with conflict, tension, uncertainty and frustration could be expected.

According to Rusaw (1998: 28) organisational transformation refers to changes that organisations undergo as a result of careful problem diagnosis, strategy planning, solution implementation, assessment and follow-up. Organisational transformation processes aim to improve the Department of Labour's functioning both in the present and the future by correcting dysfunctional systems or processes.

Transformation in any organisation is almost never met with enthusiasm but rather with resistance. For the Department of Labour to restructure itself or to rejuvenate, it needs to transform. Improving service delivery in the Department of Labour cannot happen without transforming from the old to the new. Resistance to transformation is also made worse by obstacles to transformation that surface when change is proposed. Resistance to change and transformation can seriously jeopardize service delivery if not managed correctly. The challenge for the Department of Labour is to be able to ensure that resistance to change and transformation is managed effectively. Obstacles to transformation will now be discussed.

5.9.1 Obstacles to transformation

During transformation certain obstacles appear. The following obstacles to transformation can be identified:

a) political behaviour is a natural characteristic of organisations, both in present and future situations. During the transitional phase the political dynamics become even more intense. Uncertainty associated with change and transformation creates confusion that in turn leads to increased political activity. Individuals and groups act in terms of their perception of how change will influence their *power* in the organisation (Van der Waldt & Helmbold: 1995: 98). As people fear that they will lose their power, it increases resistance to transformation.

b) *resistance to transformation* is a natural human emotion. People fear what is not known. Resistance to transformation should be managed carefully as it can give rise to outcomes such as poor performance and absenteeism (Van der Waldt & Du Toit, 1997: 259). As discussed earlier in Chapter 5 in transformation and change in the Department of Labour, some of the employees that participated in the questionnaire on Organisational Functioning (OF) indicated that transformation has taken place too quickly and that change can only be negative.

c) transformation disrupts the normal course of events within an organisation and undermines existing management control systems. It could thus happen that *control* is lost during the transformation process (Van der Waldt & Du Toit, 1997: 259-260). The majority of employees that participated in the questionnaire on Organisational Functioning (OF) indicated that they think that the Department of Labour is not better equipped to deal with clients after restructuring.

People have different reasons for resisting to transformation. Reasons for resistance to transformation range from fearing the unknown to a lack of knowledge and self-confidence. Reasons for resistance to transformation will now be discussed.

5.9.2 Reasons for resistance to transformation

Transformation means different things to different people. When employees are told of impending change, they almost always think of the effects on themselves. Transformation tends to threaten the investments the employee beliefs that he or she has made in the *status quo*. Resistance doesn't always surface in expected ways. It can be overt, and immediate or it can be deferred (Workplace, 10 May 2000: 3).

Different reactions to change and transformation are a challenge to management and should be handled with great care and consideration. People resist change and transformation for the following reasons (O'Toole, 1996: 161-164):

a)   people *fear* the unknown;

b)   the change may be good for other but not us and people are not happy with transformation if it is not in their own self-interest;

c)   most people are satisfied the way things are;

d)   people fear that they are not up to the new challenge;

e)   people do not know how to change or what to change to; and

f)   the motives of the change agent are regarded as suspect.

The most widely accepted reasons for resistance to change and transformation are (Boyett & Boyett, 1998: 52-56):

a) perceived negative outcome where the individual or group that must change think that they will be negatively affected by the change;

b) fear of more work where employees perceive that the transformation will result in their having more work to do and less opportunity for rewards;

c) habits that must be broken because transformation requires that employees alter long-standing habits;

d) lack of communication when employees are left to wonder and speculate the when, where, how and the why of transformation;

e) failure to align with the organisation as a whole including the organisation's structure, systems, technology, core competencies, employee knowledge and skills, and cultures which are not aligned and integrated with each other; and

f) employee rebellion illustrated by the perception that change will be forced upon them.

Four broad areas of resistance to change and transformation are identified by Blundell & Murdock (1997: 150):

a) *individuals* in the organisation might resist transformation for a number of reasons associated with their own experience, personality or attitudes;

b) the actual *system or technology* involved in carrying out the work may be ill-suited to accommodate transformation;

c) the culture of the *organisation* may be impervious to change; and

d) the way *power* is *distributed* in the organisation may mean that change is hard to bring about.

There is however means to overcome resistance to transformation. The following means to overcome resistance to transformation are suggested (Kanter, 1989: 150):

a) if a proposal for transformation is *pilotable* it implies that it can be tried out on a smaller scale and this helps to overcome opposition;

b) if the proposed transformation can be changed back or be *reversed* to how things were before the transformation then people are more willing to agree to it;

c) a proposal can be *divided* into separate parts, then a problem affecting one aspect would not jeopardise the whole proposal;

d) the more *tangible* the proposal is the more people can get a feeling for it. Intangible or abstract proposals are more easily deflected or put off;

e) the proposal should be expressed in a way which people can *understand* and appreciate. The vision should be within the grasp of the recipients;

f) if possible the transformation should *fit* with the policies and practice of the organisation; and

g) a project which generates *favourable publicity* either inside or outside the organisation is more likely to find favour.

The idea of selecting a pilot project is also supported by Rusaw (1998: 53) who suggests that before initiating transformation, it is essential to try out a strategy and assess its overall effectiveness in achieving objectives. Pilot-projects are small-scale demonstrations of how interventions can be expected to work. The following are important characteristics that will produce successful pilot-projects (Rusaw, 1998: 53):

a)   *select a pilot area that has a fairly well working organisation;*

b)   *consider multiple pilots* by having more than one unit testing the intervention will provide a basis for comparing what works under what conditions; and

c)   *develop effectiveness criteria* for evaluating the pilots with respect to the objectives they are designed to achieve.

The Department of Labour encountered resistance to change. According to Booysens (2000: 5) highly qualified inspectors from the Department of Labour took their own Department to court. The inspectors stated that their court action is a result of maladministration and a lack of health and safety services. According to the inspectors the restructuring process involved employees who previously worked under different directorates and will be all doing the same work now (Meyer, 2000: 7). Inspectors of the Department of Labour were also of the opinion that the restructuring process in the Department of Labour resulted in poor service delivery, maladministration of the Occupational Health and Safety (OHS) Directorate's budget and highly qualified inspectors doing menial jobs (Booysens, 2000: 5).

Change and transformation in the Department of Labour can be managed through a process. The management of change and transformation consists of

four steps, namely, determining the need for change; analysing the current reality; describing the ideal future; and the strategic plan. These four steps will be discussed next.

5.10 MANAGEMENT OF TRANSFORMATION: THE PROCESS

The management of change and transformation process in the Department of Labour consists of four broad steps namely, determining the need for change; analysing the current reality; describing the ideal future and the compilation of a strategic plan for the organisation.

5.10.1 Determining the need for transformation

Before any process of the transformation could start, the question should be asked whether transformation is really necessary. Transformation would be futile simply for the sake of changing. As the external as well as the internal environment are constantly changing, most organisations will be required to transform more than once during the existence of the organisation (Van der Waldt & Du Toit, 1997: 254-255).

During the late eighties and early nineties it was clear that major changes in all spheres of the environment were irreversible. Besides political, economical and social changes, there was a drastic need for the revamping of the whole of the public service as well (Nel, 1997: 62-67). The Department of Labour (then Department of Manpower) was also in line for major changes. Discriminatory legislation administrated by the then Department of Manpower, poor and inadequate services as well as non-transparent management were only some of the challenges facing the Department of Labour (Douwes Dekker, 1996: 1-2). From the above it can be concluded that there was a definite need to transform the Department of Labour in order to align to new challenges posed by the

change of power in the Government in 1994. After realising the need for transformation, the current reality should be evaluated first.

5.10.2 Analysing the current reality

In order for any organisation to transform it first needs to analyse the current situation. The result of transformation can only be evaluated if the initial point of departure is known. The bleak reality facing the Department of Labour before it started its transformation process, included the following aspects (Douwes Dekker, 1996: 4):

a)   a lack of representivity in terms of race, gender and disability;

b)   lack of popular legitimacy;

c)   poor and discriminatory service delivery, especially for the black majority;

d)   centralised control and top-down management;

e)   lack of public accountability and transparency;

f)   absence of effective management information systems, essential for successful planning;

g)   low productivity and wasteful duplication of activities;

h)   low pay and morale, especially amongst the lowest and predominantly black echelons;

i)   conflicting labour relations; and

j)   a lack of professional service ethos.

Deducting from the above it is clear that the Department of Labour had in fact no choice but to transform. Government departments cannot be put out of business, as is the case with private organisations. Top management in the Department realised that drastic changes were necessary.   Part and parcel of the management of the change process is to describe the ideal future for the Department of Labour. If the current situation is not desired, the ideal future should be defined and described. The ideal future as part of the management of the transformation process in the Department of Labour will be described next.

5.10.3 Describing the ideal future

Van der Waldt & Helmbold (1997: 100) are of the view that it is difficult to manage in the direction of something if people do not know what that something is. Direction must therefore be provided for the management of change and transition. The following steps that may be taken when describing the ideal future (Van der Waldt & Helmbold, 1997: 100):

a)   develop a process or strategy of change as comprehensively as possible;

b)   formulate an announcement which spells out what effects the change will have on various parts of the organisation and on its people;

c)   maintain a lasting vision and avoid unnecessary amendments; and

d)   communicate repeatedly with personnel by making use of a variety of means.

People need to be convinced that transformation will benefit them personally as well. Harrison (1999: 9) argues that people should be encouraged to voice their

concerns openly. People will feel much more comfortable about any change if they know they have the opportunity to provide their input – negative as well as positive. Encouragement to voice concerns will partly eliminate resistance to transformation.

For transformation to be successfully implemented it needs a strategic plan. The importance of the strategic plan will now be discussed.

5.10.4 The strategic plan

According to Griffin (1987: 138), strategy can be defined as the pattern of the organisation's goals and major policies and plans it has for achieving these goals, stated in a way that defines what type of business the organisation is in or wants to be. Strategic planning is defined as matching organisational objectives and capabilities to the anticipated demands of the environment so as to produce a plan of action that will assure achievement of objectives (Fox & Meyer, 1995: 123).

From the above it can be concluded that strategic planning is then the process of developing strategies that suits the Department of Labour best. When assessing strategic planning in the public sector, the uniqueness of the public sector should not be forgotten. The public sector operates in a unique and specific context that bears little or no resemblance to the private sector.

In February 1997, the Department of Labour issued their Strategic Plan for the period: 1997-2000. The purpose of the Strategic Plan was to provide a basis for a systematic and deliberate process of transformation of the Department. This Plan served a dual purpose, on the one hand it served as a strategic plan, but on the other hand it also served as a transitional management plan (Department of Labour, Strategic Plan, 1997-2000: February 1997: 1-3).

The Department of Labour identified the following objectives as priority objectives (Strategic Plan for 1997-2000, 1997: 21):

a)   promote economic efficiency and productivity;

b)   promote the level of relevant skills in the Labour Market and prevent the loss of skills;

c)   support the creation of opportunities for employment;

d)   promote collective bargaining and sound labour relations;

e)   promote equity in employment and eliminate workplace discrimination;

f)   ensure reasonable wage levels and prevention of exploitation of labour in line with the level of development of the country;

g)   ensure health and safety in employment and adequate care and benefits for occupational illness or injury in employment; and

h)   ensure efficient and adequate unemployment insurance.

Identifying a target population as part of any strategic plan is crucial to the success of the plan. The following target population were identified by the Department of Labour (Strategic Plan for 1997-2000, 1997: 22):

a)   the unemployed;

b)   the working poor earning less than the Household Minimum Level;

c)   organised workers;

d)   unregistered unions;

e)   unorganised workers (including vulnerable workers);

f)   organised employers; and

g)   small, medium and micro enterprises/employers.

Another component of the strategic plan is the values that are practised by the particular organisation. According to Swanepoel *et al.* (2000: 82) values can be described as the explicit or implicit conceptions of the desirable held by an individual or a group; they are concerned with what " should be" and are normative standards by which human beings are influenced when choosing between alternatives.

Robbins (1980: 26) states that all administrators have a philosophy or a value system which prioritises basic convictions. The value system guides the way that administrators deal with organisational problems by assessing what is a desirable or preferred action. Robbins (1980: 26) is of the view that an individual's value system is determined by cultural norms and the education and experience that he or she has been exposed to. The individual value system, when combined with the unique history of the organisation, determines an administrator's behaviour.

Flynn (1997: 163-164) is of the opinion that without shared values, service delivery cannot be of high quality and consistent. The result of an organisation operating without shared vales, will be a high turnover of staff especially if they are poorly paid and uncommitted to their organisation.

The following values should govern the conduct of public officials (Schwella *et al.*1996: 15-18):

a)   constitutionalism which requires that all actions by public officials should be according to the constitution of the country;

b)   democratic values such as representation, legitimacy, transparency and accountability;

c)   economic values such as effectiveness, efficiency and productivity; and

d)   other values such as social equity, rule of law, professionalism and entrepreneurship.

The values that govern the conduct of public officials should also be in line with the values of the Republic of South Africa. The Republic of South is one, sovereign, democratic state founded on the following values (Constitution of the Republic of South Africa Act, 1996, (Act 108 of 1996), section 1):

a)   human dignity, the achievement of equality and the advancement of human rights and freedoms;

b)   non-racialism and non-sexism;

c)   supremacy of the constitution and the rule of law; and

d)   universal adult suffrage, a national common voters roll, regular elections and a multi-party system of democratic government, to ensure accountability, responsiveness and openness.

In reflection of the history of having a discriminatory government and the provision of benefits to only a small minority of the population of South Africa, it is crucial that the values in the new dispensation should be non-racist, non-sexist and be open to all beliefs (Reconstruction and Development Programme, RDP, 1994: 2-3). In conclusion to the above it can be said that as a Department that has a very significant impact on the lives of the general public, it is of the utmost importance that the values of the Department of Labour be aligned to the values of the society that they serve.

On 29 June 2000, the Director-General of the Department of Labour, outlined the priorities as stipulated in the Department's Strategic Plan for 2000-2004. Priorities according to the Department of Labour Strategic Plan, 2000-2004, 2000: 2-6) include the following:

a)   employment and skills development;

b)   vulnerable sectors;

c)   employment equity;

d)   legislative review;

e)   occupational Health and Safety;

f)   new policy initiatives;

g)   social partnership; and

h)   internal transformation and restructuring.

What is clear from the above is that the Department of Labour will build on the foundations of the achievements of the first programme of action of the Ministry of Labour from 1994 and the Department's strategic plan from 1997-2000. When implementing change and transformation, people react differently to proposed changes. There are various reasons for the different reactions. The necessary ingredients for successful transformation will now be discussed.

5.11 THE NECESSARY INGREDIENTS FOR SUCCESSFUL TRANSFORMATION

For any process of change and transformation certain actions or initiatives should be present. According to Anstey (1999: 345) transformation implies 'managed' rather than random change, and, if it is to be effective, it requires a customer-centred vision and direction, a focused mobilisation of energies, a 'learning' mindset, and a capacity to align organisational structures, systems, processes and culture and decision- making energies. The following crucial steps for successful transformation management can be identified (Harrison, 1999: 9-10):

a)   get everyone involved from an early stage;

b)   encourage people to voice their concerns openly;

c)   through the involvement of critics they are allowed to get a sense of responsibility and trust that will help them to develop a sense of ownership for the project;

d)   speak of vision, not "strategy". Communicate the organisation's vision for change;

e)   don't try to bargain; and

f)	show people what's in it for them.

The following should serve as guidelines for the management of transformation (Visagie, 1994: 3-4):

a)	take note of the need for transformation but realise that people are involved and that they may see it as a threat;

b)	leave enough room for supervisors to manage;

c)	practise two-way communication;

d)	keep all communication channels open for both supervisors and workers;

e)	be prepared to repeat in public what was said behind closed doors. Do not say one thing to the one party and another to the other party;

f)	never communicate with shop stewards of unions alone. Always communicate with all employees;

g)	employees must be enabled to question values, suppositions and stereotypes; and

h)	introduce continuous education and re-education programmes where employees are made aware of the necessity for change.

a)	*Words without practise have little meaning*. Learning should be guided through practise and presentation without action is a recipe for disaster.

The following recommendations for the successful implementation of transformation is made (Boyett & Boyett, 1998: 56-72):

a)   establish a need to transform;

b)   create a clear compelling vision that shows people how their lives will be better;

c)   go for true performance results and create early wins;

d)   communicate, communicate and communicate some more;

e)   build a strong, committed guiding coalition that includes top management; and

f)   remember that people do not resist their own ideas.

Concluding from the above it can be said that there is no single right strategy for the implementation of transformation. Organisations should rather consider their own unique circumstances and adopt a policy that suits their needs best. The one factor that however stands out is communication. The importance of effective communication can never be overemphasised. For transformation to succeed a carefully study of all the factors involving successful communication should be made.

Changing circumstances in the Department of Labour should also be reviewed on a continuous basis. Provision should be made for corrections and delays. These corrections and delays should be communicated to all staff in the organisation. Uninformed staff will lead to resistance to the process and possible sabotage of the process of transformation.

5.12   CONCLUSION

Change can be described as the movement that leads to a different position or direction and can be a planned or unplanned response caused by internal or external factors. Transformation can be defined as the process of a system that change input into output or the movement from one position to another.

In this Chapter the paradigm shift that was made by the Department of Labour was discussed together with the role of the public manager as a transformation agent. Obstacles to transformation were identified and the reasons for resistance to change and transformation were analysed. Management of change and transformation can be divided into four broad steps, namely, determining the need for change, analysing the current reality, describing the ideal future and compiling a strategic plan for the organisation. During the process of change and transformation multi-cultural aspects of the organisation should also be taken into account.

The following Chapter will provide the reader with an evaluation of restructuring and transformation to enhance service delivery in the Department of Labour.

CHAPTER 6

RESTRUCTURING AND TRANSFORMATION TO ENHANCE SERVICE DELIVERY IN THE DEPARTMENT OF LABOUR: AN EVALUATION

In this dissertation restructuring and transformation to enhance service delivery in the Department of Labour was discussed. Chapter 1 stipulates the frame of reference, the problem statement and the method of research that are followed for this dissertation. The terms of reference applicable to this dissertation are defined in Chapter 1. A structure of the remaining chapters is also given.

Chapter 2 contains the establishment and development of the Department of Labour. Attention is given to the role and purpose of government in South Africa. The vision and mission of the Department of Labour are discussed and the structure of the Department of Labour is explained. Lastly, the Programme of Action for the period: 1994-1998 as well as the Programme of Action for the period: 1999-2004 of the Department of Labour is discussed.

If the mission is not adapted when external and internal environments change, it may seem as if the Department of Labour is without direction and this could very easily filter through to staff with negative effects. The mission and vision of any organisation are tools used by staff to follow and even predicted the future of their organisation.

The vision relates very closely with the mission statement of the Department of Labour. The same objectives stated in labour legislation that apply to the mission, also applies to the vision of the Department of Labour. It is evident that the extent of the Department of Labour's activities has increased tremendously in the past 30 years. The Department of Labour has moved from an organisation that caters only for a small minority, to an organisation that caters for all the people of South Africa.

The Reconstruction and Development Programme (RDP) is also discussed in Chapter 2. The Reconstruction and Development Programme (RDP) is an integrated, coherent and socio-economic policy framework with the purpose of mobilising people and South Africa's resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future. The Reconstruction and Development Programme (RDP) emphasises that the eradication of apartheid and the building of a democratic, non-racial and non-sexist future cannot be achieved if the ethos of the public sector is not one of being professional and willing to serve the people of South Africa. The Reconstruction and Development Programme (RDP) serves as the point of departure for the restructuring and transformation process in the South African Public Service and in particular the Department of Labour.

In Chapter 3 the changing external framework of the Department of Labour is assessed. The Department of Labour is influenced by the following external environments, namely, political and legislative, economical, technological and the social environment.

The increased numbers of enquiries and complaints reported to the Department of Labour poses a serious threat to the quality of services rendered to members of the public especially if the number of staff is not also increased. It could be argued on the other hand that the increase in enquiries and complaints was a result of more productive and better trained staff as well as a better informed public that knows their rights in terms of the new dispensation.

Change in the technological framework leads however to job uncertainty and a fear of being unemployed. Changes in the technological environment are often wrongly perceived as a threat instead of an opportunity. Changes cannot be stopped and should be welcomed for the positive transformation that it brings to the work environment.

The Department of Labour does not function in isolation and therefore its macro-environment should be analysed. The macro-environment of the Department of Labour is one that is ever changing. The challenge for the Department of Labour is to anticipate these changes and use them as opportunities. The external environments will never be perfect but this should be seen as an opportunity rather than a threat.

Chapter 4 deals with service delivery and commitment to clients in the Department of Labour. In Chapter 4 the outcome of the questionnaires on Organisational Functioning, Monitoring of Staff Turnover and Employment Equity was evaluated. The status of service delivery in the South African Public Service and in particular the Department of Labour was discussed.

October 1997 saw the publication of the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997). The purpose of the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997) is to set down a policy framework and a practical strategy for the implementation of transformation of service delivery in the public service.

Various authors support the view that the public service differs from private sector firms in a number of important aspects, including that public service organisations are not geared towards the maximisation of profit through the production and distribution of goods and services. The client base of the South African Public Service is the community, not simply customers. In the private sector, the demand and supply of goods and services are an indicator of the success and relevance of the organisation. For public services, especially those where government exercises a monopoly, communities cannot use buying power to indicate preferences. Excellence in service delivery is therefore of vital importance.

According to the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997), eight principles of service delivery are set down. The principles are consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

The questionnaires on Organisational Functioning (OF), Monitoring of Staff Turnover (MST) and Employment Equity (EE) emphasised the following deductions:

a)   the majority of the employees indicated that after restructuring they are not better equipped to deal with clients;

b)   the majority of the employees were of the opinion that the workload has increased;

c)   most of the employees try to influence their colleagues to implement the White Paper on Transforming Public Service Delivery, 1997, (Notice 1459 of 1997);

d)   only 27.6% of the employees are proud of the quality of service rendered by their province;

e)   the majority of the employees indicated that service delivery can be improved;

f)   noteworthy is the fact that employees seem to be aware of the importance of clients;

g)   overall, the importance of clients is recognised by employees;

h)   an area of concern is the fact that only 48.2% of the employees are proud to tell other people that they work for the Department of Labour. The logical conclusion would be that the other 51.7% are ashamed of working for the Department of Labour;

i)   the majority of staff are committed to the Department of Labour and is willing to do more than what is expected of them; and

j)   the fact that only 62.1% of the employees understand and under scribe the Batho Pele principles is a matter of concern. The question would be what about the other 37.9%? The successful implementation of transformation and change through improved service delivery could be seriously jeopardised if 40% of the employees do not understand and under scribe the Batho Pele principles.

Chapter 5 evaluates the management of transformation in the Department of Labour. Transformation entails the move that an organisation makes to start virtually from scratch. Transformation as a paradigm shift is discussed. A paradigm shift usually requires a completely different way of thinking and rethinking. A paradigm shift is usually met with high resistance.

Transformation in any organisation demands a catalyst or a transformation agent. The obstacles to transformation and reasons for resistance are also discussed. As a result of the complexity of mankind, people do not deal with change uniformly. People react differently to circumstances. We are unequivocally shaped by our values, beliefs, norms and our education. For this exact reason race, gender and religious factors should be consirdered when designing the organisational change strategy.

Attention was also given to the management of the process of transformation. The process of transformation consists of four broad steps, namely, determining

the need for change, analysing the current reality, describing the ideal future and the compilation of the strategic plan.

Employees from different backgrounds will react differently to the process of transformation. Great care should thus be taken with the implementation of the change and transformation process. Gone are the days when the holding values of a small minority constituted the values of the organisation. Different opinions, norms and values should be respected in order to successfully implement change in any organisation. It is especially true in an organisation like the Department of Labour whose staff comes from all spheres of life. Managing a diverse staff component should be seen as a resource rather than a liability. Knowledge and experience from diverse cultures should be acknowledged and used to strengthen the organisation even further. There is no single right strategy for the implementation of transformation. Organisations should rather consider their own unique circumstances and adopt a policy that suits their needs best. The one factor that however stands out is communication. The importance of effective communication can never be overemphasised.

Changing circumstances should also be reviewed on a continuous basis. Provision should be made for corrections and delays. These corrections and delays should be communicated to all staff in the organisation. Uninformed staff will lead to resistance to the process and possible sabotage of the process.

The following statements regarding change and transformation, training, working climate and communication can be deducted from Chapter 5:

a)   employees regard change as necessary for progress;

b)   the majority of employees coped well with change and transformation in their provinces;

c) the majority of employees accepted the changes;

d) however, the majority of employees from the Business Unit: Inspection & Enforcement Services (IES) are of the opinion that their business unit is not better equipped to deal with clients after restructuring;

e) employees indicated that transformation has taken place too quickly;

f) according to the responses gathered from employees that completed the exit interviews when they departed from the Department of Labour, the majority indicated that the Department of Labour played a significant role in the development of their skills;

g) employees agreed that training can improve service delivery;

h) some of the training that employees received were not relevant to their work;

i) all staff members from the Business Unit: Inspection and Enforcement Services (IES) are not fully trained;

j) the majority of employees indicated that discrimination still exists in the Department of Labour;

k) the majority of employees get on well with each other;

l) levels of trust are however low, between employees themselves and also between employees and provincial management;

m) only half of the employees that completed the questionnaire enjoyed working for the Department of Labour;

n)   the majority of employees indicated that communication can be improved between Head Office and provincial management, and also between provincial management and lower levels of management; and

o)   employees indicated that the restructuring process was not communicated well.

In conclusion, the dissertation focused on restructuring and transformation to enhance service delivery in the Department of Labour. A question mark however remains whether or not service delivery was enhanced through restructuring and transformation as the majority of the respondents that participated in the empirical research study responded in the negative on the question that their Business Unit: IES is now better equipped to deal with clients. The majority of the participants in the study also indicated that their workload has increased and that all staff members in the Business Unit: IES are not fully trained. This dissertation does not claim to represent the majority of employees in the Business Unit: IES and therefore it is not possible to say unequivocally that service delivery was not enhanced. Restructuring and transformation to enhance service delivery in the Department of Labour is a medium to long-term process. Results will not be available immediately and the process should be designed to rectify mistakes and to keep the system of enhanced service delivery on track. Excellence in service delivery will truly introduce a new era in service delivery for the Department of Labour.

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ANNEXURE A

QUESTIONNAIRE ON ORGANISATIONAL FUNCTIONING

INSTRUCTIONS

This questionnaire is intended to obtain information on the Restructuring and Transformation process in the Business Unit: Inspection & Advisory Services, Gauteng South as well Gauteng North.

The results of this questionnaire will be used for study purposes and will also be available to the Head Office of the Department of Labour.

Employees may have different opinions on various matters; please give your own opinion, since this will help to give an accurate reflection of your working situation.

Do not write your name on the questionnaire. All information supplied will be treated strictly confidential.

A. BIOGRAPHICAL INFORMATION

1. **How many years in total have you been employed by the Department of Labour?** ....

2. **How long have you been employed by the Business Unit: Inspection & Enforcement Services (IES) or with the previous sub-directorates: Labour Relations / Occupational Health and Safety or Unemployment Insurance?**
    ....years ....months with Business Unit: IES
    ....years...............months with the above mentioned sub-directorates

3. Indicate the level of your job.

Middle Management (Deputy/Assistant Director)	1
Supervisory Level (Senior Administrative Officer/Administrative Officer)	2

B. GENERAL

For each statement encircle a number which best reflects your opinion.

Encircle only the appropriate number in the block next to the question.

Use the following scale 1 = not at all 2 = little 3 = a certain amount 4 = a considerable amount 5 = a great deal	No -Yes
4. I am aware of the 15 Point Programme of Action (1999-2004	1 2 3 4 5
5. I agree with the mission and vision of the Department of Labour	1 2 3 4 5

C. WORKRELATIONS, COMMUNICATION AND WORK CULTURE

For each statement encircle a number that reflects your opinion.

Encircle only the appropriate number in the block next to the question.

Use the following scale 1 = not at all 2 = little 3 = a certain amount 4 = a considerable amount 5 = a great deal	No - Yes
6. My Business Unit is better equiped to deal with clients after the recent institutional restructuring	1 2 3 4 5
7. I regard change necessary for progress	1 2 3 4 5
8. I understand and under scribe the principles of Batho Pele	1 2 3 4 5
9. The clients of the Department of Labour are important to me	1 2 3 4 5
10. I am committed to my work at the Department of Labour	1 2 3 4 5
11. Communication can be improved between Head Office and Provincial Offices	1 2 3 4 5
12. I cope well with change in my workplace	1 2 3 4 5
13. I strive towards effective Service Delivery in my workplace	1 2 3 4 5
14. I treat all clients of the Department of Labour with respect	1 2 3 4 5
15. I try to persuade my colleagues to implement the Batho Pele principles	1 2 3 4 5
16. I regard my work as important in the Department of Labour	1 2 3 4 5
17. The restructuring process was communicated well	1 2 3 4 5
18. I accepted the change in structure in my Province	1 2 3 4 5
19. I always try to improve service delivery	1 2 3 4 5
20. Communication can be improved in the Department of Labour	1 2 3 4 5
21. I try to improve relationships with all our clients	1 2 3 4 5
22. I am willing to give extra effort at my workplace	1 2 3 4 5
23. E-mail & the Intranet are effective ways of communication	1 2 3 4 5
24. The Department of Labour is better equiped to deal with their clients after the recent institutional restructuring	1 2 3 4 5
25. Communication is effective in the Department of Labour	1 2 3 4 5
26. I am proud to tell other people that I work for the Department of Labour	1 2 3 4 5

27. Staff training can improve service delivery	1 2 3 4 5
28. I receive frequent feedback on decisions taken at meetings	1 2 3 4 5
29. My work load has been increased over since the institutional restructuring	1 2 3 4 5
30. In my Province a sound relationship exists between top management and lower levels of management	1 2 3 4 5
31. Transformation has taken place to quickly	1 2 3 4 5
32. All staff in the Business Unit: IES are fully trained	1 2 3 4 5
33. The Business Unit: IES as a one-stop service is functioning better than when these services were separate	1 2 3 4 5
34. I get on well with my colleagues	1 2 3 4 5
35. Provincial management make serious efforts to communicate effectively with staff	1 2 3 4 5
36. I am proud of the general quality of services rendered by my Province	1 2 3 4 5
37. I trust the people with whom I work together	1 2 3 4 5
38. Service delivery to our clients can be improved	1 2 3 4 5
39. Change can only be negative	1 2 3 4 5
40. I take extra care when assisting clients that are illiterate	1 2 3 4 5
41. The frequency of training has improved in the last 5 years	1 2 3 4 5
42. I shall do more than is expected of me to help the Department of Labour to achieve success	1 2 3 4 5
43. I trust the Provincial Management	1 2 3 4 5
44. The training that I receive are applicable to my job	1 2 3 4 5
45. In the Department of Labour problems are being discussed openly and an attempt is made to solve problems instead of gossiping and blaming each other	1 2 3 4 5
46. I enjoy working for the Department of Labour	1 2 3 4 5
47. I view change as necessary for Provincial development	1 2 3 4 5
48. I feel that Provincial management really understands the day to	1 2 3 4 5

day problems facing their staff	
49. The importance of effective service delivery are reflected by the actions of all staff members	1 2 3 4 5
50. I feel that Provincial management are committed to improve the working environment of their staff	1 2 3 4 5
51. The working climate of the Department of Labour is non-racist and non-sexist	1 2 3 4 5
52. Training should take place more often	1 2 3 4 5

Please characterise your interactions with your colleagues with respect to each of the adjective pairs listed below. For each pair of adjectives circle the number that best describes the nature of your interactions with them. The closer the number to an adjective at either end of the scale (1 or 5), the stronger you believe that adjective applies to your interactions with your colleagues. Circle 3 if you are uncertain.

My interactions with my colleagues are:

53. **Competitive**	1 2 3 4 5	cooperative
54. **Guarded (closed)**	1 2 3 4 5	frank (open)
55. **One-way**	1 2 3 4 5	two-way
56. **Blaming**	1 2 3 4 5	problem-solving
57. **Confusing**	1 2 3 4 5	clear
58. **Relaxed**	1 2 3 4 5	tense
59. **Attentive**	1 2 3 4 5	inattentive
60. **Informative**	1 2 3 4 5	uninformative

C. GENERAL COMMENTS

ANNEXURE B

REPUBLIC OF SOUTH AFRICA

S4/P

ENQUIRIES: Mr. Jan Faber
TEL. NO: (012) 309 4527

FAX.NO: (012) 309 4749

**DEPARTMENT OF LABOUR
CHIEF DIRECTORATE: HUMAN
RESOURCES MANAGEMENT
PRIVATE BAG X117
PRETORIA
0001**

2000 -01- 1 9

TO: CHIEF DIRECTORS, DIRECTORS AND HEADS OF DIVISIONS IN HEAD OFFICE
      THE COMPENSATION COMMISSIONER
      THE UNEMPLOYMENT INSURANCE COMMISSIONER
      THE PROVINCIAL DIRECTORS
      THE DIRECTOR: INDLELA

PERSONNEL CIRCULAR MINUTE NO C 1 OF 2000

MONITORING OF THE STAFF TURNOVER WITHIN THE DEPARTMENT

1.   A concern was raised by management regarding the high staff turnover within the Department and requested that exit interviews be conducted with employees who terminate their services with the Department in order to determine the reasons why staff are leaving the Department.

2.   As a result of the above concern, the need to monitor the number and reasons for the high turnover was identified in order to establish preventative measures to minimise this tendency where possible. For this purpose, an exit interview questionnaire has been developed and is attached for your information and implementation. You are therefore requested to personally ensure that the relevant questionnaire is completed by all officials leaving the Department, or by the direct supervisor in those instances where the employee is not available to complete the questionnaire.

3.   The completed exit questionnaires must be attached to the resignation forms/letters and submitted to the Deputy Director: Management Support Services at Head Office. Nil returns must also be submitted on a monthly basis not later than the 5th of the month following the month in which no staff turnover occurred, please.

4.   Your co-operation in the submitting of these questionnaires betimes is appreciated

Acting Director-General: Labour
EXITEXTX/JF

EXIT INTERVIEW QUESTIONNAIRE

DEPARTMENT OF LABOUR

Dear Colleague

With your intention of leaving the service of the Department it would be highly appreciated if you could assist the Department in its survey on its staff turnover. The purpose of this questionnaire is therefore solely to establish why staff leave the Department and to address those reasons of which the Department is not aware off in order to minimise the exodus of the Department's staff. Be assured that your response will be dealt with confidentially and will bear no reflection on any future employment proposition. Thanking you in advance for your valuable time to complete this questionnaire.

Surname:..

First name(s):..

Rank:...

Salary notch: R....................................

Persal no:..

Office:...

Last day of service:.............................

1.   **What is the reason(s) for leaving the Department?**

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....
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....
....
....
....

2.   **What role did the Department play in your skills development?**

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....

3.   **Would you recommend anybody to join the Department, if not, why?**

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....

4. **Do you think that the Department delivers client centered services, if not, why?**

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....

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5. **What changes would you like to see in the Department?**

....

....

....

6. **Would you return to the Public Service and the Department in particular in the future if given a chance?**

....

....

....

7. **What is the nature of the organisation that offered you employment e.g. cooperate, parastatal etc.**

....

_**NB!**_ **Please feel free to attach any further comments/inputs that you would like to submit or wish to make to enhance the Department's image.**

**To be completed by the relevant office:**

1. **Comments/inputs by supervisor:**

....

....

....

2. **Would you re-employ the officer concerned, if not, why?**

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....

<u>*To be completed by Head Office*</u>:

Comments by the Directorate: Human Resources Management:

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EXITINT/JF

ANNEXURE C

REPUBLIC OF SOUTH AFRICA

ENQUIRIES: MS B NONG
TEL NO: (012) 309 4477
FAX NO: (012) 309 4749

DEPARTMENT OF LABOUR
DIRECTORATE: HUMAN
RESOURCES MANAGEMENT
PRIVATE BAG X 117
PRETORIA
0001

2000 -03- 0 9

TO :   CHIEF DIRECTORS AND HEADS OF DIVISIONS IN HEAD OFFICE
THE COMPENSATION COMMISSIONER
THE UNEMPLOYMENT INSURANCE COMMISSIONER
THE PROVINCIAL DIRECTORS
THE DIRECTOR: INDLELA

PERSONNEL CIRCULAR NO H 1 OF 2000

EMPLOYMENT EQUITY QUESTIONAIRE

The process of developing an Employment Equity plan is in progress. One of the steps is to conduct an analysis. Various research methods are utilized and in this instance a questionnaire was developed for data collection.

All staff are requested to complete the attached questionnaire. It will be appreciated if the Employment Equity Task team members in the various offices could assist in the administration of the questionnaires. In cases where offices are not represented on the Task team, it will be appreciated if officials concerned with HRM matters could assist with the process. The questionnaires must be returned to Head Office on or before 17 March 2000 for attention Ms B Nong, room 404(L).

This matter is extremely urgent and your co-operation in this regard will be highly appreciated.

Λ   DIRECTOR-GENERAL: LABOUR

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA
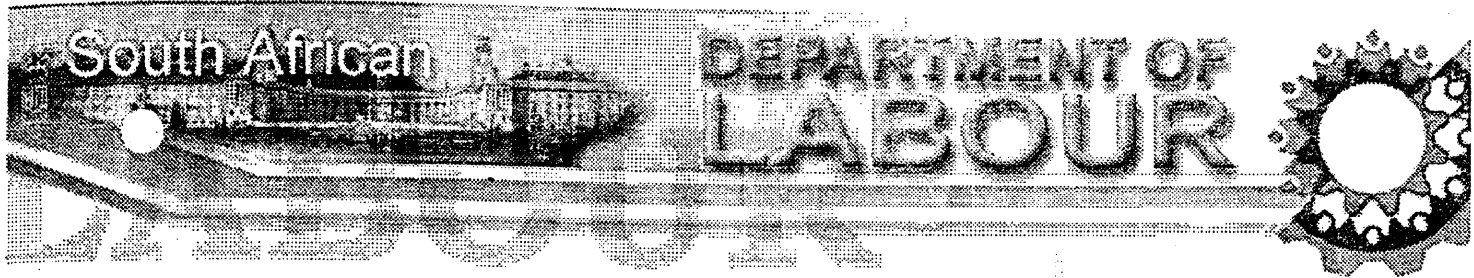
TO ALL STAFF

EMPLOYMENT EQUITY QUESTIONAIRE

WORKING CONDITIONS / CORPORATE CULTURE

THE QUESTIONAIRE SEEKS TO INVESTIGATE HUMAN RESOURCE PRACTICES IN THE CONTEXT OF:

- **WORKING CONDITIONS**

- **CORPORATE CULTURE**

- **JOB ASSIGNMENT AND UTILISATION**

THE ABOVE INFORMATION WILL BE UTILISED AS AN INPUT TOWARDS THE DEVELOPMENT OF THE EMPLOYMENT EQUITY PLAN

BIOGRAPHICAL INFORMATION

Please tick [√]

1. Gender

Male		Female		Other	

2. Age

18-24	
25-34	
35-44	
45-54	
55+	

3. What is your home language?

English	
Sesotho	
Afrikaans	
Setswana	
Sepedi	
Isizulu	
Isixhosa	
Tshivenda	
Ndebele	
Siswati	
Tsonga	
Other	

4. EDUCATIONAL LEVEL

Below Std 10	
Std 10	
Diploma	
Degree	
Post graduate	

5. At which office are you working?

Head office	
Provincial office (Please specify)	
Compensation Commissioner	
INDLELA	
UIF	

WORKING CONDITIONS

Please indicate   the applicable space that apply to you:

1. Are you completely satisfied with the general lay out of your office?

Not at all	Unsure	Reasonably satisfied	Completely satisfied

If   you   are   not   satisfied,   what   would   you   like   to   change?
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………

2. Are you completely satisfied with the location of your office?

Not at all	Unsure	Reasonably satisfied	Completely satisfied

If not, why?
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………

3. Are you satisfied that there is enough air circulation?

Not at all	Unsure	Reasonably satisfied	Completely satisfied

4. Is the entire building accessible to people with disabilities, eg. Passages; lifts; entrance; toilets?

Yes	No

5. Is your office accessible to everybody, especially people with disability?

Not at all	Unsure	Reasonably satisfied	Completely satisfied

6. Are you satisfied that your office has adequate lighting?

Not at all	Unsure	Reasonably satisfied	Completely satisfied

7. Are you satisfied with the rest room facilities?

Not at all	Unsure	Reasonably satisfied	Completely satisfied

If   you   are   not   satisfied,   what   would   you   like   to   change?
………………………………………………………………………………………………

....

....

....

8. Are there facilities for the following?

Breastfeeding rooms	Yes	No
Change rooms	Yes	No
Proper toilet facilities for people with disabilities	Yes	No

9. Is there a childcare facility?

Yes	No

Do you believe it is necessary to have one? If yes why?

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10. Do fixed working hours suite your needs?

Yes	No

Please motivate your answer

CULUTURE AND CLIMATE SURVEY

1. How long have you been working in the department?

1-6mths	
7-11mths	
Between 1-3yrs	
4-6yrs	
7-10yrs	
11 and longer	

2.	When last were you exposed to training?

Last 3 month.	6 months	Year

3.	How do you relate to the vision, mission and objectives of the Department?

YES		NO	

4.	Do you enjoy working for the Department?

YES	
NO	

Please indicate why

5.	Would you describe Leadership in the Department of Labour as

TOP DOWN	
BOTTOM UP	
PARTICIPATIVE	

6.	Given the opportunity, what would you change in the culture and environment of the Department of Labour?

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7. Have you been absent in the last:

3 months	
6 months	
year	

Please indicate the reason

Annual leave	
Sick leave	
Just stayed away	

8. Are there facilities that enhance the employment of deaf and blind people in the Department of Labour?

YES	
NO	

9. What style of Communication is used in the Department?

	MORE OFTEN	LESS OFTEN	NEVER
VERBAL			
WRITTEN			
TECHNOLOGICAL			

----

10. Do you understand the Employment Equity Act?

YES		NO	

Which other policies in the Department would enhance implementation of employment equity?

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11. How do you acquire information in the Department?

By word of mouth	Written communication	Formal training

12. Do you think discrimination exist in the Department of Labour

If yes rate the following in order of priority from 1-5

Racial	
Gender	
Religion	
Disability	
Ethnic	

13. Indicate four key measures that can be adopted to eradicate any form of discrimination?

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14. Are you correctly placed in your current job?

YES		NO	

15. How often do you come to work on time?

MOST OFTEN	
OFTEN	
NEVER	
ALWAYS	

16. Are you always at work?

YES		NO	

CONFIDENTIAL

UTILISATION AND JOB ASSIGNMENT

1. Please give your opinion of how true each of the following statements is by placing a tick (✓) in the appropriate column. Only tick the questions that apply to you:

		STRONGLY AGREE 1	SOMEWHAT AGREE 2	SOMEWHAT DISAGREE 3	STRONGLY DISAGREE 4
1.	The tasks that I perform are well defined to me by my immediate supervisor.				
2.	I participate in decision making and planning on matters relating to my scope of work.				
3.	Job assignments are assigned to me according to the workplans.				
4.	I understand clearly the objectives of my functions in my programme in relation to the objectives of the Department of Labour.				
5.	All tasks that are assigned to me are within my agreed job discription.				
6.	All job assignments are communicated in the official language of the Department.				
7.	My Supervisor/Manager listens to my concerns and acknowledged my ideas.				
8.	I continuously receive necessary training to perform my job assignment efficiently and effectively.				
9.	My performance is appraised on a regular basis and I receive feed back from my supervisor/Manager				

2. Is there an induction and orientation programme for new employees in the Department?

Yes	No

3. Any other comments?

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ANNEXURE D

CUSTOMERS' RIGHTS AND EXPECTATIONS

We commit ourselves to

Be professional and courteous at all times

Provide you with useful labour market information

Provide guidance and assistance regarding our legislation

Offer customer feedback and correction of errors

Describe our services in the service specifications

Provide you with quality service

Ensure that our services are accessible to all our clients

Ensure timeous response to enquiries.

We undertake to render effective and efficient

Inspection and enforcement services

Labour market information and statistical services

Employment and skills development services

Beneficiary services

In return, we expect you to

Co-operate with us and other social partners in joint ventures

To promote our activities

Be honest and responsible

Be fair and reasonable.

If your rights and obligations have not been met contact the manager at your nearest Department of Labour office.