

**EVALUATING THE EFFECT OF THE RATIONALISATION OF POSTS ON
SERVICE DELIVERY - THE CASE OF THE DEPARTMENT OF SPORT,
RECREATION, ARTS & CULTURE (DSRAC), HEAD OFFICE, EC
(2000 -2004)**

BY

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DECLARATION

I, the undersigned, hereby declare that this dissertation is my own original work except for where due acknowledgements are made in the text. It is submitted in partial fulfilment of the requirements for the degree of Master of Public Administration at the School of Public Management and Development, Faculty of Management and Commerce, University of Fort Hare.

I further testify that this research report has never been submitted before and will never be presented to any university or institution of higher learning for a similar or academic purpose.

.....

PATRICK KHUSELO MELANI

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DATE

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DEDICATION

I dedicate this study to my family members and all those who supported me throughout the academic journey.

My mother, for your unwavering love and support.

My late father and sister, may your souls rest in peace.

To the All Mighty for the strength, courage and the wisdom that He always endow me with. He is always my pillar of strength throughout my life.

ABBREVIATIONS

CFO	Chief Financial Officer
CUP	Committee of University Principals
DNE.....	Department of National Education
DPSA.....	Department of Public Service and Administration
DSRAC	Department of Sport, Recreation, Arts and Culture (In the Province of the Eastern Cape)
FHIG	Fort Hare Institute of Government
HOD.....	Head of Department
IMT	Interim Management Team
MEC.....	Member of Executive Council
NEHAWU.....	National Education, Health Allied Workers Union
NSC.....	National Sport Council
PSCBC	Public Service Co-ordinating Bargaining Council
PMDS.....	Performance Management and Development System
PSA	Public Servants Association
PSC.....	Public Service Commission
PU.....	Potchefstroom University
RDP	Reconstruction and Development Programme
SAFA	South African Football Association
SASAWU.....	South African State and Allied Workers Union

SCM.....Supply Chain Management
TBVCTranskei, Bophuthatswana, Venda, Ciskei
UCT.....University of Cape Town
VSPVoluntary Severance Package

ABSTRACT

When the democratic government ultimately ushered in 1994, South Africa had fragmented administrations. Those administrations were governed by different acts. It was imperative that as one country, South Africa had to have an integrated public service. The public service had to be rationalised.

Rationalisation of the public service was mandated by the interim Constitution of the Republic. Its objective was to have one central public service governed by one act with the same working conditions. Prior to rationalisation, South Africa was served by fifteen discrete administrations.

Like any new project, rationalisation of government departments was to have its negative and positive impact on service delivery. The long term objective of rationalisation is to have an integrated public service with the same working conditions as well as promote efficiency in the public service. The study concentrated on the impact of rationalisation of posts at the Department of Sport, Recreation, Arts and Culture during the period 2000 -2004.

The new Constitution envisaged a single public service deployed between a central administration and nine new provincial administrations with the continuance in service of all public servants in the employ of all former governments on the day preceding the implementation of the new Constitution, and with the retention of certain terms and conditions of service guaranteed. The challenges facing the government ranged from uncertainty of the serving public servants about security of their jobs and prospects in the new public service to the admission of those people who had in the past been excluded from joining the public service. The government had to reconcile the fears, anxieties, hopes and expectations of a huge number of people who would place a huge demand on the staffing process. This arrangement affected the DSRAC and other departments as well.

The process of rationalisation had to be implemented within a credible period of time. Speed for the completion of the process was of essence to avert any disruption of service delivery. Given the above explanation, the project of rationalisation was a massive undertaking.

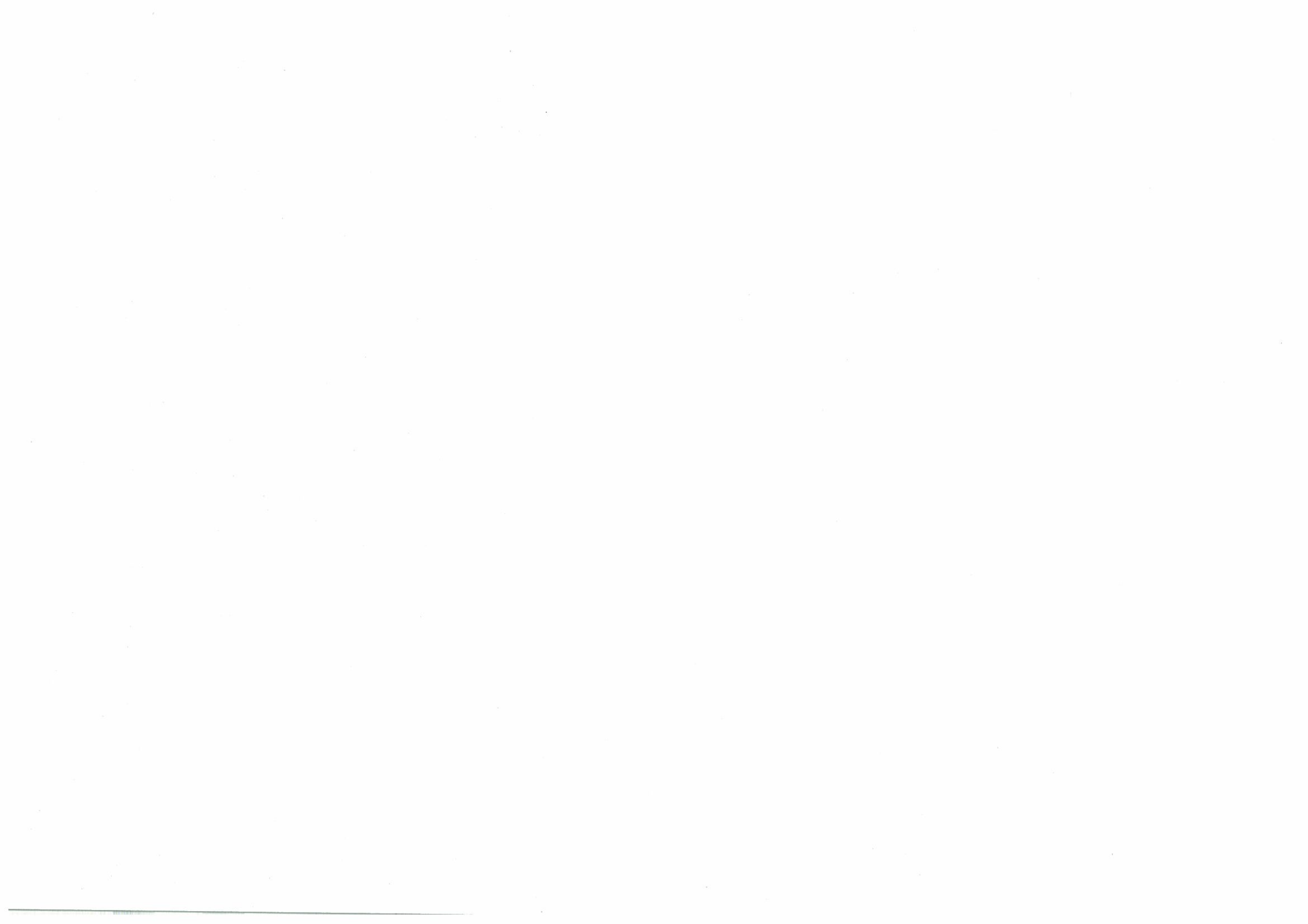


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CHAPTER 1: RESEARCH PROPOSAL

1.1 Introduction

Before the democratic government came into power in 1994, South Africa had eleven systems of government and administrations. These administrations and government included the Republic of South Africa, the TBVC states with six self governing territories of KwaZulu, KaNgwane, Ndebele, Lebowa, Gazankulu and Qwaqwa. This implies that those different administrations and government were governed by different legislation and ordinances. The working and remuneration conditions of public servants from these administrations were different since they were not governed by a single legislation.

Since 1994, the Republic of South Africa has developed into a unitary, yet decentralized state with nine provincial administrations and 283 municipalities. This model of governance is enshrined in Section 40(1) of the Constitution of South Africa 1996. The Constitution further provides for distinctive, interdependent and interrelated spheres of government. The distinctive element refers to the autonomy enjoyed by the spheres or the degree to which each sphere is the final decision-maker on a particular matter that falls within its area of competence. As a unitary state it became necessary to have one single public service with the same conditions, governed by the same act of parliament. The Public Service Act, 1994 (Proclamation 103) was enacted to legitimize the rationalisation of departments and administration. The proclamation provides the legal basis for the absorption of personnel into the new public service. The rationalisation process achieved a milestone by creating a single public service for the Republic of South Africa.

On proclamation of the Public Service Act, 1994, a new provincial administration of the Eastern Cape and the post of Director-General: Provincial Administration: Eastern Cape came into being. In terms of section 3 of the Public Service Act 1994, functions performed by the Provincial Administration of the Cape of Good Hope Regional Services, Ciskei Government Services and Transkei Government Services would be transferred to the new provincial Administration. Thus section 3 sub-section 3 of the Public Service Act, 1994 established the provincial administration of the Eastern Cape as well as

determined its functions. In terms of section 14 of the same act all serving personnel of the three former administrations, Ciskei, Cape of Good Hope and the Transkei, other than the incumbents of the post of Director-General would be transferred to the new administration of the Eastern Cape. Rationalisation, given this background, logically implies that there is a bloated public service which would have to be cut down to accepted levels. The effects of a bloated public service would be high salary bills, excess personnel, no proper control which would lead to inefficiency in the public service. To down-size the public service, the voluntary severance package was introduced and according to section 16(2A) of the Public Service Act 1994, an officer or educator shall have a right to retire from the public service on the date on which the age of fifty five years is attained or any date after that. In essence the retirement age of public servants was reduced to any age from fifty five years upwards.

In the case of departments that exist only at national government level like Foreign Affairs, Home Affairs, Labour, Home Affairs, Safety and Security, Correctional Service, Intelligence, Public Service and Administration to mention but a few, the responsibility for rationalisation rested with the national government. They would rationalise in co-operation with the provincial governments and the Commission on Provincial Government and with due regard to advice of the Public Service Commission (Constitution of the Republic of South Africa Bill 1994:164) The rationalisation of military forces would also rest with the national government while the responsibility for internal rationalisation of a provincial administration would be done by the relevant provincial government. In undertaking the process, due regard of the advice of the Public Service Commission and any relevant provincial service commission should be taken note of.

It is against this background that the provincial departments in the provinces came into being. On its proclamation, the Public Service Act, 1994 established a new set of departments, administrations, offices and services as legal entities forming the basic organisational structures of government at national and provincial levels. Through rationalisation all public servants from different administrations merged into a single administration governed by the same act with the same working conditions. Given this background about the

establishment of the provincial administration and its functions, the study will specifically evaluate the rationalisation of posts in the Department of Sport, Recreation, Arts and Culture in the Eastern Cape and its effect on service delivery during the period 2000 to 2004.

1.2 STATEMENT OF THE PROBLEM

Rationalisation in general was introduced to enhance efficiency and effectiveness in the public service. Rationalisation was a vast undertaking, but in accomplishing rationalisation, time was of the essence. Rationalisation had to be effected as quickly as possible to avert disruption of services. The problem facing the government departments in general and in particular the Department of Sport, Recreation, Arts and Culture was that the process was prolonged. The process of rationalisation of posts in the Department of Sport, Recreation, Arts and Culture has taken more than four years to complete. Rationalisation of posts implies changing the organisational structure. It goes without saying that if the process was prolonged, it caused a huge disruption to the functioning of the department.

The continued review of the departmental organisational structure caused a lot of uncertainty among members of staff. The uncertainty stemmed from the fact that some functions previously performed by the department were outsourced and some were assigned to municipalities. The outsourcing of services and functions reduced the number of posts in the department. The outsourcing of services meant that officers had to re-apply for the new posts created as a result of rationalisation. Officials who could not be absorbed were held additional to the establishment and were referred to as the supernumeraries. The department may not have fully applied the social responsibility during the process of rationalisation. Kroon (1995:91) defines social responsibility as the responsibility that top management has towards all the interest groups inside and outside the organisation. This specifically refers to the top management and the junior staff of the DSRAC.

The supernumeraries did not want to perform any duties as they were not properly placed. The arguments they cited were that they were not certain as to where they would be placed so to them it did not make sense to be

acquainted with a particular job only to be placed elsewhere the following day. They were not certain about their future and as a result they were demotivated. Another school of thought was that the department did not handle the process very well, the excess staff could have been given tasks to perform as they were still on the payroll of the department. The situation was very frustrating to most of them resulting to some coming to work late, some half drunk while others absented themselves regularly. The officials who were additional to the establishment were negotiated for in other departments. That was a process that took more than three years to complete. Some were eventually placed in the Departments of Public Works, Transport and the Premier's Offices. Other officials out of despair resigned from the department. The prolonged process of rationalising posts was unfair to the tax payer because the supernumeraries were paid their salaries for not doing any work.

The department had to continue training officials for the same jobs over and over again. The result was that service delivery suffered and the mandate of the department could not be achieved. The officials were not bound to serve the department for a particular period after completing the training. The rationalisation of posts in the department also led to the skills drain. Some skilled people were lost because of uncertainty and the long period the process took to complete. The uncertainty of officials about their job security, the outsourcing of services to the public entities and municipalities manifested itself in various ways like; the unqualified audit reports for the period under review and the lack of communication between management and staff as cited in the Auditor-General's reports.

1.3 RESEARCH OBJECTIVES

To evaluate the effect of rationalisation of posts on service delivery in the Department of Sport, Recreation, Arts and Culture.

To show how the prolonged and poor management of the process of rationalising posts cost the department skills due to resignations and funds for training officials for the same jobs and to provide remedial action.

1.4 SIGNIFICANCE OF THE STUDY

The study seeks to evaluate to what extent did rationalisation impact on service delivery and whether the department achieved its objectives and the mandate of promoting sport, recreation, arts, culture, museums and libraries in the Eastern Cape province.

The study will further expose how the department of Sport, Recreation, Arts and Culture prolonged the rationalisation process contrary to the recommendations of the Public Service Commission Report on Rationalisation of Public Administration 1994-1996. The Public Service Commission recommended that the process should be done speedily so as to avert disruption of public services.

The failure to comply with this recommendation led to the disruption of services. Officers became supernumeraries who did not come to work regularly, came to work late and some did not want to perform any duties. The study will provide insight to other government departments on how the process should be handled and further serve as a learning curve and provide corrective measures to the managers of other departments as well.

The study will also encourage the formulation of policies with regard to officers that receive training from the government. Officers who received training were not bound to serve the department after completing the courses. The system is open to abuse and as a consequence, policy in this regard needs to be formulated to prevent wastage of government funds. People could be required to serve the department for the duration of the study. This is in line with the Public Finance Management Act, 1999.

The study will give an exposition of rationalisation process in general, its advantages and how it was implemented by the government with specific reference to the DSRAC. This study will also serve as a reflection on rationalisation by the DSRAC in order to improve on the implementation should any need arise.

1.5 RESEARCH METHODOLOGY

Both qualitative and quantitative methods will be used. Quantitative method relies on the research instruments that are used for data gathering and data analysis. In this study the research instrument is the questionnaires. The quantitative method is a useful clear distinction because results are expressed in largely quantitative, statistical terms. Qualitative method places reliance on the skills of the researcher as an interviewer in data gathering.

1.5.1 Research Design

Clear guidelines and easy to follow instructions are formulated so that the research major challenge that faced the department during the process of rationalisation to apply the social responsibility to the full. Kroon (1995:91) defines social responsibility as the responsibility that top management has towards all the interest groups inside and outside the organisation.

Respondents understand clearly what they respond to. The guidelines will be written in a clear and unambiguous language. The purpose for which the research is done will also be explained clearly, this is to make the respondents comfortable. The purpose of the research will enable the respondents to determine whether they are willing to respond to the questionnaires and interviews or not.

1.6 Target Groups

The target groups in this study will now be explained.

1.6.1 Labour Unions

There are three labour unions that represent public servants at the Department of Sport, Recreation, Arts and Culture; the National Education Health Allied Workers Union (**NEHAWU**), Public Servants Association (**PSA**) and South African State and Allied Workers Union (**SASAWU**).

Labour unions represent the majority of the workers in government departments. Informal interviews will be arranged with three shop stewards from each union, interviewed separately from one another. For the three labour unions purposive sampling will be done for each taking smaller groups of three shop stewards from each union. Selection of the respondents will be done randomly ensuring representativeness according to gender, age and disability of the respondents. This is done to avoid any bias. It may not be possible to do random selection of respondents as the unions may prefer to submit names of their members to be interviewed.

1.6.2 Senior managers and staff members

The second target group will be the senior managers, and one official per directorate according to age, sex and disability status from the four line-function programmes of Sport and Recreation, Arts and Culture, Museums and Heritage and Libraries and Archives Services. This translates to four senior managers and four officials. The rationale for selecting the line-function programmes as respondents is influenced by their way of operating. The four line-function directorates are the core business for which the department was formed. One common theme or set of questionnaires will be formulated and each directorate will be requested to respond. The three officials from each directorate will be randomly selected. The respondents will be given two weeks to submit their responses. The questionnaires will be easy to understand. There will be sixteen expected questionnaires that will be collected from this target group.

1.6.3 Top management

The third group of respondents will consist of the Chief Financial Officer, the general manager Corporate Services, the senior manager-Administration Support Services as well as senior manager-Strategic Management directorate of the department. These branches and directorate provide support to the four line-function directorates. Their existence hinges on the line function directorate. This group will also be requested to express their inputs in the

form of questionnaires. A set of common theme questionnaires will be formulated. The senior managers will be given three weeks to complete the questionnaires. This timeframe will enable them to complete the questionnaires without any pressure. This means four sets of questionnaires will be given to the respondents cited above (Chief Financial Officer, general manager, and two senior managers)

1.6.4 Other stakeholders

Two stakeholders from outside the department, the General Secretary of South African Football Association (SAFA) Border and the chairman of Swimming South Africa in the Border Region will also be requested to grant oral interviews. The process will take a formal route and it will revolve around their views on the rationalisation of posts in the department during the period under review. Each federation will be interviewed separately from another. The same theme will be asked on each stakeholder (Soccer and swimming).

1.7 Data analysis

All the collected data from informal, formal interviews and questionnaires will be analyzed and interpreted using the quantitative and qualitative methods. The collected data will be arranged into themes and the raw data will be sifted. This will enable the researcher to retain genuine data to be able to conduct a credible research.

The collected data will be recorded from each respondent and organized. A data collecting system will be constructed to sift and analyse all data. The required data will be classified into themes to determine the required data and data that will be used.

1.8 Delimitation

The area of study will be the Department of Sport, Recreation, Arts and Culture Head Office.

The focus period of study will be during the 2000 to 2004 but the period preceding this is very important as it gives the origin and the mandate of the Department of Sport, Recreation, Arts and Culture. Knowledge on the period prior 2000 to 2004 will be vital.

1.9 ETHICAL CONSIDERATIONS

Kroon (1995:93) defines ethics as a systematic attempt to establish the code of conduct that controls human behaviour within a specific milieu, by means of man's cognitive power and rationality and to determine the values that must be pursued consciously and as a matter of choice'.

- An undertaking will be made to treat all the respondents with utmost courtesy and respect at all times.
- Guidance on the filling of questionnaire will be given.
- Permission to conduct interviews with the staff members and the shop stewards will be obtained from the employer and appointments will be made with the respondents before interviews can be conducted.
- All the information obtained will be treated with the strictest confidentiality at all times.
- The purpose for which the interviews are conducted will be clearly spelt out.
- All the Information received from all the sources will be acknowledged with appreciation

1.10 Chapter outline

Chapter 1: Research Proposal

This chapter introduces the field of study, the statement of the problem as well as the research methodology that will be employed in the study. The research objectives, the significance of the study and the outline of the proposed study are captured in this chapter.

Chapter 2: Literature review

This chapter will attempt to present a scholarly perspective of what the field of study entails in general terms, the application of rationalisation to the different fields. The historical background of the DSRAC is outlined, the legislation that gave rise to its formation and the functions that are performed by the various directorates are dealt with. The rationalisation of posts in the DSRAC will also be dealt with in this chapter.

Chapter 3: Research methodology

This chapter will focus on the research methodology which relates to the research design, the different research methods as well as the research milieu. The questionnaires that will be formulated for the respondents in the study are indicated as well as the brief profile of the respondents.

Chapter 4: Data analysis and presentation

This chapter will analyse the collected data, sift and arrange it in different themes. The data will be arranged in accordance with way in which it was collected. Questionnaires from different respondents will be grouped and analysed together.

Chapter 5 : Research findings and recommendations

This chapter is based on the summaries of the preceding chapters which will be briefly synthesized. The findings of the study, the conclusion and recommendations arise from the empirical research that has been conducted in the preceding chapters.

Chapter 2 will deal with the literature review.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

This chapter will give an exposition and the review of the literature which relates to the scholarly writings about rationalisation in general. The researcher will endeavour to be part of this debate and intends to take a position on many issues in relation to the subject. One case study with respect to rationalisation will be dealt with very briefly in this chapter. While the research intends to evaluate the impact of rationalisation of posts in the

DSRAC, it is also important to indicate that from time to time in the content, reference to public service transformation will be made. It is a fact that the two concepts; rationalisation and transformation of the public service in the South African context are interlinked and inseparable. The study will cover the period 2000-2004 in the DSRAC.

The public service was rationalised through the enactment of the Public Service Act, 1994 (proclamation 103,1994) and during the process, the public service had to undergo a series of transformation stages. One of the objectives of rationalisation and transformation was to have an integrated public service. Policy documents on transformation, the White Paper on Transformation of the Public Service and the White Paper on Transforming Public Service Delivery were developed. However, that does not imply that transformation and rationalisation are synonymous, the former is different from the latter. In view of this, the research will give a background about transformation of the public service before an in-depth evaluation of rationalisation is made. The Public Service Act, (Proclamation 103) 1994 refers to the public service as consisting of any person who holds a post on the fixed establishment of a government department.

2.2 THE BIRTH OF DEMOCRACY IN SOUTH AFRICA

The birth of the new democratic South Africa in 1994 was met with exuberance and happiness by the majority of South Africans, especially the black majority. A new South Africa held for them the possibility for the elimination of all that they experienced before 1994, the right to vote, freedom of expression, freedom of association, freedom of movement, equality before the law and elimination of racial discrimination. While these freedoms were important, critical for them was the possibility embodied in the new dispensation, to eliminate poverty, provision of housing, better education for children, better health services and the general improvement in the quality of lives.

The black people saw the new government as a vehicle for among others, the eradication of poverty, squatter camps and informal settlements. The details about the transformation of the public service will be analysed briefly in the content.

2.3 DEFINITION OF THE CONCEPT

The PSC's definition of rationalisation goes as follows: "in the South African context, rationalisation can be defined as the process of moving from a fragmented and dysfunctional system of administration to one which constitutes a balanced, integrated unity in which every component is essential for effective functioning of the whole. The rationalisation of public administration to serve a democratic South Africa was mandated by the interim Constitution of the Republic of South Africa, which came into effect on 27 April 1994 (Public Service Commission Report 1994-1996:1). The Interim Constitution stipulated that there would be one central administration and nine provincial administrations, in effect, fifteen existing administrations had to be consolidated into ten new administrations. It means new boundaries were to be made.

Mle (2006) concurs with this definition when he defines rationalisation as 'a process that aims to eliminate the proliferation of government departments, obviate the duplication of services and therefore, reduce wastage of government resources.' Both definitions agree that rationalisation's objective was to enhance efficiency and effectiveness in the public service. Against this background it became imperative that the rationalisation of the public service in South Africa be effected. It must also be taken into cognisance that rationalisation is on-going. The new Constitution envisages a single public service deployed between a central administration and nine new provincial administrations. This means that all the public servants in the employ of all former governments would be absorbed into the new public service. That was a massive undertaking considering all the work that had to be done including

the retention of conditions of service. The need to rationalise the public institutions was identified long before the democratic government came to power.

2.4 PRE 1994 RATIONALISATION OF HIGHER EDUCATION ATTEMPTS

On the purpose for rationalisation, Hartman and Scott (1990:17) fully concur with Mile when they outline the need for rationalisation of higher education in South Africa by saying, “What, then do we understand university rationalisation to mean? Clearly the overt and most rationally defensible purpose is the removal of unnecessary duplication of services, infrastructure and equipment, in order to improve efficiency and generally to reshape the university system, the better to meet national needs.” The two definitions categorically state the rationale for rationalisation, as to improve cost efficiency and reduce wastage. Accordingly, rationalisation can be seen as a means of promoting efficiency and achieve the desired effects of substantial savings. According to these scholarly views on the subject, wastage is reduced and cost efficiency is improved. In view of this, both the public and private institutions should aspire for rationalisation because the services will likely be improved as wastage and duplication will be eliminated.

This reality and the need to rationalise public institutions was realised by the then government in 1987 when a statement was issued on the subject, Scott (1990:17) writes that “It is also evident that, as indicated in documents such as the recent Committee of University Principals (CUP) ‘Macro-aspects’(CUP,1987) and various Department of National Education (DNE)policy statements, pressure for university rationalisation has arisen not primarily in order to create a better quality system but rather because of government’s urgent need to limit its expenditure on university.” This statement clearly indicates that the then government had realised that rationalisation was inevitable even long before the democratic government came to power in 1994. The then government was spending hugely on education. Its motives for

rationalisation of higher education were to cut down on expenditure. The major purpose of the government was not to enhance efficiency *per se*. In that case, the government's motives to rationalise higher education were based on ulterior motives as they would not benefit the system. The report of the CUP referred to above was compiled in 1987 long before the government embarked on rationalisation of the public service.

It becomes easy to hypothesize on this matter by thinking that the government wanted to retain the apartheid system of separate development. If rationalisation was carried out during the apartheid era it would bring the separate institutions closer together. That was something that was repugnant to the government of the day. The apartheid government decided to put the matter of rationalisation in abeyance as government wanted to retain the system of separate development.

2.5 THE EFFECT OF APARTHEID ON RATIONALISATION OF UNIVERSITIES

Another hypothesis on the issue of rationalising the universities would be to compel the government to amalgamate institutions across racial lines. Universities in South Africa were categorised into historically Afrikaans, English and Xhosa. The following is an example; Stellenbosch, UCT and Fort Hare respectively. The government of the day did not want to temper with that historical tradition. Scott (1990:20) concurs with this assumption by stating

that "while rationalisation is principally about removing unnecessary duplication in the system, apartheid or 'own affairs' policy has been centrally dependent on creating and maintaining unnecessary duplication. Hence, ironically, the possibility of effective rationalisation may be significantly constrained by the same political structures whose proliferation has now contributed to the need to curtail resources." The root cause of the fragmentation and disintegration of the system was the apartheid system. The government of the day, as reflected in the DNE report, was mindful of the need for rationalisation of public institutions. The government of the day was aware of the harm and damage that the fragmentation was doing the country.

That need for rationalising the universities stemmed from the rapid growth in student numbers and the high proportion of education budget that is spent on universities. This view was supported by the Mr FW de Klerk as minister of Education when he stated that; “there were too many university students in South Africa for the country to afford. However, there would be serious political implications for the present government in enforcing major cuts or changes in the operation of institutions such as Rand Afrikaans University or the University of Port Elizabeth...” It is interesting to note that both institutions mentioned by the former minister of National Education were predominantly Afrikaans. The conclusion that can be drawn from this statement is that the National Party government had realised the need to rationalise universities but was not prepared to implement the process as it would interfere with the education policy of the day. Rationalisation was considered by the then government, solely for the purpose of cutting down expenditure and not necessarily to improve the quality of education. Those plans were never implemented until the democratic government came to power in 1994.

2.6 THE WHITE PAPER ON RECONSTRUCTION AND DEVELOPMENT

The rationalisation of the public service in South Africa was first tabled in Parliament on 15 November 1994 through the Government White Paper on

Reconstruction and Development. Chapter five of the RDP White Paper deals with public sector restructuring. The RDP White paper also emphasised on the importance of building a unified cost effective and efficient public service. The RDP White Paper was the first statement of Government policy with a bearing on the rationalisation of public administration. It “envisaged fundamental revision of the public service system, with particular emphasis being placed on affirmative action, training, productivity enhancement and labour relations”. These are all requirements for the transformation of the public service. Subsequent to the RDP White Paper, some acts were passed to legitimize the sectors mentioned on the White Paper such as the Labour Relations Act, 1995 (Act no 66), the Skill Development Act, 1999 (Act no 9) and the Employment Equity Act, 1998 (Act no 55).

2.7 THE IMPLEMENTATION OF RATIONALISATION

On the implementation of rationalisation, Mile (2006:17), further contends that, “the rationalisation of provincial departments can only be performed effectively and efficiently if the activities of administration are carried out and if these activities ensure the proper performance of rationalisation process”.

To pursue the matter further, Mile states that, “it follows that rationalisation cannot commence without the above means being provided continuously. The personnel responsible for rationalisation must be enabled to perform their work”. It is a fact that no process can be implemented with success if no proper structures are in place. Mile (2006:9) refers to these structures as steps of the organisational process which include the creation of work units. In the context, these units are government departments, there must be delegation of authority so that there is proper accountability and responsibility. For the implementation of any process there must be allocation of functions. It is for this reason that public institutions have the organisational structures in hierarchical order and duty sheets to outline functions of individuals, in an institution. This goes hand in glove with the creation of channels of communication. In an organisation, in line with the allocation of duties, officials who speak on behalf of the institution are appointed and given a mandate to do so. This is to avoid sporadic statements in the media by

officials who would claim to be representatives of organisation when they do not have the mandate to do so.

2.8 THE POSITION OF THE DEPARTMENT OF JUSTICE

When the TBVC states were granted independence their High Courts became Supreme Courts with the right of appeal to the Appellate Division. When democracy was ushered in South Africa in 1994, the areas of the former TBVC states became part of the territory of South Africa. All the courts were incorporated into the South African judicial hierarchy. Various commissions of

inquiry into the rationalisation of the provincial and local divisions of the Supreme Court were appointed. In terms of Chapter 4, of the First Interim Report, Volume 1, on the findings of the Commission, with specific reference to the Eastern Cape, some of the questions that were asked included the issue of the seat of the Eastern Cape Division. There was Grahamstown, Bisho, Umtata, Port Elizabeth and East London as previously the seats of the Cape Division, the Supreme Courts and the Local Divisions. The question arose if these courts should be closed and their status be reduced in favour of a single Eastern Cape Division. These were the questions that were discussed at length during the process of rationalisation of the judiciary. The matter was finalised much later.

According to the Du Plessis Memorandum—(Commission Into The Rationalisation of the Supreme Court: 151), the position of the Department of Justice in the document entitled “Justice Vision 2000:13” issued by the Ministry of Justice and the Department of Justice, it was stated “that a prerequisite for a well functioning democracy is to have courts and tribunals that operate fairly and function efficiently and effectively. Court facilities and services need to be available when and where the consumer requires them’. The appointment of the various commissions to look into the rationalisation of the judiciary indicates that the government was serious about the transformation in South Africa. The government realises the benefits which will accrue out of the process; the end result will be the elimination of the duplication of services, thus reducing waste and promoting cost efficiency. This as a process will take some time to achieve and some people will be vehemently opposed to it because it affects their comfort zones. The benefits of rationalisation are long-term.

2.9 RATIONALISATION AT POTCHEFSTROOM UNIVERSITY: A CASE STUDY

In a bid to shed some more light on the concept, the researcher has deemed it proper and expedient to venture into a case study on the rationalisation of the Potchefstroom University. This will be very brief as the rationale for this case study is to contextualise the concept and bring in an empirical academic exposition.

The rationalisation of the PU is contained in various documents dating from 1987 to 1988 in which the specific requirements for rationalisation and evaluation are set out. Combrink (1990:71), states that, "the responsibility for rationalisation has so far been allocated to senates and councils of universities, who have to attend to the maintenance and improvement of standards and the concomitant financial implications". This statement reflects on the government's non coping with the huge financial demands of higher education. The government was adopting the strategy of shifting rationalisation to senates and university councils because an indication had already been made that the state funding of universities would not be increased. NATED 02/129 was one of the crucial documents regarding rationalisation which contained the following; "The document provides an outline of the kind of evaluation that is an underlying requirement for rationalisation, centring on academic departments and academic staff, and taking into cognizance also the Committee of University Principals (CUP), the state, the ministers of the relevant state departments, and the Advisory Council of the University and Technikon (AUT)"

The process at the PU did not put more emphasis on cost cutting instead the restructuring centred mainly on academic programmes as well as the attainment of excellence through personnel development. In order to achieve this, a mechanism to encourage and reward academic staff was introduced. "This reward has been instituted for both research and teaching: in research it

means that a certain percentage of the subsidy received for a research article, for example is channelled back to the author for his/her use for academic research purposes while in teaching a number of awards are made annually for excellence in teaching." (Combrink 1990:72).

The entire rationalisation process of the PU did not envisage any extension of faculties and the institution of new departments. It entailed the following:

"the reduction of the total number of departments in the Faculty of Law from seven to six, with redistribution of personnel;

The formation of the Department of Political Studies through the consolidation of Departments of Political Science , International Politics, Development Administration and the Institute for African and Political Studies;

The closing of five bureaux and institutes which had been practically moribund. Further rationalisation at this level is being considered;

The distribution of departments and faculties between the Potchefstroom campus and the Vaal Triangle campus has been studied and rethought.”

The process also entailed in detail the composition and the introduction of new structures as well as their functions. This arrangement, according to Combrink (1990:74), included “the institution throughout of a semester system.....; a uniform timetable for the whole university; a system of continuous assessment by means of weekly evaluations of whatever kind, ...”

In terms of the new system, the fields of study were to be affected in that there would be a “revision of academic programmes, all degrees and diplomas were evaluated critically and those with waning appeal were phased out. In this way 13 degrees and 12 diplomas were phased out, and four diplomas were added. In 1989 PU offered 59 degrees at undergraduate and post graduate level, as well as 13 post-graduate diplomas.” Combrink (1990:74-75) This in a nutshell presents the case study of the rationalisation of the PU. This clearly illustrates that rationalisation is on-going as in this particular case, the process was undertaken in the 1980’s already but it is not necessarily complete.

It is against this background that the purpose for rationalisation in general should be understood. The rationale for the rationalisation of posts in the

DSRAC was carried out to enhance cost efficiency and reduce the duplication of services. A series of legislation were passed to legitimise the new department. The purpose and the need for the establishment of the DSRAC is articulated. The organisational set up and the functions that are performed by all the directorates of the DSRAC are tabulated. This is done to give an overall view of the functions that the DSRAC performs.

2.10 THE ORIGINS OF THE DSRAC

The Department of Sport, Arts and Culture (as it was then called) in the Eastern Cape came into being through an Executive Council decision in May 1997. Prior to this, the functions involved had been part of the Department of Education, Sport and Culture. The mandate for the establishment of the new department was further articulated by former President Thabo Mbeki at the Opening of Parliament address when he stated that: 'The Ministries of Sports and Recreation as well as Arts, Culture, Science and Technology will play a special role with regard to the critical work to ensure that all our cultures and languages occupy their rightful place within the rich tapestry that constitutes our diverse being as people. This will be an important contribution to the effort we must sustain to wipe out the legacies of racism and sexism, which continue to afflict our society.' (Opening of Parliament Address, Mbeki T. 25 June 1999.)

The main motivation behind establishing a separate Department of Sport, Arts and Culture as the former president had indicated, was to realize the potential sport, recreation, arts and culture have for the promotion of nation building

and the socio-economic development of the people of the Eastern Cape. The primary function of the Department of Sport, Arts and Culture is to promote and administer sport and recreation, libraries and archives, arts and culture and museums and heritage resources.

2.11 CHALLENGES FACING THE NEW DEPARTMENT

At its inception, the Department of Sport, Arts and Culture realized the broad challenges that it faces as the following:

Addressing the institutionalized marginalization and underdevelopment of large sectors of the society;

Transcending the ethnic and racial divisions imposed on the society in general;

Restoring human dignity to the majority of the people of the Eastern Cape;

Extending services of the Department of Sport, Arts and Culture nearer to the people;

Finding adequate resources to meet all these challenges.

Besides the broad challenges that have been outlined, a situational analysis revealed certain fundamental factors affecting delivery in sport, arts and culture in the Eastern Cape and these include the following:

The exodus of talent from the Eastern Cape, caused by the lack of resources in the form of finance, incentives and qualified technical officials;

The low participation levels in sport, arts and culture events due to lack of infrastructure;

Unequal distribution and uneven standard of infrastructure; this is an old apartheid legacy where resources were unevenly distributed in favour of the previously white areas;

The absence of museum and library services in most parts of the provincial hinterland. Museums and libraries were previously situated in towns, very few were built in the black residential areas and there were none in the rural areas;

The nature of programmes in the many museums and libraries were not designed for the blacks; they were not user-friendly to the majority of the people of the country;

The low levels of literacy and high levels of unemployment. The system of the past promoted this situation. Few schools were available for the black people which resulted in high illiteracy rate and industries being found in urban areas;

The need to establish a fully functional archives and records management service where communities can access their histories;

The narrow and sectarian manner in which sport, arts and culture has been promoted for a minority at the expense of the majority of the people of the Eastern Cape.

The researcher is mindful of the fact that the focus of this chapter is on rationalisation of posts in the DSRAC, and not on the acts that were passed to legitimize the new department. The purpose of quoting the acts is to give some

background as to how the Department of Sport, Recreation, Arts and Culture (DSRAC) came into being, from the national to the Eastern Cape provincial sphere. These acts give the legal basis for its existence. The acts of parliament that gave rise to the birth of the department will not be extensively elaborated on. Important is to note some of the functions that are performed by the department.

2.12 THE LEGISLATIVE FRAMEWORK

The Public Service Act, 1994 is the cornerstone of the rationalisation process of all government institutions in South Africa. It is through the Public Service Act, 1994 that a single public service was established in South Africa. The Act is explicit on transitional arrangements of public administration, assets and liabilities of previous administrations, and the roles of public service commissions, matters of rationalisation of public administration and court structures. The Act was passed to:

Provide for the organisation and administration of the public service of the Republic

Regulate the conditions of employment, terms of office, discipline, retirement and discharge of members of the public service and matters connected therewith.

Matters affecting public service are dealt with extensively in the act. Subsequently relevant legislation affecting all government departments and state-funded institutions was passed. The following acts governing sport, recreation, arts, culture, museums and heritage resources, libraries and archives were accordingly enacted for all spheres of government.

2.12.1 THE SPORT AND RECREATION ACT (110 OF 1998)

The legislation on sport and recreation is a constitutional mandate from where the White Paper on sport and recreation was developed in 1998. Subsequently

the Sport and Recreation Act, (110 of 1998) was promulgated to cater for the following:

- to provide for the promotion and development of sport and recreation;
- the co-ordination of relationships between the Sports Commission, national and recreation federations and other agencies and further;
- Provides for measures aimed at correcting imbalances in sport and recreation.
- To promote equity and democracy in sport and recreation;
- provide for dispute resolution mechanisms in sport and recreation;
- empower the Minister to make regulations, and provide for matters connected therewith.

In terms of the Act, the Sports Commission will be the overall co-ordinating body for the promotion of sport and recreation in the Republic.

All these mandates emanate from the Constitution of South Africa, 1996.

2.12.2 THE ARTS, CULTURE AND HERITAGE WHITE PAPER, 1996

Arts and Culture permeates all aspects of society and are an integral part of social and economic life as well as business and industry. The White Paper was developed to:

Set out government policy for establishing funding arrangements and institutional framework for the creation, promotion and protection of South African arts, culture and heritage associated practitioners.

The Department of Arts and Culture supports the arts, culture and heritage by valuing diversity and promoting economic activity.

2.12.3 THE NATIONAL ARCHIVES OF SOUTH AFRICA ACT, (43 OF 1999)

The act defines Archives as meaning ' records in the custody of an archives repository'. The act makes provision for a National Archives and the proper management and care of the records of government bodies and the preservation and use of a national archival heritage, and to provide for matters connected herewith.

2.12.4 THE NATIONAL HERITAGE RESOURCES ACT, (25 OF 1999)

The act provides for the establishment of a juristic person to be known as the National Heritage Council. It aims to determine its objects, functions and methods of work; to prescribe the manner in which it is to be managed and governed; to regulate its staff matters and financial affairs and to provide for matters connected therewith.

2.12.5 THE WHITE PAPER ON THE TRANSFORMATION OF PUBLIC SERVICE

The starting point for the new government of South Africa was the radical transformation of the public service in order to align it with the vision of the new government. The public service inherited in 1994 was the public service structured and organised to service the needs of the white minority only but also to service as a coercive institution for the implementation of the economic and political domination of the black majority (Journal of Public Administration. Vol. 44 no 2. June 2009:345).

For the public service to become a truly state mechanism to provide services to all the people of South Africa, it therefore entailed transformation which goes beyond reform. As a starting point, the new government introduced the White Paper on the Transformation of the Public Service on the 15 November 1995. The White Paper painted a picture of the nature of transformation required (Journal of Public Administration. Vol.44 no 2 June 2009). The government believed that the introduction of public service transformation would assist in accelerating service delivery.

In its introduction the White Paper states that; “in forging ahead with the process of reconciliation, reconstruction and development, the South African public service will have a major role to play as the executive arm of government. To fulfil this role effectively, the service will need to be transformed into a coherent, representative, competent and democratic instrument for implementing government policies and meeting the needs of all South Africans (White Paper on Transformation of the Public Service, 1995: 11)

To transform such a public service in terms of structure, organisation, ideology and ethos is a task that could not be accomplished in a short term if the new public service was to be responsive to the needs and aspirations of the majority of South Africans (Journal of Public Administration. Vol 44. No 2. June 2009:345)

2.13 THE VISION AND MISSION STATEMENT OF THE DSRAC

Like all other government departments and institutions, the DSRAC had to craft its own vision and mission statement depicting its objectives and how it intends to achieve them. The mission and the vision of the DSRAC was crafted as follows:

2.13.1 THE VISION

An Eastern Cape which is devoid of the inequalities of the past, unified through integrated and sustainable economic, social and cultural development, thus providing an acceptable quality of life for all its people in the context of a

united, non racial, non-sexist and democratic South Africa.(Annual Report:2004/05:5)

2.13.2 MISSION STATEMENT

To promote a prosperous, united and peaceful Eastern Cape where the spiritual, intellectual and material upliftment of the people is fully realised through programmes with a focus on:

Increasing mass participation;

Accessing of facilities and resources;

Developing skills and excellence and

Preserving and conserving the cultural and natural heritage thus ensuring the dignity of all citizens and thereby reconstructing and developing our Nation

Transformation of the public service to address the needs of the people.
(Annual Report 2002/2003:13)

2.14 THE ORGANISATIONAL STRUCTURE, 1998

When the Department of Sport, Arts and Culture was established, the organisational structure consisted of the four line-function directorates of Sport and Recreation, Arts and Culture, Libraries and Archives and Museums and Heritage Resources. The four directorates were supported by the Administration Directorates, a Finance section as well as the Planning and Information services section. The organisational structure extended to six Regional Offices and forty one District Offices. This structure translated into eight programmes (Annual Report, 1998/1999:3) and translated into 1655 (One thousand, six hundred and fifty five) posts on the organisational structure of the new department.

A new organisational structure was adopted which meant that some posts were abolished and new ones created. Officials had to apply for the new posts while others became additional to the establishment. The impact of that was that many officials were displaced and had to relocate to the areas where the new district offices were set up. This exercise had huge cost implications for the department in that the relocation costs for all the appointed officials had to be paid for by the DSRAC. Some officials had to perform duties they were not very competent in. The displaced officials had to adapt to the new working environment whereas other members of staff became supernumeraries in the department. This setup affected the morale of staff and service delivery was affected due to high rate of absenteeism.

2.15 PROGRAMMES OR DIRECTORATES OF THE DSRAC 2001/2002

By the end of the 2001/2002 financial year, the programmes of the DSRAC had increased to eight to render services in the following areas:

- Administration and Support
- Financial Management
- Strategic Management Services
- Sport and Recreation
- Arts and Culture
- Libraries and Archives
- Museums and Heritage Resources
- District Development

In fulfilling its brief, the DSRAC gave due regard to the provincial priorities by ensuring that its mission catered sufficiently for the youth, women, the aged and people with disabilities. Furthermore, each of these programmes

contributes to rural development, HIV/AIDS awareness and poverty alleviation programmes. The aims of each programme will be outlined briefly.

2.15.1 Programme 1 – Administration and Support

Aims to:

Conduct the overall management of the DSRAC in accordance with national and provincial imperatives

Monitor, implement and evaluate policy implementation in the district offices and institutions

Create and implement policies geared to efficient internal and external communications and , maintenance of a sound corporate image of the DSRAC with its stakeholders

Provide organisational support to the department for implementation of the service delivery plan

2.15.2 Programme 2 – Financial Management

Provides sound financial, provisioning and human resource management services;

ensures effective implementation and monitoring of internal controls;

develops a team of people that is empowered, resourceful and committed to delivering high quality service to clients of the DSRAC;

manages and control departmental assets and procurement processes;

facilitates an improved creditors reconciliation.

2.15.3 Programme 3 – Strategic Management Services

Aims to:

Develops strategic planning and research;
ensure community development relating to the line function of the DSRAC;
promotes efficiency, productivity and performance enhancement;
develop corporate identity of the DSRAC that is consistent with its policies and strategic objectives;
co-ordinate and manage development of infrastructure to support programme implementation.

2.15.4 Programme 4 – Sport and Recreation

Aim is:

Enhancement, promotion and development of sport and recreation by:

Ensues infrastructure development;
ensures implementation, co-ordination and monitoring of sports and recreation programmes;
training and development of administrators , coaches and technical officials in all aspects of sports management and administration;
fostering co-operation with other spheres of government as well as organisations that have an interest in sport and recreation.
establishment of international relations and servicing of twinning agreements.

2.15.5 Programme 5 - Arts and Culture

Aims for:

The promotion and development of Arts and Culture in the Province of the Eastern Cape through:

Policy formation and implementation of programmes for the development of visual arts and crafts, language and literature, theatre and performing arts and music.

2.15.6 Programme 6 – Museums and Heritage Resources

Aims:

To extend museums and heritage resources services to all communities in the Province, with specific reference on previously disadvantaged areas.

2.15.7 Programme 7 - Libraries and Archives Services

Aims for:

Ensuring an effective and efficient library service;
ensuring provision of archives service;
promotion of learning and reading.

2.15.8 Programme 8 – District Development and co-ordination

Aim:

To realise the accelerated and effective delivery of services through development of new District Service Centres.

Development and evaluation of district programmes as well as realising integrated development programmes with district municipalities.

All these eight programmes perform different functions to achieve the legislative mandate of the DSRAC.

Table A: The approved vacancies for 31 March 2002

Programme	Approved establishment	
	1 April 2000	31 March 2001
Programme 1	22	22
Programme 2	136	136
Programme 3	29	29
Programme 4	12	12
Programme 5	28	28
Programme 6	344	344
Programme 7	40	40
Programme 8	1010	1010
TOTAL	1621	1621

Table B, The actual vacancy rate as at 31 March 2002

Programme	Establishment	Number of employees	Vacancy rate %

Programme 1	22	13	40.9
Programme 2	136	46	66.2
Programme 3	29	6	79.3
Programme 4	12	6	50
Programme 5	28	14	50
Programme 6	344	237	31.1
Programme 7	40	16	60
Programme 8	1010	788	22
TOTAL	1621	1126	30.5

The vacancy rate of 30.5% was too high. The process of rationalising posts in the DSRAC proceeded into the 2002/2003 financial year with the high vacancy rate. This situation of the non filling of posts impacted on service delivery. The research seeks to determine whether the situation of high vacant posts was advancing the purpose of rationalising the government department or it was defeating it. According to the Public Service Commission Report on Rationalisation of Public Administration in the Republic of South Africa (1994-1996:103) the total process of rationalisation covered five major areas; the setting in place of a new legal framework for administration, the assignment of powers to political executives to administer existing law, the rationalisation of organisational structures, the establishment and implementation of uniform terms and conditions of employment, and the staffing of the rationalised structures.

Because rationalisation is about change, the situation required adoption of a change management strategy, as government institutions operate in a rapidly changing environment. De Beer and Rossouw (2005:136) define change as a

deliberate, but also unconscious reaction to the influences of a changing environment. In implementing rationalisation cultural diversity had to be taken into consideration.

2.16 SKILLS AUDIT AND JOB EVALUATION

The rationalisation of posts and the completion of the organisational structure was proving to be a challenge for the department. Some of officials who were absorbed into the organisational structure found employment in other government departments while the rationalisation process was still underway. It was increasingly difficult to drop the vacancy rate. The Annual Report of (2002/2003:106) of the Department of Sport, Recreation, Arts and Culture indicates that only 0.7% of jobs were evaluated on skills levels; the number of lower skilled; the skilled and highly skilled personnel in each level and job category. If a larger percentage of jobs had been evaluated the process would determine the skills level and enable the department to compile a skills data base which would assist in placing and utilizing the people according to their skills.

The percentage of jobs evaluated was too low and would not give any real skills figure levels. This is not withstanding the fact that the training needs were identified and training provided to all occupational categories in the department (Annual Report 2002/2003 :121 -122)

2.17 THE INTERIM MANAGEMENT TEAM, 2003

The challenges and highlights of 2003 included the rationalisation of posts in the department. In May 2003 the Interim Management Team (IMT), a team appointed by the national government in Pretoria, was dispatched to the Eastern Cape to look into the operational issues of the provincial administration. The IMT required the department to revisit its service delivery model, redefine its functions and organisational structure and reduce the number of District Offices from twenty four to seven. In essence, the

Department identified that sports, recreation, arts and culture services can most be delivered through a blend of five service delivery mechanisms; Head Office, seven District Offices that conform to boundaries of the six District Municipalities and the Metropolitan.

This rationalisation of posts led to the outsourcing of certain services through the tender process, establishment of certain public entities like the Eastern Cape Provincial Arts and Culture Council and the assignment of certain functions to local government. (Annual Report (2002/2003:03) The resultant organisational structure further reduced the number of posts in the department from 1023 (One thousand and twenty three) posts on the 2000 structure to 948 (Nine hundred and forty eight) including those in the museums. This translated to a reduction of seventy five posts.

2.18 THE PSCBC RESOLUTION 7 OF 2002

Through the PSCBC Resolution 7 of 2002 on the restructuring and transformation of the public service, the DSRAC was able to fill 846 posts by the 12 September 2003, leaving 162 officers in excess. By November 2003 the Department had closed down the old 24 Districts offices and moved to the new seven Districts Offices. That transition mid-financial year placed its own pressures on the department, but special emphasis was placed on management of assets in those offices and to ensure no assets were lost or stolen in the process.

In October and November 2003 several management positions were filled with acting managers. This included the new post of Chief Financial Officer at Chief Director level (Annual Report, 2003/2004:4) The IMT obviously brought another fear and uncertainty to the staff of the department. The question that the research seeks to address is whether under the circumstances the goals of rationalisation were achieved, and whether the process was properly managed. The Public Service Commission emphasized that rationalisation of the government departments should be done expeditiously to avert the disruption of services. It is the view of the researcher that speed to conclude

the process was not a priority, however some challenges occasioned by resignations and transfers of officers to other government departments were beyond anybody's control. One other factor which could have played a role in the disruption of rhythm of the DSRAC was the lack of communication. Communication is essential to keep members of staff informed about the processes to be followed and what is to be done. It is a fact that any changes bring fear of the unknown to the people and even in this case it was no exception. That fear if not properly addressed would be disruptive to service delivery. The effect of rationalisation of posts and high number of vacancies in the DSRAC was negative.

2.19 THE SKILLS DEFICIENCY IN THE PUBLIC SERVICE

When the new public service was constituted, after the 1994 democratic elections, senior officials at the national government, provincial administrations and in the homelands were not absorbed. The government introduced the voluntary severance package to trim the public service. Some officials in despair and uncertain about the future in the new order opted for the voluntary severance packages. Some public servants, particularly the whites, opted for the VSP because they were opposed to the new order and did not want to be associated with the new public service. To them the new order was doomed to fail. In the process, if truth be told, a huge brain drain and skills were lost. Some of those who either applied for early pension or VSP were vastly experienced and skilled public servants.

Those skills were lost to the public service, but it was the price that the new democratic government was prepared to pay to achieve the rationalisation and transformation of the public service. Appointments of officials to higher positions in the public service especially heads of department reflected political patronage. Thus the notion of political neutrality of the public service is a distant mirage in relation to public servants (Journal of Public Administration. Vol. 44.no 2. June 2009:344) The public service is therefore not a totally depoliticised and politically neutral institution especially at higher echelons of management. This view does not necessarily take into consideration the issue of skills and competency into the job. In the same vein

it can be argued that public servants without the appropriate knowledge of the political environment and who are also not active in the political environment will tend to negate the political goals set out by the government (Nengwekhulu:2009)

2.20 LACK OF MONITORING

The failure by the public servants to deliver services as well services of excellent quality does not only emanate from the lack of skills but also from poor supervision and in certain instances from total absence of supervision by senior managers. A number of government departments fail to achieve their goals and objectives largely due to the fact that the quality of supervision is extremely low. A number of senior public service managers tend to focus their attention on the end results, ignoring the fact that performance management and monitoring is a continuous process rather than an event.

2.21 BATHO PELE PRINCIPLES

Challenges facing the new department were not only confined to it but some were generic and transversal. On 8 August 1997, the Department of Public Service and Administration introduced the White Paper on Transforming Public Service Delivery. The document was intended to develop a policy specifically targeting service delivery. The White Paper set out eight priorities, the most important of which was transforming service delivery. The eight principles came to be known as the Batho Pele principles, literally meaning people first. Those principles were spelt out in general terms as consultation, service standards, access to service delivery, courtesy, provision of information, openness and transparency, redress and value for money (White Paper on Transforming Public Service Delivery:6)

Rationalisation of posts in the DSRAC was to contend with the national transformation agenda of the government, its own internal challenges as well as the implementation of the eight Batho Pele principles. Translating these

principles of service delivery into practical reality was not an easy exercise. All these challenges emanated from rationalisation and transformation of the public service and in particular the DSRAC.

2.22 CONCLUSION

Despite the government good intentions to rationalise and transform the public service with a series of policies and legislation, the major stumbling block was the public service itself. Lack of skills and expertise is evident in most cases and that has affected the delivery of services. The void created by the departure of the experienced and skilled public servants through the VSP took a long time to fill. Lack of management and monitoring has caused a lot of damage in the quality of service delivered to the people.

Transformation is a huge undertaking with its own challenges of fear. Through the process of rationalisation the public servants who are progressive and prepared to accept change and implement government policies are beginning to see the positive impact of rationalisation and transformation. Some public servants resisted change which made it difficult to drive and implement some programmes of the DSRAC.

The political appointments also played a role in the lack of delivery and poor quality of services delivered. The role of poor communication cannot be underestimated.

In the next chapter, the researcher will provide details of how the research will be conducted and give an outline of the methods that will be used to carry out the investigation as well as indicate the respondents and the questionnaires' format. Chapter three will deal with the research methodology.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

The previous chapter dealt with the views of scholars on the topic in general terms. It gave a deeper and academic insight of the concept of rationalisation, the background to the process and the need to rationalise government departments and institutions. The series of legislation passed to legitimize the process in the broad sense and the rationalisation of posts in the DSRAC. This chapter deals with the methods of collecting data and the quality of the data collected and how that data will be arranged and utilized. Rath, (1991:1) defines research purpose as 'seeking knowledge, not by hearing something, knowledge not based on rumour, knowledge not by assuming something, but knowledge empirically obtained. An empirical knowledge is always held scientific and valid and it deserves respect'.

3.2 THE RESEARCH MILIEU

The South African Concise Oxford Dictionary defines the milieu as the person's social environment, while the Oxford Word Power Dictionary: 2006 refers to the milieu as the background, social, political environment, location, surroundings. In a nutshell, milieu refers to the background or the environment. In the context of the research, it refers to the environment or the background in which the research is being conducted. To answer this question, the research is being conducted at the DSRAC, Head Office in King Williams Town. The total number of people that will provide the researcher with the required information is indicated in item **3.6 (Profile of respondents)**.

It is possible to conduct a research on the entire population as the results will be one hundred percent representative but such an exercise can be too cumbersome, costly both financially and in terms of time. The sampling method is best suited for obtaining results from a smaller group as representatives of a larger population. The concept of sampling refers to 'the

subset of the population actually used in the research (Katzner, et al 1982:224). The sampling methods have been explained in the text on the 'target group' below.

3.3 THE RESEARCH DESIGN

Rath, (1991:54) defines a research design as "the logical and systematic planning and directing of a piece of research." This is to determine the procedures and methods to be used to undertake the survey. After establishing the methods to be used, it will determine the cost materials and personnel necessary for the work (Rath, 1991: 115). The structured interviews and questionnaires were used to collect data. 'Structured questionnaires are used in a wide range of projects, both to initiate a formal enquiry and to supplement and check data previously accumulated' (Rath, 1991:181). Clear guidelines and easy to follow instructions were formulated so that the questionnaires are not ambiguous for the respondents. Participation in the research is voluntary.

The purpose for which the research is done was also explained clearly, to allay any fears and uncertainty that the respondents might have. The clearly explained research purpose enabled the respondents to determine whether they were willing to respond to the questionnaires and interviews or not.

3.3.1 Qualitative Method

Qualitative Method is conducted in the place where the research action takes place. Qualitative method places reliance on the skills of the researcher as an interviewer in data gathering. Dooley, (1984: 267) defines the qualitative research as the 'social research based on non quantitative observations made in the field and analyzed in non statistical ways. The subjects may or may not be aware that they are being observed for social research purposes'. In this case the qualitative research refers to the structured interviews. Dooley (1984: 270) further simplifies the qualitative research as 'typically reads like a

story written in everyday language. A stranger enters a group or community, gets acquainted, has adventures and relationships, and then shares the insights gained on reflection". In this study the research instrument is the questionnaires and formal interviews.

3.3.2 Quantitative Method

Quantitative method relies on the research instruments that are used for data gathering and data analysis. The quantitative method is a useful clear distinction because results are expressed in largely quantitative, statistical terms. Dooley, (1984: 270) defines quantitative methods as 'numbers, figures and inferential statistics that appear in the results sections of quantitative studies'. 'Quantitative or numerical methods are convenient for summarizing results, assessing measurement reliability and validity, testing inferences from samples and planning precise research designs with high internal validity' (Dooley, 1984:271). In the quantitative research, standardized measurement procedures are used to assign numbers to observations and statistics are used to summarize results (Dooley, 1984:288).

Leedy & Ormrod (2005:94) describe the purpose for which the quantitative approach is used as 'to answer questions about relationship among measured variables with the purpose of explaining, predicting and controlling phenomena'.

3.4 THE TARGET GROUPS

The following are the groups targeted in this research study

3.4.1 Labour Unions

There are three labour unions that are operational at the DSRAC representing public servants; the National Education Health Allied Workers Union (NEHAWU), Public Servants Association (PSA) and South African State and Allied Workers Union (SASAWU). These labour unions were in existence in the

DSRAC even during the research period. The selection of the labour unions was done to get the views of organised labour. Labour would obviously have a different perspective to the managers of the department on the subject. Labour unions represent the interests and aspirations of the workers and guard against any unfair labour practices at the work place.

Informal interviews were arranged with one shop steward from each union interviewed separately from one another. There is a perception that people respond better and freely to informal situations, it is for that reason that informal interviews are usually preferred to formally structured interviews. The atmosphere was very informal but the questions were the same for each labour union. The sampling on the unions was done for each taking smaller groups of three shop stewards from each union.

Selection of the respondents was done randomly ensuring representativeness according to gender, age and disability of the respondents. This was done to avoid any bias. Random selection of respondents is not always easy with the unions because they submit names of their members to be interviewed. Again random selection was not always possible because only those shop stewards who were members of the DSRAC's staff component during the period 2000 - 2004 were eligible to respond.

3.4.2 Senior and Administration Officers

The second target group was the members of staff at the lower levels; the senior administration and administration officials. The focus was on those who were members of staff in the DSRAC during the period, 2000 -2004 irrespective of the section or component. One officer each from the Infrastructure Development, Community Development, Research and Development and Supply Chain Management were randomly selected as respondents having taken the age, gender and physical disability into cognisance. One common theme or set of questionnaires was formulated for each member of this target group. The respondents were given four weeks to return the questionnaires. The researcher gave guidance and assistance whenever necessary.

3.4.3 Managers, senior and top managers

Formal structured interviews with the Chief Financial Officer (CFO), the General Manager Corporate Services and the Acting General Manager; Line Function Branch were arranged. The rationale behind the structured interviews was to guarantee standardization of questions. The two branches of the CFO and the Corporate Service provide support to the four line directorates and were central to the rationalisation of posts in the DSRAC. One advantage of an interview is that the interviewee speaks for oneself and thus brings up important issues that the researcher might not have been aware of. Rath, (1991:159) defines the interview as 'another way of eliciting verbal response from the respondents through conversation with the interviewer. Interviewing provides data with precision, focus, reliability and validity.'

Directorate or section managers including the four line-function programmes of Sport and Recreation, Arts and Culture, Museums and Heritage Resources and Libraries and Archives Services responded. The rationale for selecting the line-function directorates as respondents was influenced by their way of operating. The line function directorates are the core business for which the DSRAC was established. This group was requested to express their inputs in the form of questionnaires. A set of common theme questionnaires was formulated for this target group. The group was given five weeks to return the questionnaires. The timeframe given enabled the respondents to complete the questionnaires without much pressure.

3.4.4 SAFA (Border) and Swimming SA (Border)

Two stakeholders from outside the department, the General Secretary of South African Football Association (SAFA) Border and the chairman of Swimming South Africa in the Border Region were also requested to respond to the questionnaires. Their questionnaires were the same theme questions for each stakeholder (Soccer and swimming).

3.5 QUESTIONNAIRES DISTRIBUTION

The questionnaires distributed were as follows:

3.5.1 Managers, senior and top managers

1. What challenges did you encounter as management during the process of rationalisation of posts in the DSRAC between 2000 -2004?
2. How did you overcome some of those challenges?
3. Rationalisation is a legal process, what steps did you employ to assist the process going forward?
4. Did you encounter any resistance from staff during the process of rationalisation? If yes what was it?
5. Did you receive any political guidance during the process? How/ in what form?
6. Did the DSRAC encounter any financial challenges during the process? Explain briefly?
7. Generally speaking the process of staff/posts rationalisation in the DSRAC had both negative and positive consequences; can you briefly tabulate them.
Positive:
Negative:
8. What suggestion could you make to improve the negative consequences that you have cited above? In view of the fact that rationalisation is on-going.
9. What was the reaction of the DSRAC staff like, during the process?
10. What were the impediments to service delivery in the DSRAC during the period 2000 – 2004?

11. What would it take for the DSRAC officials to be more efficient and effective in the execution of their duties, now?

12. How did the DSRAC management communicate with the officials during the process? Memo's or staff meetings, etc? What was the normal reaction like?

3.5.2 NEHAWU, PSA, SASAWU

1. Given the background of what rationalisation entails and how the DSRAC came into being, do you think that the process of rationalisation of posts was done fairly and transparently by the DSRAC? Yes/No

3. Can you elaborate on your answer on 1.

2. What measures did you take as labour to ensure that the process of rationalisation of posts in the DSRAC was smooth and not prejudicial to some members of the DSRAC, in particular of your Union?

3. What role did labour play in the process of rationalisation in the DSRAC?

4. Did you as labour encounter any deadlocks during the process in the DSRAC? Yes/No.

5. If YES how did you solve those areas?

6. How often did you report to your members about the process?

7. In your opinion, the process of staff/posts rationalisation in the DSRAC had both negative and positive consequences, can you briefly tabulate them.

Positive:

Negative:

8. What suggestions did you make to the management to improve the negative consequences that you have cited above?

9. Are there any changes that you think can be made to the current organogram of the DSRAC to improve service delivery in the EC?

10. In your opinion, do you think the DSRAC has achieved the mandate for which it was established? Can you elaborate and indicate what the obstacles are?

3.5.3 Senior and administration officers

1. Was the process of rationalisation of staff done transparently? Give reasons for your answer
2. Were you as junior members of staff aware of the developments in the DSRAC during the period? How were you involved?
3. What role did you play in the process of rationalisation of staff in the DSRAC?
4. How did the process affect you or your directorate?
5. What are the positives that you drew from the process in the DSRAC?
6. Which directorate/section were you at during 2000 -2004 and how did you come to the present post/position?
7. In reality, the process of staff rationalisation of the public service had both positive and negative consequences, what are these with reference to the DSRAC?
Positive:
Negative:
8. How did the process affect the DSRAC's stakeholders? eg. Sport federations, ECPACC, municipal libraries and museums?

3.5.4 SAFA (Border) and Swimming SA (Border)

1. How did the process affect you as a DSRAC stakeholder?
2. What challenges did you encounter during the period 2000 -2004 with the DSRAC?
3. How did those challenges affect your relationship with DSRAC?
4. How did the DSRAC communicate the process to you as stakeholders?
5. In your view how did the process affect service delivery in general?
6. What are the positive factors that can be drawn from the process?
7. From the challenges that you cited above what do you think the solution could have been?
8. As a sequel to the process, how is your working relationship with DSRAC like now?
9. What are the negative factors that occurred during the process?

3.6 PROFILE OF THE RESPONDENTS

The age and academic qualifications of the respondents could not be obtained as some of them considered that to be confidential information to furnish the researcher with. This information can however be obtained from the human resource section, but due to some objections by the respondents the researcher has omitted it. The information submitted by the respondents is credible because all the respondents except for the two sport federations were members of the DSRAC staff component during the period, 2000 -2004. The respondents have first hand information of the process of rationalisation of posts as some were the favourably affected while to some the process was unfavourable.

There might be an element of bias from both sides. Those who benefited from the process will likely praise the process while those who were disadvantaged are likely to bedevil the process. This is beneficial to the researcher as this situation will have depth on both the negative and positive consequences. Questionnaires were distributed to the DSRAC head office personnel only with the exception of the two stakeholders. The number of sampled members of

staff is fourteen excluding the two stake holders of Swimming and SAFA (Border) The work profile of the respondents is as follows:

Directorate	Years Service	Gender	Designation	Race
Chief Financial Officer	10	Female	CFO	Black
District Development	30	Male	Chief Director	Black
Museums & Heritage	25	Male	Senior Manager	Black
Sport & Recreation	25	Male	Senior Manager	Black
Human Resource	29	Female	Manager	Black
Libraries & Archives	38	Female	Manager	Black
Arts & Culture	13	Female	Manager	White
Infrastructure Development	35	Male	Senior Admin Officer	Black
Community Development	32	Male	Senior Admin Officer	Black
Supply Chain Management	13	Female	Admin Officers	Black
Research Development	15	Female	Senior Admin Officer	Black
NEHAWU	19	Male	Assistant Secretary	Black
SASAWU	28	Female	V. Chairman	Black
PSA	27	Male	V. Chairman	Coloured
SAFA (Border)	13	Male	Male	Black
Swimming	13	Male	Chairman	Coloured

3.7 DATA ANALYSIS

The researcher initially intended to record all the interviews on a tape recorder but the respondents objected to that. For ethical considerations the researcher consented and the inputs were recorded on the questionnaires. All the collected data from the formal interviews and questionnaires will be analyzed and interpreted using the quantitative and qualitative methods. The required data will be classified into themes to determine the required data that will be used. This will enable the researcher to retain genuine data to be able to conduct a credible research.

The collected data will be recorded from each respondent and organized. A data collecting system will be constructed to sift and analyse all data.

3.8 ETHICAL CONSIDERATIONS

The respondents will be assured that the information received will be treated with the strictest of confidentiality and it will be used solely for academic purposes. The information supplied by the respondents will be acknowledged with appreciation. The researcher undertakes to thank all the respondents for their valuable contributions.

The researcher was impressed by the willingness of the respondents to participate in the survey after much assurance about the purpose and what the collected data will be used for. It was easy to access the DSRAC to request the required information though it was a huge challenge to get the questionnaires back from the respondents. It is sometimes problematic to secure appointments with the top and senior managers for a non work related matter.

3.9 CONCLUSION

The co-operation by the respondents made the research work less difficult. Their willingness to participate in the research greatly assisted the study. The researcher was impressed by their co-operation. All the respondents except for the two stakeholders; swimming and SAFA were staff members of the DSRAC during the period 2000 -2004. This factor gives credibility to the collected data and the entire research, the inputs are realistic and not assumptions.

One of the weaknesses entails the lack of demographics' representation. This is pointed out on the profile of the respondents on 3.6, above. The picture that this research depicts is that there are few coloureds and whites, and no Indian members of staff in the DSRAC. In a bid to respond to this hypothesis, all these race groups are found in the DSRAC. They are in the minority in the DSRAC and in the entire provincial public service. Consequently they benefited most from the Employment Equity Act, 1998 (Act no 55, 1998) by assuming duties in other government departments at higher positions. Mostly those that are with DSRAC were employed after the study period.

Rationalisation in South Africa is transversal to all public institutions. The study would have been deeper if comparison with one or two other government departments in the Eastern Cape was made. While the research would have been deeper if such a comparison was conducted, it could also have been problematic to obtain questionnaires on time or conduct interviews with other government officials. This study has provided deeper insight on rationalisation of posts in the DSRAC during the period under review.

Chapter 4 will deal with data presentation, analysis and interpretation.

CHAPTER 4: DATA PRESENTATION AND ANALYSIS

4.1 INTRODUCTION

The previous chapter, discussed the methods that the researcher used to carry out the research. The main objective of this chapter is to present and analyse the collected data from the DSRAC officials and the stakeholders of swimming and soccer. This is done in order to address the research question. The data was collected in the form of questionnaires. The majority of questionnaires were returned to the researcher as will be shown later in the text.

The researcher will present the data in accordance with the way in which questionnaires were distributed. Sampling was done on the DSRAC head office staff component. Questionnaires were distributed to the following categories.

- Managers, senior and top managers
- Senior and Administration officers
- The three Labour unions of NEHAWU,PSA and SASAWU
- SAFA and Swimming in the Border area

Each category responded mainly to different questions from the other one; questions for each category were the same. The researcher has ensured that sampling was done on all the respondents representing all four categories. The first three categories represented the DSRAC staff while the latter was holding office in the soccer federation during the research period of 2000 -2004.

Permission to conduct the research in the DSRAC was sought and obtained from the HOD of the DSRAC, Mr BTM Mfenyana. What has become clear in the data is that the process of rationalisation of posts had both negative and positive effects notwithstanding the good purpose for which it was intended. In chapter two, the concept of rationalisation is explained and what its objectives are. In a nutshell the objective and the purpose for which rationalisation of the public service was done was good, to enhance efficiency. It is inevitable that some challenges in the process of implementing rationalisation were encountered.

The researcher in the whole study, does not seek to prove whether rationalisation is good or bad. That issue is not debatable as the process was mandated by the Interim Constitution, 1994 and legitimized by the Public Service Act, 1994. The background about rationalisation and the objectives of the process clearly spell out the good intentions. The research question is the impact of rationalisation during its implementation on service. The study puts emphasis on the process to achieving complete rationalisation, how did the process affect service delivery. In the end the objective of integrating the fragmented administrations into one single public service should be achieved.

Since 1994, South Africa has developed into a unitary yet decentralized state with nine provincial administrations and 283 municipalities. This model of governance is enshrined in Section 40(1) of the Constitution of South Africa. In view of this it was imperative that government departments be rationalised to do away with fragmented administrations to achieve a single public service. The views of each category of officials are almost similar in most areas.

4.2 PRESENTATION OF DATA

All collected data will be presented using themes that emanate from the questionnaires. Similar responses from different categories will be grouped together to avoid repetition. In some cases, where questionnaires' contents were related, responses are similar. The number of responses received by each category of the respondents are summarised on Table A, below:

Table A: SUMMARY OF DISTRIBUTED AND RETURNED QUESTIONNAIRES

Category	Number Distributed	Returned	%
Top, Senior & Managers	8	7	87,5
Admin Officers	4	3	75
Labour	3	3	100
Swimming & SAFA	2	1	50
Total	17	14	82,35

The total percentage of participation as depicted above is 82,35%. It would have been very good and the results conclusive if all the questionnaires were returned. The researcher tried very hard to get positive results from the respondents. The outstanding 17,65 % would have made a huge difference. Some prospective respondents who had earlier agreed to participate in the study did not return the questionnaires implying fear of victimisation, this is notwithstanding the assurance on confidentiality that was given by the researcher. The objective of the study was clearly explained and that the information received would be used solely for academic purposes. The letter from the HOD giving approval for the study to be conducted at the DSRAC was made available to them to alleviate such fears. Some respondents were interviewed instead, as their participation in the study was crucial for the completion of the survey. The survey is representative of all the categories and the responses from each category have gone to 50 % and above. The overall percentage of participation makes the results credible.

4.3 The role of the senior and admin officers in the rationalisation of posts

The senior and admin officers of the DSRAC had a minimal role to play in the process. Decisions were taken on their behalf by management and labour. The process of rationalisation was a national affair, handled by the management on behalf of the government and the organised labour on behalf of the staff. The staff below management level felt that the process was only transparent to them so that they should co-operate with management. They feel that theirs was not to reason why, but to do and die. When asked if there was any role the junior staff played in the process, one senior administration officer responded by stating:

“As something that was imposed to (the) junior members, they (junior members) were then aware. Being aware or not was not going to make any difference.”

He went further to say:

“There was no role to play as such, except to be co-operative as being non co-operative was going to put one at a disadvantage”.

The summary of the survey on the above questions indicates that all three respondents agree that the process was transparent in so far as it aimed at enforcing decisions to them.

When asked if the process affected them directly, the three responded each by saying;

- “Yes – staff decentralisation took place.”
- “Yes, I was affected, upon (my) employment I was employed as an administrative officer but due to rationalisation I am now employed as a researcher.”
- “It affected me because I would still be working for Arts and Culture Directorate (had I not been transferred to the new section) now which is where my expertise is”.

The displacement of officials during the process was not only directed at the staff at junior level, managers were affected as well. These sentiments are echoed by one manager who is reminded of the vivid frustrations that she went through, she points out at the challenges that she encountered and has this to say:

“Lack of stableness in my operations was very frustrating. For instance, projects that I initiated in the first position that I occupied could not be taken forward because I had to leave the component:.....”

I was once placed in the District Development Directorate. Next I was appointed in Human Resource Development, a field that was not my choice of operation. I hardly had qualifications in HRM.....”

The above statements imply that all these respondents were at some stage displaced and misplaced by the process. They were eventually retained at the DSRAC at head office. This is where they had to re-establish themselves at the new sections and directorates. Some of these placements turned out to be positive moves as the incumbents acquired new skills in their new fields and were determined to succeed.

4.4 The fair implementation of the process by DSRAC

The question of whether the process of rationalisation was fair to all the officials of the DSRAC was transversal from the Senior Administration officers to organised labour. The respondents indicated that the process was fairly implemented to them. It has already been indicated that some respondents feel that the process was transparent and by implication, it was fairly implemented. This position is summed up by a shop steward from PSA who had this to say about the fairness and transparency of the process:

‘The process was done fairly because the unions negotiated with management that there should be no job losses. The process of person to post matching was done fairly and transparently because the unions were deeply involved’.

Also the official from NEHAWU reaffirmed this position by stating as follows:

‘The process in the Department was transparent and fairly done although it had some setbacks on the members of the union as it affected them directly as we still have personnel who are additional to the establishment.’

The SASAWU shop steward approached the question cautiously and said:

“Our members were part of the process to a certain extent”.

On the same issue a senior administration officer from the DSRAC responded thus:

‘Yes the unions were part of the process……. The process was advertised through the internal memoranda’.

In order to ensure that the process of rationalisation was smooth and not prejudicial to staff members, all the three labour unions at the DSRAC came together and elected a joint committee comprising representatives from the unions. The purpose was to engage the DSRAC management as a united front on all matters affecting the members of staff in relation to the rationalisation of posts. That enabled the unions to be part of the consultative processes with regards to the placement and the interview of candidates.

4.5 Prevention of job losses

One of the mandates of the labour movement during the process was to safeguard job losses during the process. Any change brings fear of the unknown to the people affected by such a change. The process of rationalisation was no exception to all the affected parties. The question that lingered more often on the DSRAC staff component was how many casualties would the process leave in the form of job losses. The role that the labour had to play was decisive and clearly defined; that no jobs should be lost in the process. In order to curb any job losses the united labour front entered into agreement with the management. The PSA shop steward summarised it as follows:

“We assisted management to consider options such as re-skilling of staff and the filling of posts through the person to post matching; direct absorption and placement according to post level.”

On the same issue of preventing job losses NEHAWU had this to say;

“Labour played a pivotal role in safeguarding the interests of the workers eg people who could not be absorbed into the new establishment should be catered for in other departments on the same level as before rationalisation or (should) be accommodated on new levels with the same benefits.”

From the above it was clear that labour was determined to safeguard the interests of the workers. Information to union members was communicated through the word of mouth and notices that were pasted on different notice boards in the DSRAC. In some cases hastily convened meetings were arranged to brief the staff members about imminent developments.

In the process of negotiations with management there were likely to be deadlocks that caused disagreements on certain issues. Those deadlocks were not fundamental as they were resolved amicably without any declaration of disputes. The organised labour and management also differed on priorities in relation to staff training. The view of labour on the matter is summarised by NEHAWU and SASAWU officials as follows;

NEHAWU says;

“Yes, people who assumed new duties were to be trained to fit in those new roles, but the training was not adequate. In the case of the library Section, (incumbents) were not well trained’.

While SASAWU is more elaborate on the matter by stating:

“Yes, as far as service delivery; because of the reduction of district offices and salary parities. Others (officers) were (employed) under the Education Act and others (under the) Public Service Act”

The DSRAC had its origins from the Department of Education. Many of the DSRAC staff are former educators. The above statement indicates that management could not agree with labour on certain issues like the issue of training and parity on the salaries of educators and the Public Service Act employed personnel. This led to some deadlocks with management. The lack

of urgency on the provision of staff training caused a lot of consternation to the union and staff members. NEHAWU insisted that in order to assist these officials they should be given priority in the Transversal Training Programme by the FHIG. It was imperative that members of staff be kept abreast of developments in the DSRAC so the shop stewards gave reports to their respective members on regular basis. This was done to alleviate the anxiety and fear of uncertainty about the future. Every decision on restructuring was communicated immediately to the staff.

4.6 Relations with the stakeholders

Relations with the stakeholders will now be explained

4.6.1 Direct stakeholders

The DSRAC has direct and indirect stakeholders who were severely affected by the process. The direct stakeholders are municipal libraries and provincial museums. Direct stakeholders receive annual grants and subsidies from the DSRAC for operational purposes. Any delays in the transfer of these grants and subsidies to the stakeholders, impact negatively on their daily operations as their programmes halt to a standstill. The process of rationalising posts at the DSRAC affected the pace at which these grants and subsidies were transferred to the beneficiaries. The processing of these grants took very long to be finalised and transferred. The needy beneficiaries felt the delays because of the negative impact. Service providers were also not paid on time and some even went bankrupt. The relations with the stakeholders and service providers got sour while service delivery suffered caused by service providers who declined to render services to the DSRAC.

4.6.2 The indirect stakeholders

The indirect and external stakeholders are sports clubs and sport federations. These do not receive any grants or subsidies from the DSRAC. The DSRAC only

provides funds to federations when they compete at provincial level. The DSRAC also provides technical expertise to these stakeholders in the form of facilitating courses on development programmes and capacity building programmes for the technical officials. During this period of instability and uncertainty at the DSRAC those programmes were affected.

When the DSRAC came into being, it had 41 districts and 7 regional offices. When rationalisation was first applied, the structure of the DSRAC was trimmed to 24 district offices. As the process continued, regional offices were discontinued and only 7 district offices were set up. Those offices were far from the communities they were intended to service. This arrangement was not well received by the sport federations. The secretary of the SAFA Border angrily reacted as follows:

“It was direct opposite of what (the) government stands for, that of bringing service delivery to the people. The remote areas that use to get assistance nearby, have now to travel (many) kilometres to get to the closest district office. This exercise cost the poor people lots of money”.

Respondents in all categories were unanimous on the effects of reduction of districts as some of the causes of sour relations with the stakeholders. One manager reaffirms this when he stated:

“Reduction of service delivery centres from 41 to 7 posed many challenges including low morale of staff who faced uncertain futures; and more importantly local communities viewed the move in a negative way as this compromised the Department’s ability to have a wider access to the communities; this impacted negatively”.

This situation posed numerous challenges to the stakeholders, some of which were caused by promises that were never fulfilled. This resulted in strained relationships between the DSRAC and its stakeholders.

4.6.3 Limited resources

The government resources are always insufficient to satisfy all the needs of the diverse society. Removing services closer from the people required even more resources from those that were initially limited and insufficient. This limitation was severely exposed during the restructuring process as these limited resources were stretched very wide. The Border soccer federation in particular had difficulty to access the DSRAC and interact with the officials. Transport for the district officials was very difficult to acquire in order to service stakeholders in the far outlying areas. The result was that the programmes of the DSRAC with the federations were severely affected by the lack of resources. The few officials could not cope with the workload. That situation tarnished the image of the new department to the stakeholders.

4.6.4 Lack of communication

One other factor that exacerbated the relations was poor communication by the DRSAC with the stakeholders. The stakeholders, soccer in particular criticised the DSRAC about the poor communication on the process of rationalisation. The stakeholders alleged that the process was never communicated to them and that put the soccer people in a limbo as they were completely in the dark about the process. Service delivery was badly affected, because the offices were situated far from the people, the DSRAC was poorly resourced, that is very few vehicles were available, and there was limited budget to assist sport federations.

Soccer in the Border area is firm that it was not consulted on any matter regarding the process of rationalisation of posts. To some people this reflected bad planning as the programmes planned before the process had started, were abandoned without being communicated to the affected. It is likely that the

other stakeholders who were not sampled were affected as badly as soccer by the process.

4.7 Positive consequences of rationalisation

Any process usually has both positive and negative sides. As it has already been indicated, the positive and the negative aspects refer to the process of rationalisation, the means to an end and not rationalisation as a destination.

4.7.1 New skills acquisition

The process of rationalisation of posts exposed many people to different skills that they never possessed before. All the respondents in all the four categories agree that the process had both positive and negative results.

Officials who were additional to the establishment were transferred to sections that were recently established and under populated. Those officials were capacitated in order to be competent in their new careers. In the process they acquired new additional skills. That increased their quest for knowledge and the capability to deliver. Those officials became multi disciplinarians in the different fields of finance, human resource, strategic planning and other areas of specialization. They were exposed to the new fields. This is taken further by one senior manager who noted thus;

“Opportunity of staff to learn and work in new areas of operation. Develop of wider and broad knowledge and new methods of doing things.”

All these officials were happy that they were absorbed and would not be supernumeraries. They were determined to prove that they are capable of delivering in their new fields. That zeal enhanced their performance to the benefit of the DSRAC and service delivery.

4.7.2 The status of the new District Offices

The status of the district was elevated, the district managers became district directors, as these posts were upgraded. More functions were to be devolved to the districts. The resultant upgrading of posts implied that more senior posts were to be created in the Districts. Some of the additional staff at head office would have the opportunity to be placed at the newly upgraded Districts. In the end some of those officials who were placed far from their homes stood a chance to apply for posts closer to their homes. To them they would be eligible for relocation costs for the second time.

4.7.3 Promotion of integration and advancement of non racialism

SAFA points out that the integration of people from different cultural backgrounds and race groups in the same office was a positive aspect that enhanced non racialism. This would result in them working together as a team, learning to respect and accept one another as colleagues. That non racialism would enhance integration to speed the process. The integration of communities was in line with the new government's objective of a non racial, non sexist and united South Africa.

Lastly, the alignment of DSRAC District Offices to District municipality boundaries was an added advantage.

4.8 Negative effects of the process

The negative issues tend to surpass all the good side of things. During the process of rationalising posts in the DSRAC some mistakes did occur which

could have been handled better. All the respondents concur on many issues regarding the limitations of the process.

4.8.1 Displacement of officials

The apartheid system had created fragmented administrations in South Africa. The rationalisation of public service was to move away from the dysfunctional system of administration to an integrated unity. In the process the duplication of services would be done away with. Some people were displaced and forced to change work stations. The uncertainty and the movement of people to the new environment badly affected their performance. The uncertainty that lingered in the peoples' minds discouraged people from performing with excellence. All these put together led to the development of low morale among staff members. People were not sure about their future. During the process high absenteeism rate was registered in all government departments. Some people brought excuses that vary from looking for employment in other departments to transport problems. Employers had to be very sensitive to the staff problems. Lazy and unscrupulous officials exploited the situation for their selfish ends by being absent from work on regular basis.

4.8.2 The effect of the supernumeraries

All the officials who could not be placed in the organisational structure of any government department were referred to as the supernumeraries. The plight of the supernumeraries was a sensitive national issue handled by the DPSA. The DPSA was in constant contact with all the provincial administrations on the issue of supernumeraries. Those who could not be absorbed at the DSRAC were laterally moved to other departments with vacancies at the same post level. Some of the supernumeraries refused to carry out legitimate instructions pertaining to the performance of official duties. They would advance all kinds of excuses including the fact that they were not in any posts. They were

drawing salaries but in some instances refused to work. That hampered service delivery.

The process of capacitating the officials appointed in the new jobs did not come easy. It came at a huge cost in financial terms and some were not coping with their jobs despite repeated training and capacity building programmes.

People coming from different backgrounds had different work ethics. It was a major challenge establishing a single public service.

4.8.3 Capacity building of programme

The organised labour believed that to alleviate the challenges that emanated from rationalisation, all newly appointed people should be orientated in their new jobs. Labour believed that to enhance efficiency and effectiveness on the service delivery, appropriate training for all officials should be arranged. The labour movement also believed that DSRAC management should have a moratorium on new appointments until all the staff members that are additional to the establishment are absorbed. That agreement was implemented to the satisfaction of all parties. The relations between the staff, management and labour improved drastically and the performance in the execution of official duties was enhanced.

4.9 The current organisational structure

The challenges that are inherent in the DSRAC can be linked to the current organisational structure which does not address some of the service delivery issues. One respondent pointed out that the reduction of district offices from 41 to the present 7 was a major blow to service delivery. The offices were moved away from the people, resulting to some not being accessible and reachable to the stakeholders. The SASAWU is of the view that any revised organisational structure should be designed to accommodate the remaining excess staff. The current DSRAC offices are aligned with the district

municipality demarcations. The district offices are situated at the place of the seat of the district municipal offices.

4.10 The role of the DSRAC management during the process

The management of the DSRAC had a huge role to play in order to allay fears that stemmed out of the process. Management had to remain calm, not to compromise service delivery and ensure that the process was implemented to the letter while extreme care and sensitivity was to be taken into cognisance. Notwithstanding these factors, the time frames had to be observed and the progress reports had to be furnished to the PSC promptly. Obstacles that impeded the process had to be removed. The management team had to manage the process. Those were some of the functions of the management during the entire process. In order to put all the parties on board, the DSRAC had to embark on an advocacy campaign to ensure that staff was aware of the process, all correspondence received from the province or the national sphere of government on the matter was interpreted and made available to the officials. On the role of the DSRAC management, one manager noted as follows:

“This assisted hugely as staff members were put on board about the dynamics and rationale for the move. This was the period of transformation. Communities were assured that the changes were geared towards enhancing service delivery, particularly the historically disadvantaged.”

Some of the functions of the DSRAC managers included consultation with all the stakeholders including organized labour both internally and externally. This was to ensure that the process was handled with care. The DSRAC

management was mindful of the following factors as articulated by one manager when he said:

“Resistance during transformation is inevitable, posts began to shrink and staff members started to compete for the low number of approved posts on the approved organogram. The process was creating enmity

and staff viewed managers in a suspicious manner, accusing them of favouring one employer over another.

4.11 The Political guidance on the process of rationalisation

The situation at the DSRAC was tense at times as management and labour would deadlock on certain issues. The politicians were mindful of all the deadlocks as they happened countrywide. Other government departments in the province encountered the same challenges, officials in other government departments belonged to the same labour unions. Issues that were affecting the government employees in general were similar. On the importance of political guidance and leadership during the process one manager reaffirmed this by saying:

“It was inevitable that political guidance to the process be given. All the provincial MEC’s had their hands full, and in particular the MEC for Sport, Recreation, Arts and Culture and the relevant Portfolio Committee became political champions of the process, providing political leadership and direction throughout the process.”

This was a question that was asked to the management of the DSRAC the responses were not unanimous on whether any political guidance was given or

not. The HR manager has a different view on the matter as she responded as follows:

“No, this was purely an administrative issue”

To concur with the above position one senior manager stated that;

“No political guidance was forthcoming.”

While a general manager who was involved in the process also said;

“No political guidance..... we were compelled to comply”.

The responses on the specific question as to whether any political guidance was given to the DSRAC or not can be summarised as follows:

Table B: Summary of views of management on political guidance

No of respondents	Political guidance given	% Yes	Not given	% No
7	1	16,67	6	83,33

The researcher has gone to great lengths in an endeavour to find the reality on the matter. The results are self explanatory but the respondent whose answer was on the affirmative has given motivation for his view while all those who claimed that no political guidance was given have not substantiated. The results remain inconclusive on this issue. It could be the question of interpretation of the role that the politicians had to play. It was imperative that politicians play a visible and meaningful role on all matters of transformation during this period.

4.12 The Financial implications and Budgetary constrains

All transformation processes require funding. The process of rationalisation was done at huge financial costs for both the DSRAC and the government. These costs were in relation to the relocation of offices including the officers and assets. Establishment of new offices which were usually leased at exorbitant prices by the landlords took a large chunk of the budget. In some cases the conditions of those premises were such that they were not habitable. Proper planning and appropriate budget allocation was crucial for the success of the process.

4.12.1 The equitable share

The annual equitable share that the DSRAC receives from the Provincial Treasury was not increased. It was minimal to finance the undertaking, it was not increased to cater for the process. The effect of that was a decrease on the capital and operational budget which left very little for the operations and service delivery. Service delivery was severely affected as some programmes could not be implemented due to the insufficient funds. That scenario impacted negatively on the relations with the stake holders. The Provincial Treasury introduced some austerity measures which were to control budget utilization. The budget had to be used very sparingly to ensure that the process was a success. Priority in terms of the budget use was given to the process.

One of the challenges of the process was that the budget and other functions were still centralized at Head Office, some functions were not yet devolved to the districts, until the process was complete. District offices as service delivery centres did not control budgets. The other challenge occasioned by this scenario was the inability to increase personnel in the district for effectiveness.

4.13 Improving the situation

Rationalisation is an ongoing process, a question was asked as to what suggestions could be made to improve the negative consequences that have been cited earlier. The aim of this exercise is to improve and avoid repeating the mistakes of the past in any future process. The DSRAC managers have advised that the following should be looked into.

Manager 1 views it thus:

“A well structured HR Plan coupled with HRD Plan that will be longitudinal with proper monitoring and support to service delivery. Change management and a well canvassed organisational structure.”

Manager 2 has this to say;

- “Thorough research of the requirements and responsibilities of the specific posts.
- for the officials who lack capacity, relevant training should be offered;
- more sensitivity to be applied to existing skills and the requirements of the new positions;
- good communication and regular meetings with senior management.”

Number 3 is a General manager whose advice is to do the following;

- “Reach out to all communities of the province by establishing satellite offices in local municipalities;
- To access more budget to accommodate expansion of District Offices for effective service delivery.”

In order to enhance efficiency in the DSRAC all the relevant respondents agree that it is imperative that the officials be fully capacitated by;

- providing the relevant training;
- Creation of intelligent lines of communications;
- regular monitoring and evaluation consistent with strategic planning at all levels;
- proper consultation with the stakeholders and
- Rewarding good and outstanding performance.

The fact that the researcher distributed questionnaires to all levels contributed to the credibility of the results. In most cases all the respondents corroborated one another. The purpose of the research was clearly spelled out to them and the HOD's letter of approval for the study to be conducted at DSRAC put some at ease.

4.14 Conclusion

The inputs from the respondents have given the study a semblance of legitimacy and credibility. Respondents have responded very similarly on the same questions in most cases except for the few areas that required different insights and individual understanding. The example that immediately comes to mind is the individual perception on the political guidance. Some respondents claim that there was no political guidance given, while the others are adamant that it was provided and visible. These areas of difference provide a healthy discussion for the study.

The fact that there were no protracted deadlocks between the organised labour and management indicates that both parties were committed to the

implementation of the process and that they had the interests of the people at heart. This is also an indication that all parties negotiated in good faith. When some deadlocks occurred, all parties were keen to resolve them amicably without any disputes being declared and the third party being involved.

The DSRAC negotiated transparently and faithfully, this is confirmed by all the respondents particularly the senior administration officers and the organised labour. The senior administration officers though, viewed that transparency in a suspicious light.

What is evident from the study is that the relations with the stakeholders need to be improved. The process impacted negatively on the relations with the stakeholders. The DSRAC should have reflected on the process and looked at its shortcomings.

Lastly, any process of change will always bring fears to the people particularly if it affects their comfort zones. It is important for the people to accept the change that the government introduces to move away from the past. The objectives for any change and process should be spelled out clearly.

The last chapter will deal with the research findings and the recommendations. Some inputs regarding the way forward will be contained on the recommendations in Chapter five.

CHAPTER 5: RESEARCH FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

The previous chapter presented and analysed the data collected from the respondents. This chapter provides a summary of the research findings and recommendations. The primary objective of the study was to assess the impact of rationalisation of posts on service delivery in the DSRAC. From the research findings it is clear that rationalisation of posts in the Department of Sport, Recreation, Arts and Culture in the Eastern Cape had both positive and negative consequences on service delivery. The researcher is convinced that this has been achieved by exploring the whole process of rationalisation of posts and the roles of IMT and the PSCBC. It was relatively easy to reach a conclusion because the period of study was compared with the pre study period. From the respondents, the researcher was able to determine the findings and some answers.

5.2 Findings of the study

One significant finding that can be drawn from this study is that a lot of work still has to be done to explain to the people about transformation and its purpose. Rationalisation of the public service is part of the transformation agenda of the democratic government. It is assumed that the majority of the South Africans were yearning for change hence they voted overwhelmingly for the new order in 1994. The ruling party ever since it was established in 1912, espoused the dire need for change and social justice caused by numerous factors of racial discrimination. The researcher has deemed it proper and expedient not to dwell into the historical and political background of the country. It is however, advisable to use the past as a reference, as a point of departure. Suffice to say that transformation emanated from the political background caused by social, political and economic inequalities of the South African society in the past.

When the democratic government came into power in 1994 it was faced with myriads of problems that emanated from the abhorrent system of apartheid. The mess that was created by apartheid system is immeasurable. It fragmented the society in many ways, socially, mentally, politically and economically. During the pre 1994 era, the people were imbued with the fear of the unknown. That is what the apartheid system inculcated in their minds. People feared change because it will affect their comfort zones. They would sometimes fear change even if such change was to their benefit. Some people would prefer to retain things as they are no matter how disadvantageous it can be. The study generally revealed some of the following factors:

Some of the challenges encountered by the DSRAC emanated from the lack of resources. These resources relate to budget, vehicles to move from one point to another and communication was impeded by unavailable communication tools like cellular phones. Without the required resources the process was unlikely to be plain sailing. The insufficient budget to acquire the needed resources was a major challenge.

Some of the public servants were fearful of change and transformation. The reason for that fear stemmed from the fact that the process was not properly introduced to them to alleviate all those fears. Rationalisation of the public service is a transformation issue which is articulated by the government and the politicians regularly. It is a fact that the government uses the public servants as the agents for change. All the policies of the government are implemented by the public servants. The researcher has uncovered a bias here. The public servants are the delivery arm of the government. Notwithstanding this fact, the public servants were not as instrumental and efficient in implementing rationalisation as they normally do to other government processes that do not affect them. That drive was missing from them. This was caused by the fact that rationalisation was directly affecting them.

Proper planning was not done before the DSRAC embarked on the rationalisation of posts. Some of the displaced officers had already received training in various fields before they were additional to the establishment. The initial training could have been put in abeyance until the process was finalized. When they were finally absorbed either into the DSRAC or transferred to other departments, they had to be retrained to be competent in the new fields. That training was done at a huge cost to the department.

One other challenge that occurs regularly at the government departments, is that the information is mostly not disseminated to the junior officials in the public service. The top and senior managers usually withhold the information from the lower levels of staff. The results of such tendencies usually reflect badly on such institutions. In situations of this nature, the members of staff do not own the process because they were not directly involved. Information leads to knowledge and

knowledge is power, depriving people of information, is depriving them of knowledge. People tend to be passive when they are ignorant of facts.

It is a fact that during the period of this study, service delivery was severely affected by a number of factors. This fact is pointed out by the stakeholders who share very bitter experiences about the lack of service delivery during the period. All the factors mentioned in the text are in relation to the public servants. They are supposed to be catalysts for change only when change does not affect them.

From the study it is clear that the public servants from the DSRAC were not the catalysts for change. In any transformation process all the public servants have to own the process.

One other factor that features very prominently in the study as having impacted negatively on service delivery is the reduction of district offices. The original structure of the DSRAC catered for 41 district offices and 7 regional offices. During the rationalisation process the organisational structure was revised to make room for only 7 district offices and the regional offices were discontinued. Those 41 former district offices were closer to the stakeholders as a result service delivery was brought very closer to the people.

The research has also discovered that the DSRAC could not fully achieve the purpose for which it was established. This failure stemmed mainly from the omission of the major stakeholders from the process of rationalisation. The stakeholders are central to any process of change. In this study the stakeholders were not assigned any role to play in the process and no communication was made to them.

The morale of staff was at its low ebb occasioned by uncertainty and fear of the process. That in itself affected the delivery of services to the communities.

5.3 Recommendations

Recommendations were made by both the researcher and the respondents especially on areas where the DSRAC should make improvements on. Some of these recommendations will be of great assistance to the public service in general and to the DSRAC in particular. These recommendations include the following:

The public servants at all levels of government should help the government to publicise its policies and should be the agents of change. Transformation of public service and the transformation of the South African society is inevitable. It is enshrined in the Constitution of the country. All sectors of the society should gear themselves for change. They must accept change and transformation.

The Public servants must be transformed first before they can be the catalysts of transformation. Public servants should not stand and watch

while the government introduces reforms. This emanates from the failure by managers to properly inform them about the process. Transformation in South Africa is a process that will take a long time to complete. It is therefore imperative that the public servants as implementers of transformation be taken on board on any change that is introduced.

In order for the public servants to own the transformation processes, they should be capacitated to deal with and withstand any process of

change and transformation in the workplace. These capacity building exercises should discuss among others the implementation strategies and possible consequences of every change that will be implemented in each department. This will enable the public servants to drive and own any transformation process without any fear that will impede service delivery. The challenges that are likely to occur can be anticipated so that a remedial action can be made to avert such challenges. This can also determine whether a certain implementation strategy will be successful or not.

For any transitional process to be meaningful, it is imperative for sufficient budget to be available. The process of rationalisation, with specific reference to the DSRAC was not budgeted for. This has been clarified by all the respondents. The Provincial Treasury should in future increase the annual equitable share for any provincial government department that embarks on an undertaking of this nature.

Appropriate training like the in service –training, job orientation and motivation of staff should be undertaken in particular for those who were absorbed in new positions. The motivation should include incentives for outstanding performance and special consideration on the PMDS.

The organisational structure should be revised to cater for the establishment of the satellite offices of the DSRAC at the local municipalities.

All 38 local municipalities should have sport and recreation components established for easy access by the stakeholders. If that is carried out the mandate of the DSRAC to promote sport, recreation, arts and culture will be achieved. The functions of the local municipalities should be

revised to include sport, recreation, arts and culture. This implies that some officers that are located at head office and districts should be transferred to the envisaged local municipalities to perform these duties.

Another consideration should be the devolution of more functions to the districts for effective functioning. Integrated planning is a missing link which leads to the duplication of services by the districts and head office. More resources, like adequate budget, vehicles and computers need to be made available to the district offices as centres of service delivery. Any new organisational structure should create more posts at the district level as they are service delivery centres.

As a solution to some of the challenges mentioned in the study, SAFA moves that the original structure of the department, in particular with regard to the districts and the regional offices should be re-established as delivery centres of the DSRAC. This refers to the retention of the 41 district offices and 7 regional offices. The current structural arrangement does not address the needs of the people. These district offices on the current structure are very far from the people and are not serving their purpose. The soccer federation in the Border area also believes that the disbandment of the National Sport Council was the final nail in the coffin for sport. The NSC as a vibrant stakeholder used to keep the DSRAC on its toes.

Lastly, for the success of any process, communication remains paramount. If communication does not happen, any project for change is unlikely to succeed because the success of any project hinges on effective communicated strategy. With specific reference to the DSRAC some stakeholders complained about poor communication which

aggravated poor service delivery. The top and senior managers should disseminate information to members of staff, and this is pointed out by some respondents from the DSRAC particularly from the senior administration officers and some stakeholders.

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Questionnaires

DSRAC Management

Administration and Senior Administration Officers

NEHAWU, PSA, SASWU

SAFA(Border)

**EVALUATING THE EFFECT OF THE RATIONALISATION OF POSTS ON
SERVICE DELIVERY- THE CASE OF THE DEPARTMENT OF SPORT,
RECREATION, ARTS & CULTURE (DSRAC), HEAD OFFICE, EC
(2000 -2004)**

BY

PATRICK KHUSELO MELANI

**A dissertation submitted to the School of Public Management and
Development, University of Fort Hare in partial fulfilment of the
requirements for the degree**

Master of Public Administration

**DEPARTMENT OF PUBLIC ADMINISTRATION
FACULTY OF MANAGEMENT AND COMMERCE**

SUPERVISOR: DR THOZAMILE RICHARD MLE

NOVEMBER 2009

DECLARATION

I, the undersigned, hereby declare that this dissertation is my own original work except for where due acknowledgements are made in the text. It is submitted in partial fulfilment of the requirements for the degree of Master of Public Administration at the School of Public Management and Development, Faculty of Management and Commerce, University of Fort Hare.

I further testify that this research report has never been submitted before and will never be presented to any university or institution of higher learning for a similar or academic purpose.

.....

PATRICK KHUSELO MELANI

.....

DATE

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DEDICATION

I dedicate this study to my family members and all those who supported me throughout the academic journey.

My mother, for your unwavering love and support.

My late father and sister, may your souls rest in peace.

To the All Mighty for the strength, courage and the wisdom that He always endow me with. He is always my pillar of strength throughout my life.

ABBREVIATIONS

CFO	Chief Financial Officer
CUP	Committee of University Principals
DNE.....	Department of National Education
DPSA.....	Department of Public Service and Administration
DSRAC	Department of Sport, Recreation, Arts and Culture (In the Province of the Eastern Cape)
FHIG	Fort Hare Institute of Government
HOD.....	Head of Department
IMT	Interim Management Team
MEC.....	Member of Executive Council
NEHAWU.....	National Education, Health Allied Workers Union
NSC.....	National Sport Council
PSCBC	Public Service Co-ordinating Bargaining Council
PMDS.....	Performance Management and Development System
PSA	Public Servants Association
PSC.....	Public Service Commission
PU.....	Potchefstroom University
RDP	Reconstruction and Development Programme
SAFA	South African Football Association
SASAWU.....	South African State and Allied Workers Union

SCM.....Supply Chain Management
TBVCTranskei, Bophuthatswana, Venda, Ciskei
UCT.....University of Cape Town
VSPVoluntary Severance Package

ABSTRACT

When the democratic government ultimately ushered in 1994, South Africa had fragmented administrations. Those administrations were governed by different acts. It was imperative that as one country, South Africa had to have an integrated public service. The public service had to be rationalised.

Rationalisation of the public service was mandated by the interim Constitution of the Republic. Its objective was to have one central public service governed by one act with the same working conditions. Prior to rationalisation, South Africa was served by fifteen discrete administrations.

Like any new project, rationalisation of government departments was to have its negative and positive impact on service delivery. The long term objective of rationalisation is to have an integrated public service with the same working conditions as well as promote efficiency in the public service. The study concentrated on the impact of rationalisation of posts at the Department of Sport, Recreation, Arts and Culture during the period 2000 -2004.

The new Constitution envisaged a single public service deployed between a central administration and nine new provincial administrations with the continuance in service of all public servants in the employ of all former governments on the day preceding the implementation of the new Constitution, and with the retention of certain terms and conditions of service guaranteed. The challenges facing the government ranged from uncertainty of the serving public servants about security of their jobs and prospects in the new public service to the admission of those people who had in the past been excluded from joining the public service. The government had to reconcile the fears, anxieties, hopes and expectations of a huge number of people who would place a huge demand on the staffing process. This arrangement affected the DSRAC and other departments as well.

The process of rationalisation had to be implemented within a credible period of time. Speed for the completion of the process was of essence to avert any disruption of service delivery. Given the above explanation, the project of rationalisation was a massive undertaking.

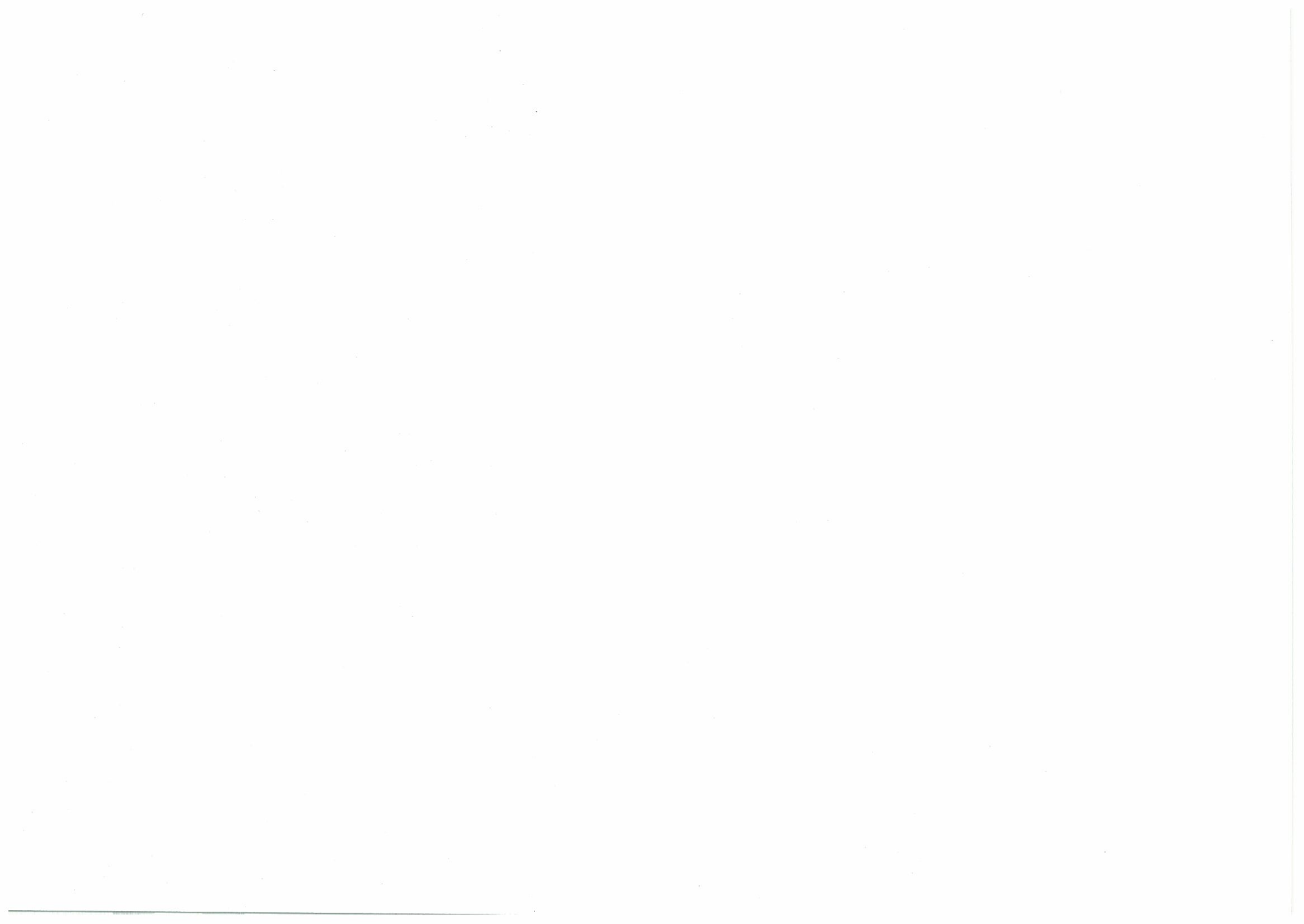


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CHAPTER 1: RESEARCH PROPOSAL

1.1 Introduction

Before the democratic government came into power in 1994, South Africa had eleven systems of government and administrations. These administrations and government included the Republic of South Africa, the TBVC states with six self governing territories of KwaZulu, KaNgwane, Ndebele, Lebowa, Gazankulu and Qwaqwa. This implies that those different administrations and government were governed by different legislation and ordinances. The working and remuneration conditions of public servants from these administrations were different since they were not governed by a single legislation.

Since 1994, the Republic of South Africa has developed into a unitary, yet decentralized state with nine provincial administrations and 283 municipalities. This model of governance is enshrined in Section 40(1) of the Constitution of South Africa 1996. The Constitution further provides for distinctive, interdependent and interrelated spheres of government. The distinctive element refers to the autonomy enjoyed by the spheres or the degree to which each sphere is the final decision-maker on a particular matter that falls within its area of competence. As a unitary state it became necessary to have one single public service with the same conditions, governed by the same act of parliament. The Public Service Act, 1994 (Proclamation 103) was enacted to legitimize the rationalisation of departments and administration. The proclamation provides the legal basis for the absorption of personnel into the new public service. The rationalisation process achieved a milestone by creating a single public service for the Republic of South Africa.

On proclamation of the Public Service Act, 1994, a new provincial administration of the Eastern Cape and the post of Director-General: Provincial Administration: Eastern Cape came into being. In terms of section 3 of the Public Service Act 1994, functions performed by the Provincial Administration of the Cape of Good Hope Regional Services, Ciskei Government Services and Transkei Government Services would be transferred to the new provincial Administration. Thus section 3 sub-section 3 of the Public Service Act, 1994 established the provincial administration of the Eastern Cape as well as

determined its functions. In terms of section 14 of the same act all serving personnel of the three former administrations, Ciskei, Cape of Good Hope and the Transkei, other than the incumbents of the post of Director-General would be transferred to the new administration of the Eastern Cape. Rationalisation, given this background, logically implies that there is a bloated public service which would have to be cut down to accepted levels. The effects of a bloated public service would be high salary bills, excess personnel, no proper control which would lead to inefficiency in the public service. To down-size the public service, the voluntary severance package was introduced and according to section 16(2A) of the Public Service Act 1994, an officer or educator shall have a right to retire from the public service on the date on which the age of fifty five years is attained or any date after that. In essence the retirement age of public servants was reduced to any age from fifty five years upwards.

In the case of departments that exist only at national government level like Foreign Affairs, Home Affairs, Labour, Home Affairs, Safety and Security, Correctional Service, Intelligence, Public Service and Administration to mention but a few, the responsibility for rationalisation rested with the national government. They would rationalise in co-operation with the provincial governments and the Commission on Provincial Government and with due regard to advice of the Public Service Commission (Constitution of the Republic of South Africa Bill 1994:164) The rationalisation of military forces would also rest with the national government while the responsibility for internal rationalisation of a provincial administration would be done by the relevant provincial government. In undertaking the process, due regard of the advice of the Public Service Commission and any relevant provincial service commission should be taken note of.

It is against this background that the provincial departments in the provinces came into being. On its proclamation, the Public Service Act, 1994 established a new set of departments, administrations, offices and services as legal entities forming the basic organisational structures of government at national and provincial levels. Through rationalisation all public servants from different administrations merged into a single administration governed by the same act with the same working conditions. Given this background about the

establishment of the provincial administration and its functions, the study will specifically evaluate the rationalisation of posts in the Department of Sport, Recreation, Arts and Culture in the Eastern Cape and its effect on service delivery during the period 2000 to 2004.

1.2 STATEMENT OF THE PROBLEM

Rationalisation in general was introduced to enhance efficiency and effectiveness in the public service. Rationalisation was a vast undertaking, but in accomplishing rationalisation, time was of the essence. Rationalisation had to be effected as quickly as possible to avert disruption of services. The problem facing the government departments in general and in particular the Department of Sport, Recreation, Arts and Culture was that the process was prolonged. The process of rationalisation of posts in the Department of Sport, Recreation, Arts and Culture has taken more than four years to complete. Rationalisation of posts implies changing the organisational structure. It goes without saying that if the process was prolonged, it caused a huge disruption to the functioning of the department.

The continued review of the departmental organisational structure caused a lot of uncertainty among members of staff. The uncertainty stemmed from the fact that some functions previously performed by the department were outsourced and some were assigned to municipalities. The outsourcing of services and functions reduced the number of posts in the department. The outsourcing of services meant that officers had to re-apply for the new posts created as a result of rationalisation. Officials who could not be absorbed were held additional to the establishment and were referred to as the supernumeraries. The department may not have fully applied the social responsibility during the process of rationalisation. Kroon (1995:91) defines social responsibility as the responsibility that top management has towards all the interest groups inside and outside the organisation. This specifically refers to the top management and the junior staff of the DSRAC.

The supernumeraries did not want to perform any duties as they were not properly placed. The arguments they cited were that they were not certain as to where they would be placed so to them it did not make sense to be

acquainted with a particular job only to be placed elsewhere the following day. They were not certain about their future and as a result they were demotivated. Another school of thought was that the department did not handle the process very well, the excess staff could have been given tasks to perform as they were still on the payroll of the department. The situation was very frustrating to most of them resulting to some coming to work late, some half drunk while others absented themselves regularly. The officials who were additional to the establishment were negotiated for in other departments. That was a process that took more than three years to complete. Some were eventually placed in the Departments of Public Works, Transport and the Premier's Offices. Other officials out of despair resigned from the department. The prolonged process of rationalising posts was unfair to the tax payer because the supernumeraries were paid their salaries for not doing any work.

The department had to continue training officials for the same jobs over and over again. The result was that service delivery suffered and the mandate of the department could not be achieved. The officials were not bound to serve the department for a particular period after completing the training. The rationalisation of posts in the department also led to the skills drain. Some skilled people were lost because of uncertainty and the long period the process took to complete. The uncertainty of officials about their job security, the outsourcing of services to the public entities and municipalities manifested itself in various ways like; the unqualified audit reports for the period under review and the lack of communication between management and staff as cited in the Auditor-General's reports.

1.3 RESEARCH OBJECTIVES

To evaluate the effect of rationalisation of posts on service delivery in the Department of Sport, Recreation, Arts and Culture.

To show how the prolonged and poor management of the process of rationalising posts cost the department skills due to resignations and funds for training officials for the same jobs and to provide remedial action.

1.4 SIGNIFICANCE OF THE STUDY

The study seeks to evaluate to what extent did rationalisation impact on service delivery and whether the department achieved its objectives and the mandate of promoting sport, recreation, arts, culture, museums and libraries in the Eastern Cape province.

The study will further expose how the department of Sport, Recreation, Arts and Culture prolonged the rationalisation process contrary to the recommendations of the Public Service Commission Report on Rationalisation of Public Administration 1994-1996. The Public Service Commission recommended that the process should be done speedily so as to avert disruption of public services.

The failure to comply with this recommendation led to the disruption of services. Officers became supernumeraries who did not come to work regularly, came to work late and some did not want to perform any duties. The study will provide insight to other government departments on how the process should be handled and further serve as a learning curve and provide corrective measures to the managers of other departments as well.

The study will also encourage the formulation of policies with regard to officers that receive training from the government. Officers who received training were not bound to serve the department after completing the courses. The system is open to abuse and as a consequence, policy in this regard needs to be formulated to prevent wastage of government funds. People could be required to serve the department for the duration of the study. This is in line with the Public Finance Management Act, 1999.

The study will give an exposition of rationalisation process in general, its advantages and how it was implemented by the government with specific reference to the DSRAC. This study will also serve as a reflection on rationalisation by the DSRAC in order to improve on the implementation should any need arise.

1.5 RESEARCH METHODOLOGY

Both qualitative and quantitative methods will be used. Quantitative method relies on the research instruments that are used for data gathering and data analysis. In this study the research instrument is the questionnaires. The quantitative method is a useful clear distinction because results are expressed in largely quantitative, statistical terms. Qualitative method places reliance on the skills of the researcher as an interviewer in data gathering.

1.5.1 Research Design

Clear guidelines and easy to follow instructions are formulated so that the research major challenge that faced the department during the process of rationalisation to apply the social responsibility to the full. Kroon (1995:91) defines social responsibility as the responsibility that top management has towards all the interest groups inside and outside the organisation.

Respondents understand clearly what they respond to. The guidelines will be written in a clear and unambiguous language. The purpose for which the research is done will also be explained clearly, this is to make the respondents comfortable. The purpose of the research will enable the respondents to determine whether they are willing to respond to the questionnaires and interviews or not.

1.6 Target Groups

The target groups in this study will now be explained.

1.6.1 Labour Unions

There are three labour unions that represent public servants at the Department of Sport, Recreation, Arts and Culture; the National Education Health Allied Workers Union (**NEHAWU**), Public Servants Association (**PSA**) and South African State and Allied Workers Union (**SASAWU**).

Labour unions represent the majority of the workers in government departments. Informal interviews will be arranged with three shop stewards from each union, interviewed separately from one another. For the three labour unions purposive sampling will be done for each taking smaller groups of three shop stewards from each union. Selection of the respondents will be done randomly ensuring representativeness according to gender, age and disability of the respondents. This is done to avoid any bias. It may not be possible to do random selection of respondents as the unions may prefer to submit names of their members to be interviewed.

1.6.2 Senior managers and staff members

The second target group will be the senior managers, and one official per directorate according to age, sex and disability status from the four line-function programmes of Sport and Recreation, Arts and Culture, Museums and Heritage and Libraries and Archives Services. This translates to four senior managers and four officials. The rationale for selecting the line-function programmes as respondents is influenced by their way of operating. The four line-function directorates are the core business for which the department was formed. One common theme or set of questionnaires will be formulated and each directorate will be requested to respond. The three officials from each directorate will be randomly selected. The respondents will be given two weeks to submit their responses. The questionnaires will be easy to understand. There will be sixteen expected questionnaires that will be collected from this target group.

1.6.3 Top management

The third group of respondents will consist of the Chief Financial Officer, the general manager Corporate Services, the senior manager-Administration Support Services as well as senior manager-Strategic Management directorate of the department. These branches and directorate provide support to the four line-function directorates. Their existence hinges on the line function directorate. This group will also be requested to express their inputs in the

form of questionnaires. A set of common theme questionnaires will be formulated. The senior managers will be given three weeks to complete the questionnaires. This timeframe will enable them to complete the questionnaires without any pressure. This means four sets of questionnaires will be given to the respondents cited above (Chief Financial Officer, general manager, and two senior managers)

1.6.4 Other stakeholders

Two stakeholders from outside the department, the General Secretary of South African Football Association (SAFA) Border and the chairman of Swimming South Africa in the Border Region will also be requested to grant oral interviews. The process will take a formal route and it will revolve around their views on the rationalisation of posts in the department during the period under review. Each federation will be interviewed separately from another. The same theme will be asked on each stakeholder (Soccer and swimming).

1.7 Data analysis

All the collected data from informal, formal interviews and questionnaires will be analyzed and interpreted using the quantitative and qualitative methods. The collected data will be arranged into themes and the raw data will be sifted. This will enable the researcher to retain genuine data to be able to conduct a credible research.

The collected data will be recorded from each respondent and organized. A data collecting system will be constructed to sift and analyse all data. The required data will be classified into themes to determine the required data and data that will be used.

1.8 Delimitation

The area of study will be the Department of Sport, Recreation, Arts and Culture Head Office.

The focus period of study will be during the 2000 to 2004 but the period preceding this is very important as it gives the origin and the mandate of the Department of Sport, Recreation, Arts and Culture. Knowledge on the period prior 2000 to 2004 will be vital.

1.9 ETHICAL CONSIDERATIONS

Kroon (1995:93) defines ethics as a systematic attempt to establish the code of conduct that controls human behaviour within a specific milieu, by means of man's cognitive power and rationality and to determine the values that must be pursued consciously and as a matter of choice'.

- An undertaking will be made to treat all the respondents with utmost courtesy and respect at all times.
- Guidance on the filling of questionnaire will be given.
- Permission to conduct interviews with the staff members and the shop stewards will be obtained from the employer and appointments will be made with the respondents before interviews can be conducted.
- All the information obtained will be treated with the strictest confidentiality at all times.
- The purpose for which the interviews are conducted will be clearly spelt out.
- All the Information received from all the sources will be acknowledged with appreciation

1.10 Chapter outline

Chapter 1: Research Proposal

This chapter introduces the field of study, the statement of the problem as well as the research methodology that will be employed in the study. The research objectives, the significance of the study and the outline of the proposed study are captured in this chapter.

Chapter 2: Literature review

This chapter will attempt to present a scholarly perspective of what the field of study entails in general terms, the application of rationalisation to the different fields. The historical background of the DSRAC is outlined, the legislation that gave rise to its formation and the functions that are performed by the various directorates are dealt with. The rationalisation of posts in the DSRAC will also be dealt with in this chapter.

Chapter 3: Research methodology

This chapter will focus on the research methodology which relates to the research design, the different research methods as well as the research milieu. The questionnaires that will be formulated for the respondents in the study are indicated as well as the brief profile of the respondents.

Chapter 4: Data analysis and presentation

This chapter will analyse the collected data, sift and arrange it in different themes. The data will be arranged in accordance with way in which it was collected. Questionnaires from different respondents will be grouped and analysed together.

Chapter 5 : Research findings and recommendations

This chapter is based on the summaries of the preceding chapters which will be briefly synthesized. The findings of the study, the conclusion and recommendations arise from the empirical research that has been conducted in the preceding chapters.

Chapter 2 will deal with the literature review.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

This chapter will give an exposition and the review of the literature which relates to the scholarly writings about rationalisation in general. The researcher will endeavour to be part of this debate and intends to take a position on many issues in relation to the subject. One case study with respect to rationalisation will be dealt with very briefly in this chapter. While the research intends to evaluate the impact of rationalisation of posts in the

DSRAC, it is also important to indicate that from time to time in the content, reference to public service transformation will be made. It is a fact that the two concepts; rationalisation and transformation of the public service in the South African context are interlinked and inseparable. The study will cover the period 2000-2004 in the DSRAC.

The public service was rationalised through the enactment of the Public Service Act, 1994 (proclamation 103,1994) and during the process, the public service had to undergo a series of transformation stages. One of the objectives of rationalisation and transformation was to have an integrated public service. Policy documents on transformation, the White Paper on Transformation of the Public Service and the White Paper on Transforming Public Service Delivery were developed. However, that does not imply that transformation and rationalisation are synonymous, the former is different from the latter. In view of this, the research will give a background about transformation of the public service before an in-depth evaluation of rationalisation is made. The Public Service Act, (Proclamation 103) 1994 refers to the public service as consisting of any person who holds a post on the fixed establishment of a government department.

2.2 THE BIRTH OF DEMOCRACY IN SOUTH AFRICA

The birth of the new democratic South Africa in 1994 was met with exuberance and happiness by the majority of South Africans, especially the black majority. A new South Africa held for them the possibility for the elimination of all that they experienced before 1994, the right to vote, freedom of expression, freedom of association, freedom of movement, equality before the law and elimination of racial discrimination. While these freedoms were important, critical for them was the possibility embodied in the new dispensation, to eliminate poverty, provision of housing, better education for children, better health services and the general improvement in the quality of lives.

The black people saw the new government as a vehicle for among others, the eradication of poverty, squatter camps and informal settlements. The details about the transformation of the public service will be analysed briefly in the content.

2.3 DEFINITION OF THE CONCEPT

The PSC's definition of rationalisation goes as follows: "In the South African context, rationalisation can be defined as the process of moving from a fragmented and dysfunctional system of administration to one which constitutes a balanced, integrated unity in which every component is essential for effective functioning of the whole. The rationalisation of public administration to serve a democratic South Africa was mandated by the interim Constitution of the Republic of South Africa, which came into effect on 27 April 1994 (Public Service Commission Report 1994-1996:1). The Interim Constitution stipulated that there would be one central administration and nine provincial administrations, in effect, fifteen existing administrations had to be consolidated into ten new administrations. It means new boundaries were to be made.

Mle (2006) concurs with this definition when he defines rationalisation as 'a process that aims to eliminate the proliferation of government departments, obviate the duplication of services and therefore, reduce wastage of government resources.' Both definitions agree that rationalisation's objective was to enhance efficiency and effectiveness in the public service. Against this background it became imperative that the rationalisation of the public service in South Africa be effected. It must also be taken into cognisance that rationalisation is on-going. The new Constitution envisages a single public service deployed between a central administration and nine new provincial administrations. This means that all the public servants in the employ of all former governments would be absorbed into the new public service. That was a massive undertaking considering all the work that had to be done including

the retention of conditions of service. The need to rationalise the public institutions was identified long before the democratic government came to power.

2.4 PRE 1994 RATIONALISATION OF HIGHER EDUCATION ATTEMPTS

On the purpose for rationalisation, Hartman and Scott (1990:17) fully concur with Mle when they outline the need for rationalisation of higher education in South Africa by saying, “What, then do we understand university rationalisation to mean? Clearly the overt and most rationally defensible purpose is the removal of unnecessary duplication of services, infrastructure and equipment, in order to improve efficiency and generally to reshape the university system, the better to meet national needs.” The two definitions categorically state the rationale for rationalisation, as to improve cost efficiency and reduce wastage. Accordingly, rationalisation can be seen as a means of promoting efficiency and achieve the desired effects of substantial savings. According to these scholarly views on the subject, wastage is reduced and cost efficiency is improved. In view of this, both the public and private institutions should aspire for rationalisation because the services will likely be improved as wastage and duplication will be eliminated.

This reality and the need to rationalise public institutions was realised by the then government in 1987 when a statement was issued on the subject, Scott (1990:17) writes that “It is also evident that, as indicated in documents such as the recent Committee of University Principals (CUP) ‘Macro-aspects’(CUP,1987) and various Department of National Education (DNE)policy statements, pressure for university rationalisation has arisen not primarily in order to create a better quality system but rather because of government’s urgent need to limit its expenditure on university.” This statement clearly indicates that the then government had realised that rationalisation was inevitable even long before the democratic government came to power in 1994. The then government was spending hugely on education. Its motives for

rationalisation of higher education were to cut down on expenditure. The major purpose of the government was not to enhance efficiency *per se*. In that case, the government's motives to rationalise higher education were based on ulterior motives as they would not benefit the system. The report of the CUP referred to above was compiled in 1987 long before the government embarked on rationalisation of the public service.

It becomes easy to hypothesize on this matter by thinking that the government wanted to retain the apartheid system of separate development. If rationalisation was carried out during the apartheid era it would bring the separate institutions closer together. That was something that was repugnant to the government of the day. The apartheid government decided to put the matter of rationalisation in abeyance as government wanted to retain the system of separate development.

2.5 THE EFFECT OF APARTHEID ON RATIONALISATION OF UNIVERSITIES

Another hypothesis on the issue of rationalising the universities would be to compel the government to amalgamate institutions across racial lines. Universities in South Africa were categorised into historically Afrikaans, English and Xhosa. The following is an example; Stellenbosch, UCT and Fort Hare respectively. The government of the day did not want to temper with that historical tradition. Scott (1990:20) concurs with this assumption by stating

that "while rationalisation is principally about removing unnecessary duplication in the system, apartheid or 'own affairs' policy has been centrally dependent on creating and maintaining unnecessary duplication. Hence, ironically, the possibility of effective rationalisation may be significantly constrained by the same political structures whose proliferation has now contributed to the need to curtail resources." The root cause of the fragmentation and disintegration of the system was the apartheid system. The government of the day, as reflected in the DNE report, was mindful of the need for rationalisation of public institutions. The government of the day was aware of the harm and damage that the fragmentation was doing the country.

That need for rationalising the universities stemmed from the rapid growth in student numbers and the high proportion of education budget that is spent on universities. This view was supported by the Mr FW de Klerk as minister of Education when he stated that; “there were too many university students in South Africa for the country to afford. However, there would be serious political implications for the present government in enforcing major cuts or changes in the operation of institutions such as Rand Afrikaans University or the University of Port Elizabeth...” It is interesting to note that both institutions mentioned by the former minister of National Education were predominantly Afrikaans. The conclusion that can be drawn from this statement is that the National Party government had realised the need to rationalise universities but was not prepared to implement the process as it would interfere with the education policy of the day. Rationalisation was considered by the then government, solely for the purpose of cutting down expenditure and not necessarily to improve the quality of education. Those plans were never implemented until the democratic government came to power in 1994.

2.6 THE WHITE PAPER ON RECONSTRUCTION AND DEVELOPMENT

The rationalisation of the public service in South Africa was first tabled in Parliament on 15 November 1994 through the Government White Paper on

Reconstruction and Development. Chapter five of the RDP White Paper deals with public sector restructuring. The RDP White paper also emphasised on the importance of building a unified cost effective and efficient public service. The RDP White Paper was the first statement of Government policy with a bearing on the rationalisation of public administration. It “envisaged fundamental revision of the public service system, with particular emphasis being placed on affirmative action, training, productivity enhancement and labour relations”. These are all requirements for the transformation of the public service. Subsequent to the RDP White Paper, some acts were passed to legitimize the sectors mentioned on the White Paper such as the Labour Relations Act, 1995 (Act no 66), the Skill Development Act, 1999 (Act no 9) and the Employment Equity Act, 1998 (Act no 55).

2.7 THE IMPLEMENTATION OF RATIONALISATION

On the implementation of rationalisation, Mle (2006:17), further contends that, “the rationalisation of provincial departments can only be performed effectively and efficiently if the activities of administration are carried out and if these activities ensure the proper performance of rationalisation process”.

To pursue the matter further, Mle states that, “it follows that rationalisation cannot commence without the above means being provided continuously. The personnel responsible for rationalisation must be enabled to perform their work”. It is a fact that no process can be implemented with success if no proper structures are in place. Mle (2006:9) refers to these structures as steps of the organisational process which include the creation of work units. In the context, these units are government departments, there must be delegation of authority so that there is proper accountability and responsibility. For the implementation of any process there must be allocation of functions. It is for this reason that public institutions have the organisational structures in hierarchical order and duty sheets to outline functions of individuals, in an institution. This goes hand in glove with the creation of channels of communication. In an organisation, in line with the allocation of duties, officials who speak on behalf of the institution are appointed and given a mandate to do so. This is to avoid sporadic statements in the media by

officials who would claim to be representatives of organisation when they do not have the mandate to do so.

2.8 THE POSITION OF THE DEPARTMENT OF JUSTICE

When the TBVC states were granted independence their High Courts became Supreme Courts with the right of appeal to the Appellate Division. When democracy was ushered in South Africa in 1994, the areas of the former TBVC states became part of the territory of South Africa. All the courts were incorporated into the South African judicial hierarchy. Various commissions of

inquiry into the rationalisation of the provincial and local divisions of the Supreme Court were appointed. In terms of Chapter 4, of the First Interim Report, Volume 1, on the findings of the Commission, with specific reference to the Eastern Cape, some of the questions that were asked included the issue of the seat of the Eastern Cape Division. There was Grahamstown, Bisho, Umtata, Port Elizabeth and East London as previously the seats of the Cape Division, the Supreme Courts and the Local Divisions. The question arose if these courts should be closed and their status be reduced in favour of a single Eastern Cape Division. These were the questions that were discussed at length during the process of rationalisation of the judiciary. The matter was finalised much later.

According to the Du Plessis Memorandum—(Commission Into The Rationalisation of the Supreme Court: 151), the position of the Department of Justice in the document entitled “Justice Vision 2000:13” issued by the Ministry of Justice and the Department of Justice, it was stated “that a prerequisite for a well functioning democracy is to have courts and tribunals that operate fairly and function efficiently and effectively. Court facilities and services need to be available when and where the consumer requires them’. The appointment of the various commissions to look into the rationalisation of the judiciary indicates that the government was serious about the transformation in South Africa. The government realises the benefits which will accrue out of the process; the end result will be the elimination of the duplication of services, thus reducing waste and promoting cost efficiency. This as a process will take some time to achieve and some people will be vehemently opposed to it because it affects their comfort zones. The benefits of rationalisation are long-term.

2.9 RATIONALISATION AT POTCHEFSTROOM UNIVERSITY: A CASE STUDY

In a bid to shed some more light on the concept, the researcher has deemed it proper and expedient to venture into a case study on the rationalisation of the Potchefstroom University. This will be very brief as the rationale for this case study is to contextualise the concept and bring in an empirical academic exposition.

The rationalisation of the PU is contained in various documents dating from 1987 to 1988 in which the specific requirements for rationalisation and evaluation are set out. Combrink (1990:71), states that, “the responsibility for rationalisation has so far been allocated to senates and councils of universities, who have to attend to the maintenance and improvement of standards and the concomitant financial implications”. This statement reflects on the government’s non coping with the huge financial demands of higher education. The government was adopting the strategy of shifting rationalisation to senates and university councils because an indication had already been made that the state funding of universities would not be increased. NATED 02/129 was one of the crucial documents regarding rationalisation which contained the following; “The document provides an outline of the kind of evaluation that is an underlying requirement for rationalisation, centring on academic departments and academic staff, and taking into cognizance also the Committee of University Principals (CUP), the state, the ministers of the relevant state departments, and the Advisory Council of the University and Technikon (AUT)”

The process at the PU did not put more emphasis on cost cutting instead the restructuring centred mainly on academic programmes as well as the attainment of excellence through personnel development. In order to achieve this, a mechanism to encourage and reward academic staff was introduced. “This reward has been instituted for both research and teaching: in research it

means that a certain percentage of the subsidy received for a research article, for example is channelled back to the author for his/her use for academic research purposes while in teaching a number of awards are made annually for excellence in teaching.” (Combrink 1990:72).

The entire rationalisation process of the PU did not envisage any extension of faculties and the institution of new departments. It entailed the following:

“the reduction of the total number of departments in the Faculty of Law from seven to six, with redistribution of personnel;

The formation of the Department of Political Studies through the consolidation of Departments of Political Science, International Politics, Development Administration and the Institute for African and Political Studies;

The closing of five bureaux and institutes which had been practically moribund. Further rationalisation at this level is being considered;

The distribution of departments and faculties between the Potchefstroom campus and the Vaal Triangle campus has been studied and rethought.”

The process also entailed in detail the composition and the introduction of new structures as well as their functions. This arrangement, according to Combrink (1990:74), included “the institution throughout of a semester system.....; a uniform timetable for the whole university; a system of continuous assessment by means of weekly evaluations of whatever kind, ...”

In terms of the new system, the fields of study were to be affected in that there would be a “revision of academic programmes, all degrees and diplomas were evaluated critically and those with waning appeal were phased out. In this way 13 degrees and 12 diplomas were phased out, and four diplomas were added. In 1989 PU offered 59 degrees at undergraduate and post graduate level, as well as 13 post-graduate diplomas.” Combrink (1990:74-75) This in a nutshell presents the case study of the rationalisation of the PU. This clearly illustrates that rationalisation is on-going as in this particular case, the process was undertaken in the 1980's already but it is not necessarily complete.

It is against this background that the purpose for rationalisation in general should be understood. The rationale for the rationalisation of posts in the

DSRAC was carried out to enhance cost efficiency and reduce the duplication of services. A series of legislation were passed to legitimise the new department. The purpose and the need for the establishment of the DSRAC is articulated. The organisational set up and the functions that are performed by all the directorates of the DSRAC are tabulated. This is done to give an overall view of the functions that the DSRAC performs.

2.10 THE ORIGINS OF THE DSRAC

The Department of Sport, Arts and Culture (as it was then called) in the Eastern Cape came into being through an Executive Council decision in May 1997. Prior to this, the functions involved had been part of the Department of Education, Sport and Culture. The mandate for the establishment of the new department was further articulated by former President Thabo Mbeki at the Opening of Parliament address when he stated that: ‘The Ministries of Sports and Recreation as well as Arts, Culture, Science and Technology will play a special role with regard to the critical work to ensure that all our cultures and languages occupy their rightful place within the rich tapestry that constitutes our diverse being as people. This will be an important contribution to the effort we must sustain to wipe out the legacies of racism and sexism, which continue to afflict our society.’(Opening of Parliament Address, Mbeki T. 25 June 1999.)

The main motivation behind establishing a separate Department of Sport, Arts and Culture as the former president had indicated, was to realize the potential sport, recreation, arts and culture have for the promotion of nation building

and the socio-economic development of the people of the Eastern Cape. The primary function of the Department of Sport, Arts and Culture is to promote and administer sport and recreation, libraries and archives, arts and culture and museums and heritage resources.

2.11 CHALLENGES FACING THE NEW DEPARTMENT

At its inception, the Department of Sport, Arts and Culture realized the broad challenges that it faces as the following:

Addressing the institutionalized marginalization and underdevelopment of large sectors of the society;

Transcending the ethnic and racial divisions imposed on the society in general;

Restoring human dignity to the majority of the people of the Eastern Cape;

Extending services of the Department of Sport, Arts and Culture nearer to the people;

Finding adequate resources to meet all these challenges.

Besides the broad challenges that have been outlined, a situational analysis revealed certain fundamental factors affecting delivery in sport, arts and culture in the Eastern Cape and these include the following:

The exodus of talent from the Eastern Cape, caused by the lack of resources in the form of finance, incentives and qualified technical officials;

The low participation levels in sport, arts and culture events due to lack of infrastructure;

Unequal distribution and uneven standard of infrastructure; this is an old apartheid legacy where resources were unevenly distributed in favour of the previously white areas;

The absence of museum and library services in most parts of the provincial hinterland. Museums and libraries were previously situated in towns, very few were built in the black residential areas and there were none in the rural areas;

The nature of programmes in the many museums and libraries were not designed for the blacks; they were not user-friendly to the majority of the people of the country;

The low levels of literacy and high levels of unemployment. The system of the past promoted this situation. Few schools were available for the black people which resulted in high illiteracy rate and industries being found in urban areas;

The need to establish a fully functional archives and records management service where communities can access their histories;

The narrow and sectarian manner in which sport, arts and culture has been promoted for a minority at the expense of the majority of the people of the Eastern Cape.

The researcher is mindful of the fact that the focus of this chapter is on rationalisation of posts in the DSRAC, and not on the acts that were passed to legitimize the new department. The purpose of quoting the acts is to give some

background as to how the Department of Sport, Recreation, Arts and Culture (DSRAC) came into being, from the national to the Eastern Cape provincial

sphere. These acts give the legal basis for its existence. The acts of parliament that gave rise to the birth of the department will not be extensively elaborated on. Important is to note some of the functions that are performed by the department.

2.12 THE LEGISLATIVE FRAMEWORK

The Public Service Act, 1994 is the cornerstone of the rationalisation process of all government institutions in South Africa. It is through the Public Service Act, 1994 that a single public service was established in South Africa. The Act is explicit on transitional arrangements of public administration, assets and liabilities of previous administrations, and the roles of public service commissions, matters of rationalisation of public administration and court structures. The Act was passed to:

Provide for the organisation and administration of the public service of the Republic

Regulate the conditions of employment, terms of office, discipline, retirement and discharge of members of the public service and matters connected therewith.

Matters affecting public service are dealt with extensively in the act. Subsequently relevant legislation affecting all government departments and state-funded institutions was passed. The following acts governing sport, recreation, arts, culture, museums and heritage resources, libraries and archives were accordingly enacted for all spheres of government.

2.12.1 THE SPORT AND RECREATION ACT (110 OF 1998)

The legislation on sport and recreation is a constitutional mandate from where the White Paper on sport and recreation was developed in 1998. Subsequently

the Sport and Recreation Act, (110 of 1998) was promulgated to cater for the following:

- to provide for the promotion and development of sport and recreation;
- the co-ordination of relationships between the Sports Commission, national and recreation federations and other agencies and further;
- Provides for measures aimed at correcting imbalances in sport and recreation.
- To promote equity and democracy in sport and recreation;
- provide for dispute resolution mechanisms in sport and recreation;
- empower the Minister to make regulations, and provide for matters connected therewith.

In terms of the Act, the Sports Commission will be the overall co-ordinating body for the promotion of sport and recreation in the Republic.

All these mandates emanate from the Constitution of South Africa, 1996.

2.12.2 THE ARTS, CULTURE AND HERITAGE WHITE PAPER, 1996

Arts and Culture permeates all aspects of society and are an integral part of social and economic life as well as business and industry. The White Paper was developed to:

Set out government policy for establishing funding arrangements and institutional framework for the creation, promotion and protection of South African arts, culture and heritage associated practitioners.

The Department of Arts and Culture supports the arts, culture and heritage by valuing diversity and promoting economic activity.

2.12.3 THE NATIONAL ARCHIVES OF SOUTH AFRICA ACT, (43 OF 1999)

The act defines Archives as meaning ' records in the custody of an archives repository'. The act makes provision for a National Archives and the proper management and care of the records of government bodies and the preservation and use of a national archival heritage, and to provide for matters connected herewith.

2.12.4 THE NATIONAL HERITAGE RESOURCES ACT, (25 OF 1999)

The act provides for the establishment of a juristic person to be known as the National Heritage Council. It aims to determine its objects, functions and methods of work; to prescribe the manner in which it is to be managed and governed; to regulate its staff matters and financial affairs and to provide for matters connected therewith.

2.12.5 THE WHITE PAPER ON THE TRANSFORMATION OF PUBLIC SERVICE

The starting point for the new government of South Africa was the radical transformation of the public service in order to align it with the vision of the new government. The public service inherited in 1994 was the public service structured and organised to service the needs of the white minority only but also to service as a coercive institution for the implementation of the economic and political domination of the black majority (Journal of Public Administration. Vol. 44 no 2. June 2009:345).

For the public service to become a truly state mechanism to provide services to all the people of South Africa, it therefore entailed transformation which goes beyond reform. As a starting point, the new government introduced the White Paper on the Transformation of the Public Service on the 15 November 1995. The White Paper painted a picture of the nature of transformation required (Journal of Public Administration. Vol.44 no 2 June 2009). The government believed that the introduction of public service transformation would assist in accelerating service delivery.

In its introduction the White Paper states that; “in forging ahead with the process of reconciliation, reconstruction and development, the South African public service will have a major role to play as the executive arm of government. To fulfil this role effectively, the service will need to be transformed into a coherent, representative, competent and democratic instrument for implementing government policies and meeting the needs of all South Africans (White Paper on Transformation of the Public Service, 1995: 11) To transform such a public service in terms of structure, organisation, ideology and ethos is a task that could not be accomplished in a short term if the new public service was to be responsive to the needs and aspirations of the majority of South Africans (Journal of Public Administration. Vol 44. No 2. June 2009:345)

2.13 THE VISION AND MISSION STATEMENT OF THE DSRAC

Like all other government departments and institutions, the DSRAC had to craft its own vision and mission statement depicting its objectives and how it intends to achieve them. The mission and the vision of the DSRAC was crafted as follows:

2.13.1 THE VISION

An Eastern Cape which is devoid of the inequalities of the past, unified through integrated and sustainable economic, social and cultural development, thus providing an acceptable quality of life for all its people in the context of a

united, non racial, non-sexist and democratic South Africa.(Annual Report:2004/05:5)

2.13.2 MISSION STATEMENT

To promote a prosperous, united and peaceful Eastern Cape where the spiritual, intellectual and material upliftment of the people is fully realised through programmes with a focus on:

Increasing mass participation;

Accessing of facilities and resources;

Developing skills and excellence and

Preserving and conserving the cultural and natural heritage thus ensuring the dignity of all citizens and thereby reconstructing and developing our Nation

Transformation of the public service to address the needs of the people.
(Annual Report 2002/2003:13)

2.14 THE ORGANISATIONAL STRUCTURE, 1998

When the Department of Sport, Arts and Culture was established, the organisational structure consisted of the four line-function directorates of Sport and Recreation, Arts and Culture, Libraries and Archives and Museums and Heritage Resources. The four directorates were supported by the Administration Directorates, a Finance section as well as the Planning and Information services section. The organisational structure extended to six Regional Offices and forty one District Offices. This structure translated into eight programmes (Annual Report, 1998/1999:3) and translated into 1655 (One thousand, six hundred and fifty five) posts on the organisational structure of the new department.

A new organisational structure was adopted which meant that some posts were abolished and new ones created. Officials had to apply for the new posts while others became additional to the establishment. The impact of that was that many officials were displaced and had to relocate to the areas where the new district offices were set up. This exercise had huge cost implications for the department in that the relocation costs for all the appointed officials had to be paid for by the DSRAC. Some officials had to perform duties they were not very competent in. The displaced officials had to adapt to the new working environment whereas other members of staff became supernumeraries in the department. This setup affected the morale of staff and service delivery was affected due to high rate of absenteeism.

2.15 PROGRAMMES OR DIRECTORATES OF THE DSRAC 2001/2002

By the end of the 2001/2002 financial year, the programmes of the DSRAC had increased to eight to render services in the following areas:

- Administration and Support
- Financial Management
- Strategic Management Services
- Sport and Recreation
- Arts and Culture
- Libraries and Archives
- Museums and Heritage Resources
- District Development

In fulfilling its brief, the DSRAC gave due regard to the provincial priorities by ensuring that its mission catered sufficiently for the youth, women, the aged and people with disabilities. Furthermore, each of these programmes

contributes to rural development, HIV/AIDS awareness and poverty alleviation programmes. The aims of each programme will be outlined briefly.

2.15.1 Programme 1 – Administration and Support

Aims to:

- Conduct the overall management of the DSRAC in accordance with national and provincial imperatives
- Monitor, implement and evaluate policy implementation in the district offices and institutions
- Create and implement policies geared to efficient internal and external communications and , maintenance of a sound corporate image of the DSRAC with its stakeholders
- Provide organisational support to the department for implementation of the service delivery plan

2.15.2 Programme 2 – Financial Management

- Provides sound financial, provisioning and human resource management services;
- ensures effective implementation and monitoring of internal controls;
- develops a team of people that is empowered, resourceful and committed to delivering high quality service to clients of the DSRAC;
- manages and control departmental assets and procurement processes;
- facilitates an improved creditors reconciliation.

2.15.3 Programme 3 – Strategic Management Services

Aims to:

Develops strategic planning and research;
ensure community development relating to the line function of the DSRAC;
promotes efficiency, productivity and performance enhancement;
develop corporate identity of the DSRAC that is consistent with its policies and strategic objectives;
co-ordinate and manage development of infrastructure to support programme implementation.

2.15.4 Programme 4 – Sport and Recreation

Aim is:

Enhancement, promotion and development of sport and recreation by:

Ensues infrastructure development;
ensures implementation, co-ordination and monitoring of sports and recreation programmes;
training and development of administrators , coaches and technical officials in all aspects of sports management and administration;
fostering co-operation with other spheres of government as well as organisations that have an interest in sport and recreation.
establishment of international relations and servicing of twinning agreements.

2.15.5 Programme 5 - Arts and Culture

Aims for:

The promotion and development of Arts and Culture in the Province of the Eastern Cape through:

Policy formation and implementation of programmes for the development of visual arts and crafts, language and literature, theatre and performing arts and music.

2.15.6 Programme 6 – Museums and Heritage Resources

Aims:

To extend museums and heritage resources services to all communities in the Province, with specific reference on previously disadvantaged areas.

2.15.7 Programme 7 - Libraries and Archives Services

Aims for:

Ensuring an effective and efficient library service;
ensuring provision of archives service;
promotion of learning and reading.

2.15.8 Programme 8 – District Development and co-ordination

Aim:

To realise the accelerated and effective delivery of services through development of new District Service Centres.

Development and evaluation of district programmes as well as realising integrated development programmes with district municipalities.

All these eight programmes perform different functions to achieve the legislative mandate of the DSRAC.

Table A: The approved vacancies for 31 March 2002

Programme	Approved establishment	
	1 April 2000	31 March 2001
Programme 1	22	22
Programme 2	136	136
Programme 3	29	29
Programme 4	12	12
Programme 5	28	28
Programme 6	344	344
Programme 7	40	40
Programme 8	1010	1010
TOTAL	1621	1621

Table B, The actual vacancy rate as at 31 March 2002

Programme	Establishment	Number of employees	Vacancy rate %

Programme 1	22	13	40.9
Programme 2	136	46	66.2
Programme 3	29	6	79.3
Programme 4	12	6	50
Programme 5	28	14	50
Programme 6	344	237	31.1
Programme 7	40	16	60
Programme 8	1010	788	22
TOTAL	1621	1126	30.5

The vacancy rate of 30.5% was too high. The process of rationalising posts in the DSRAC proceeded into the 2002/2003 financial year with the high vacancy rate. This situation of the non filling of posts impacted on service delivery. The research seeks to determine whether the situation of high vacant posts was advancing the purpose of rationalising the government department or it was defeating it. According to the Public Service Commission Report on Rationalisation of Public Administration in the Republic of South Africa (1994-1996:103) the total process of rationalisation covered five major areas; the setting in place of a new legal framework for administration, the assignment of powers to political executives to administer existing law, the rationalisation of organisational structures, the establishment and implementation of uniform terms and conditions of employment, and the staffing of the rationalised structures.

Because rationalisation is about change, the situation required adoption of a change management strategy, as government institutions operate in a rapidly changing environment. De Beer and Rossouw (2005:136) define change as a

deliberate, but also unconscious reaction to the influences of a changing environment. In implementing rationalisation cultural diversity had to be taken into consideration.

2.16 SKILLS AUDIT AND JOB EVALUATION

The rationalisation of posts and the completion of the organisational structure was proving to be a challenge for the department. Some of officials who were absorbed into the organisational structure found employment in other government departments while the rationalisation process was still underway. It was increasingly difficult to drop the vacancy rate. The Annual Report of (2002/2003:106) of the Department of Sport, Recreation, Arts and Culture indicates that only 0.7% of jobs were evaluated on skills levels; the number of lower skilled; the skilled and highly skilled personnel in each level and job category. If a larger percentage of jobs had been evaluated the process would determine the skills level and enable the department to compile a skills data base which would assist in placing and utilizing the people according to their skills.

The percentage of jobs evaluated was too low and would not give any real skills figure levels. This is not withstanding the fact that the training needs were identified and training provided to all occupational categories in the department (Annual Report 2002/2003 :121 -122)

2.17 THE INTERIM MANAGEMENT TEAM, 2003

The challenges and highlights of 2003 included the rationalisation of posts in the department. In May 2003 the Interim Management Team (IMT), a team appointed by the national government in Pretoria, was despatched to the Eastern Cape to look into the operational issues of the provincial administration. The IMT required the department to revisit its service delivery model, redefine its functions and organisational structure and reduce the number of District Offices from twenty four to seven. In essence, the

Department identified that sports, recreation, arts and culture services can most be delivered through a blend of five service delivery mechanisms; Head Office, seven District Offices that conform to boundaries of the six District Municipalities and the Metropolitan.

This rationalisation of posts led to the outsourcing of certain services through the tender process, establishment of certain public entities like the Eastern Cape Provincial Arts and Culture Council and the assignment of certain functions to local government. (Annual Report (2002/2003:03) The resultant organisational structure further reduced the number of posts in the department from 1023 (One thousand and twenty three) posts on the 2000 structure to 948 (Nine hundred and forty eight) including those in the museums. This translated to a reduction of seventy five posts.

2.18 THE PSCBC RESOLUTION 7 OF 2002

Through the PSCBC Resolution 7 of 2002 on the restructuring and transformation of the public service, the DSRAC was able to fill 846 posts by the 12 September 2003, leaving 162 officers in excess. By November 2003 the Department had closed down the old 24 Districts offices and moved to the new seven Districts Offices. That transition mid-financial year placed its own pressures on the department, but special emphasis was placed on management of assets in those offices and to ensure no assets were lost or stolen in the process.

In October and November 2003 several management positions were filled with acting managers. This included the new post of Chief Financial Officer at Chief Director level (Annual Report, 2003/2004:4) The IMT obviously brought another fear and uncertainty to the staff of the department. The question that the research seeks to address is whether under the circumstances the goals of rationalisation were achieved, and whether the process was properly managed. The Public Service Commission emphasized that rationalisation of the government departments should be done expeditiously to avert the disruption of services. It is the view of the researcher that speed to conclude

the process was not a priority, however some challenges occasioned by resignations and transfers of officers to other government departments were beyond anybody's control. One other factor which could have played a role in the disruption of rhythm of the DSRAC was the lack of communication. Communication is essential to keep members of staff informed about the processes to be followed and what is to be done. It is a fact that any changes bring fear of the unknown to the people and even in this case it was no exception. That fear if not properly addressed would be disruptive to service delivery. The effect of rationalisation of posts and high number of vacancies in the DSRAC was negative.

2.19 THE SKILLS DEFICIENCY IN THE PUBLIC SERVICE

When the new public service was constituted, after the 1994 democratic elections, senior officials at the national government, provincial administrations and in the homelands were not absorbed. The government introduced the voluntary severance package to trim the public service. Some officials in despair and uncertain about the future in the new order opted for the voluntary severance packages. Some public servants, particularly the whites, opted for the VSP because they were opposed to the new order and did not want to be associated with the new public service. To them the new order was doomed to fail. In the process, if truth be told, a huge brain drain and skills were lost. Some of those who either applied for early pension or VSP were vastly experienced and skilled public servants.

Those skills were lost to the public service, but it was the price that the new democratic government was prepared to pay to achieve the rationalisation and transformation of the public service. Appointments of officials to higher positions in the public service especially heads of department reflected political patronage. Thus the notion of political neutrality of the public service is a distant mirage in relation to public servants (Journal of Public Administration. Vol. 44.no 2. June 2009:344) The public service is therefore not a totally depoliticised and politically neutral institution especially at higher echelons of management. This view does not necessarily take into consideration the issue of skills and competency into the job. In the same vein

it can be argued that public servants without the appropriate knowledge of the political environment and who are also not active in the political environment will tend to negate the political goals set out by the government (Nengwekhulu:2009)

2.20 LACK OF MONITORING

The failure by the public servants to deliver services as well services of excellent quality does not only emanate from the lack of skills but also from poor supervision and in certain instances from total absence of supervision by senior managers. A number of government departments fail to achieve their goals and objectives largely due to the fact that the quality of supervision is extremely low. A number of senior public service managers tend to focus their attention on the end results, ignoring the fact that performance management and monitoring is a continuous process rather than an event.

2.21 BATHO PELE PRINCIPLES

Challenges facing the new department were not only confined to it but some were generic and transversal. On 8 August 1997, the Department of Public Service and Administration introduced the White Paper on Transforming Public Service Delivery. The document was intended to develop a policy specifically targeting service delivery. The White Paper set out eight priorities, the most important of which was transforming service delivery. The eight principles came to be known as the Batho Pele principles, literally meaning people first. Those principles were spelt out in general terms as consultation, service standards, access to service delivery, courtesy, provision of information, openness and transparency, redress and value for money (White Paper on Transforming Public Service Delivery:6)

Rationalisation of posts in the DSRAC was to contend with the national transformation agenda of the government, its own internal challenges as well as the implementation of the eight Batho Pele principles. Translating these

principles of service delivery into practical reality was not an easy exercise. All these challenges emanated from rationalisation and transformation of the public service and in particular the DSRAC.

2.22 CONCLUSION

Despite the government good intentions to rationalise and transform the public service with a series of policies and legislation, the major stumbling block was the public service itself. Lack of skills and expertise is evident in most cases and that has affected the delivery of services. The void created by the departure of the experienced and skilled public servants through the VSP took a long time to fill. Lack of management and monitoring has caused a lot of damage in the quality of service delivered to the people.

Transformation is a huge undertaking with its own challenges of fear. Through the process of rationalisation the public servants who are progressive and prepared to accept change and implement government policies are beginning to see the positive impact of rationalisation and transformation. Some public servants resisted change which made it difficult to drive and implement some programmes of the DSRAC.

The political appointments also played a role in the lack of delivery and poor quality of services delivered. The role of poor communication cannot be underestimated.

In the next chapter, the researcher will provide details of how the research will be conducted and give an outline of the methods that will be used to carry out the investigation as well as indicate the respondents and the questionnaires' format. Chapter three will deal with the research methodology.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

The previous chapter dealt with the views of scholars on the topic in general terms. It gave a deeper and academic insight of the concept of rationalisation, the background to the process and the need to rationalise government departments and institutions. The series of legislation passed to legitimize the process in the broad sense and the rationalisation of posts in the DSRAC. This chapter deals with the methods of collecting data and the quality of the data collected and how that data will be arranged and utilized. Rath, (1991:1) defines research purpose as 'seeking knowledge, not by hearing something, knowledge not based on rumour, knowledge not by assuming something, but knowledge empirically obtained. An empirical knowledge is always held scientific and valid and it deserves respect'.

3.2 THE RESEARCH MILIEU

The South African Concise Oxford Dictionary defines the milieu as the person's social environment, while the Oxford Word Power Dictionary: 2006 refers to the milieu as the background, social, political environment, location, surroundings. In a nutshell, milieu refers to the background or the environment. In the context of the research, it refers to the environment or the background in which the research is being conducted. To answer this question, the research is being conducted at the DSRAC, Head Office in King Williams Town. The total number of people that will provide the researcher with the required information is indicated in item **3.6 (Profile of respondents)**.

It is possible to conduct a research on the entire population as the results will be one hundred percent representative but such an exercise can be too cumbersome, costly both financially and in terms of time. The sampling method is best suited for obtaining results from a smaller group as representatives of a larger population. The concept of sampling refers to 'the

subset of the population actually used in the research (Katzner, et al 1982:224). The sampling methods have been explained in the text on the '**target group**' below.

3.3 THE RESEARCH DESIGN

Rath, (1991:54) defines a research design as “the logical and systematic planning and directing of a piece of research.” This is to determine the procedures and methods to be used to undertake the survey. After establishing the methods to be used, it will determine the cost materials and personnel necessary for the work (Rath, 1991: 115). The structured interviews and questionnaires were used to collect data. ‘Structured questionnaires are used in a wide range of projects, both to initiate a formal enquiry and to supplement and check data previously accumulated’ (Rath, 1991:181). Clear guidelines and easy to follow instructions were formulated so that the questionnaires are not ambiguous for the respondents. Participation in the research is voluntary.

The purpose for which the research is done was also explained clearly, to allay any fears and uncertainty that the respondents might have. The clearly explained research purpose enabled the respondents to determine whether they were willing to respond to the questionnaires and interviews or not.

3.3.1 Qualitative Method

Qualitative Method is conducted in the place where the research action takes place. Qualitative method places reliance on the skills of the researcher as an interviewer in data gathering. Dooley, (1984: 267) defines the qualitative research as the ‘social research based on non quantitative observations made in the field and analyzed in non statistical ways. The subjects may or may not be aware that they are being observed for social research purposes’. In this case the qualitative research refers to the structured interviews. Dooley (1984: 270) further simplifies the qualitative research as ‘typically reads like a

story written in everyday language. A stranger enters a group or community, gets acquainted, has adventures and relationships, and then shares the insights gained on reflection". In this study the research instrument is the questionnaires and formal interviews.

3.3.2 Quantitative Method

Quantitative method relies on the research instruments that are used for data gathering and data analysis. The quantitative method is a useful clear distinction because results are expressed in largely quantitative, statistical terms. Dooley, (1984: 270) defines quantitative methods as 'numbers, figures and inferential statistics that appear in the results sections of quantitative studies'. 'Quantitative or numerical methods are convenient for summarizing results, assessing measurement reliability and validity, testing inferences from samples and planning precise research designs with high internal validity' (Dooley, 1984:271). In the quantitative research, standardized measurement procedures are used to assign numbers to observations and statistics are used to summarize results (Dooley, 1984:288).

Leedy & Ormrod (2005:94) describe the purpose for which the quantitative approach is used as 'to answer questions about relationship among measured variables with the purpose of explaining, predicting and controlling phenomena'.

3.4 THE TARGET GROUPS

The following are the groups targeted in this research study

3.4.1 Labour Unions

There are three labour unions that are operational at the DSRAC representing public servants; the National Education Health Allied Workers Union (NEHAU), Public Servants Association (PSA) and South African State and Allied Workers Union (SASAWU). These labour unions were in existence in the

DSRAC even during the research period. The selection of the labour unions was done to get the views of organised labour. Labour would obviously have a different perspective to the managers of the department on the subject. Labour unions represent the interests and aspirations of the workers and guard against any unfair labour practices at the work place.

Informal interviews were arranged with one shop steward from each union interviewed separately from one another. There is a perception that people respond better and freely to informal situations, it is for that reason that informal interviews are usually preferred to formally structured interviews. The atmosphere was very informal but the questions were the same for each labour union. The sampling on the unions was done for each taking smaller groups of three shop stewards from each union.

Selection of the respondents was done randomly ensuring representativeness according to gender, age and disability of the respondents. This was done to avoid any bias. Random selection of respondents is not always easy with the unions because they submit names of their members to be interviewed. Again random selection was not always possible because only those shop stewards who were members of the DSRAC's staff component during the period 2000 - 2004 were eligible to respond.

3.4.2 Senior and Administration Officers

The second target group was the members of staff at the lower levels; the senior administration and administration officials. The focus was on those who were members of staff in the DSRAC during the period, 2000 -2004 irrespective of the section or component. One officer each from the Infrastructure Development, Community Development, Research and Development and Supply Chain Management were randomly selected as respondents having taken the age, gender and physical disability into cognisance. One common theme or set of questionnaires was formulated for each member of this target group. The respondents were given four weeks to return the questionnaires. The researcher gave guidance and assistance whenever necessary.

3.4.3 Managers, senior and top managers

Formal structured interviews with the Chief Financial Officer (CFO), the General Manager Corporate Services and the Acting General Manager; Line Function Branch were arranged. The rationale behind the structured interviews was to guarantee standardization of questions. The two branches of the CFO and the Corporate Service provide support to the four line directorates and were central to the rationalisation of posts in the DSRAC. One advantage of an interview is that the interviewee speaks for oneself and thus brings up important issues that the researcher might not have been aware of. Rath, (1991:159) defines the interview as 'another way of eliciting verbal response from the respondents through conversation with the interviewer. Interviewing provides data with precision, focus, reliability and validity.'

Directorate or section managers including the four line-function programmes of Sport and Recreation, Arts and Culture, Museums and Heritage Resources and Libraries and Archives Services responded. The rationale for selecting the line-function directorates as respondents was influenced by their way of operating. The line function directorates are the core business for which the DSRAC was established. This group was requested to express their inputs in the form of questionnaires. A set of common theme questionnaires was formulated for this target group. The group was given five weeks to return the questionnaires. The timeframe given enabled the respondents to complete the questionnaires without much pressure.

3.4.4 SAFA (Border) and Swimming SA (Border)

Two stakeholders from outside the department, the General Secretary of South African Football Association (SAFA) Border and the chairman of Swimming South Africa in the Border Region were also requested to respond to the questionnaires. Their questionnaires were the same theme questions for each stakeholder (Soccer and swimming).

3.5 QUESTIONNAIRES DISTRIBUTION

The questionnaires distributed were as follows:

3.5.1 Managers, senior and top managers

1. What challenges did you encounter as management during the process of rationalisation of posts in the DSRAC between 2000 -2004?
2. How did you overcome some of those challenges?
3. Rationalisation is a legal process, what steps did you employ to assist the process going forward?
4. Did you encounter any resistance from staff during the process of rationalisation? If yes what was it?
5. Did you receive any political guidance during the process? How/ in what form?
6. Did the DSRAC encounter any financial challenges during the process? Explain briefly?
7. Generally speaking the process of staff/posts rationalisation in the DSRAC had both negative and positive consequences; can you briefly tabulate them.
Positive:
Negative:
8. What suggestion could you make to improve the negative consequences that you have cited above? In view of the fact that rationalisation is on-going.
9. What was the reaction of the DSRAC staff like, during the process?
10. What were the impediments to service delivery in the DSRAC during the period 2000 – 2004?

11. What would it take for the DSRAC officials to be more efficient and effective in the execution of their duties, now?

12. How did the DSRAC management communicate with the officials during the process? Memo's or staff meetings, etc? What was the normal reaction like?

3.5.2 NEHAWU, PSA, SASAWU

1. Given the background of what rationalisation entails and how the DSRAC came into being, do you think that the process of rationalisation of posts was done fairly and transparently by the DSRAC? Yes/No

3. Can you elaborate on your answer on 1.

2. What measures did you take as labour to ensure that the process of rationalisation of posts in the DSRAC was smooth and not prejudicial to some members of the DSRAC, in particular of your Union?

3. What role did labour play in the process of rationalisation in the DSRAC?

4. Did you as labour encounter any deadlocks during the process in the DSRAC? Yes/No.

5. If YES how did you solve those areas?

6. How often did you report to your members about the process?

7. In your opinion, the process of staff/posts rationalisation in the DSRAC had both negative and positive consequences, can you briefly tabulate them.

Positive:

Negative:

8. What suggestions did you make to the management to improve the negative consequences that you have cited above?

9. Are there any changes that you think can be made to the current organogram of the DSRAC to improve service delivery in the EC?

10. In your opinion, do you think the DSRAC has achieved the mandate for which it was established? Can you elaborate and indicate what the obstacles are?

3.5.3 Senior and administration officers

1. Was the process of rationalisation of staff done transparently? Give reasons for your answer
2. Were you as junior members of staff aware of the developments in the DSRAC during the period? How were you involved?
3. What role did you play in the process of rationalisation of staff in the DSRAC?
4. How did the process affect you or your directorate?
5. What are the positives that you drew from the process in the DSRAC?
6. Which directorate/section were you at during 2000 -2004 and how did you come to the present post/position?
7. In reality, the process of staff rationalisation of the public service had both positive and negative consequences, what are these with reference to the DSRAC?
Positive:
Negative:
8. How did the process affect the DSRAC's stakeholders? eg. Sport federations, ECPACC, municipal libraries and museums?

3.5.4 SAFA (Border) and Swimming SA (Border)

1. How did the process affect you as a DSRAC stakeholder?
2. What challenges did you encounter during the period 2000 -2004 with the DSRAC?
3. How did those challenges affect your relationship with DSRAC?
4. How did the DSRAC communicate the process to you as stakeholders?
5. In your view how did the process affect service delivery in general?
6. What are the positive factors that can be drawn from the process?
7. From the challenges that you cited above what do you think the solution could have been?
8. As a sequel to the process, how is your working relationship with DSRAC like now?
9. What are the negative factors that occurred during the process?

3.6 PROFILE OF THE RESPONDENTS

The age and academic qualifications of the respondents could not be obtained as some of them considered that to be confidential information to furnish the researcher with. This information can however be obtained from the human resource section, but due to some objections by the respondents the researcher has omitted it. The information submitted by the respondents is credible because all the respondents except for the two sport federations were members of the DSRAC staff component during the period, 2000 -2004. The respondents have first hand information of the process of rationalisation of posts as some were the favourably affected while to some the process was unfavourable.

There might be an element of bias from both sides. Those who benefited from the process will likely praise the process while those who were disadvantaged are likely to bedevil the process. This is beneficial to the researcher as this situation will have depth on both the negative and positive consequences. Questionnaires were distributed to the DSRAC head office personnel only with the exception of the two stakeholders. The number of sampled members of

staff is fourteen excluding the two stake holders of Swimming and SAFA (Border) The work profile of the respondents is as follows:

Directorate	Years Service	Gender	Designation	Race
Chief Financial Officer	10	Female	CFO	Black
District Development	30	Male	Chief Director	Black
Museums & Heritage	25	Male	Senior Manager	Black
Sport & Recreation	25	Male	Senior Manager	Black
Human Resource	29	Female	Manager	Black
Libraries & Archives	38	Female	Manager	Black
Arts & Culture	13	Female	Manager	White
Infrastructure Development	35	Male	Senior Admin Officer	Black
Community Development	32	Male	Senior Admin Officer	Black
Supply Chain Management	13	Female	Admin Officers	Black
Research Development	15	Female	Senior Admin Officer	Black
NEHAWU	19	Male	Assistant Secretary	Black
SASAWU	28	Female	V. Chairman	Black
PSA	27	Male	V. Chairman	Coloured
SAFA (Border)	13	Male	Male	Black
Swimming	13	Male	Chairman	Coloured

3.7 DATA ANALYSIS

The researcher initially intended to record all the interviews on a tape recorder but the respondents objected to that. For ethical considerations the researcher consented and the inputs were recorded on the questionnaires. All the collected data from the formal interviews and questionnaires will be analyzed and interpreted using the quantitative and qualitative methods. The required data will be classified into themes to determine the required data that will be used. This will enable the researcher to retain genuine data to be able to conduct a credible research.

The collected data will be recorded from each respondent and organized. A data collecting system will be constructed to sift and analyse all data.

3.8 ETHICAL CONSIDERATIONS

The respondents will be assured that the information received will be treated with the strictest of confidentiality and it will be used solely for academic purposes. The information supplied by the respondents will be acknowledged with appreciation. The researcher undertakes to thank all the respondents for their valuable contributions.

The researcher was impressed by the willingness of the respondents to participate in the survey after much assurance about the purpose and what the collected data will be used for. It was easy to access the DSRAC to request the required information though it was a huge challenge to get the questionnaires back from the respondents. It is sometimes problematic to secure appointments with the top and senior managers for a non work related matter.

3.9 CONCLUSION

The co-operation by the respondents made the research work less difficult. Their willingness to participate in the research greatly assisted the study. The researcher was impressed by their co-operation. All the respondents except for the two stakeholders; swimming and SAFA were staff members of the DSRAC during the period 2000 -2004. This factor gives credibility to the collected data and the entire research, the inputs are realistic and not assumptions.

One of the weaknesses entails the lack of demographics' representation. This is pointed out on the profile of the respondents on 3.6, above. The picture that this research depicts is that there are few coloureds and whites, and no Indian members of staff in the DSRAC. In a bid to respond to this hypothesis, all these race groups are found in the DSRAC. They are in the minority in the DSRAC and in the entire provincial public service. Consequently they benefited most from the Employment Equity Act, 1998 (Act no 55, 1998) by assuming duties in other government departments at higher positions. Mostly those that are with DSRAC were employed after the study period.

Rationalisation in South Africa is transversal to all public institutions. The study would have been deeper if comparison with one or two other government departments in the Eastern Cape was made. While the research would have been deeper if such a comparison was conducted, it could also have been problematic to obtain questionnaires on time or conduct interviews with other government officials. This study has provided deeper insight on rationalisation of posts in the DSRAC during the period under review.

Chapter 4 will deal with data presentation, analysis and interpretation.

CHAPTER 4: DATA PRESENTATION AND ANALYSIS

4.1 INTRODUCTION

The previous chapter, discussed the methods that the researcher used to carry out the research. The main objective of this chapter is to present and analyse the collected data from the DSRAC officials and the stakeholders of swimming and soccer. This is done in order to address the research question. The data was collected in the form of questionnaires. The majority of questionnaires were returned to the researcher as will be shown later in the text.

The researcher will present the data in accordance with the way in which questionnaires were distributed. Sampling was done on the DSRAC head office staff component. Questionnaires were distributed to the following categories.

- Managers, senior and top managers
- Senior and Administration officers
- The three Labour unions of NEHAWU,PSA and SASAWU
- SAFA and Swimming in the Border area

Each category responded mainly to different questions from the other one; questions for each category were the same. The researcher has ensured that sampling was done on all the respondents representing all four categories. The first three categories represented the DSRAC staff while the latter was holding office in the soccer federation during the research period of 2000 -2004.

Permission to conduct the research in the DSRAC was sought and obtained from the HOD of the DSRAC, Mr BTM Mfenyana. What has become clear in the data is that the process of rationalisation of posts had both negative and positive effects notwithstanding the good purpose for which it was intended. In chapter two, the concept of rationalisation is explained and what its objectives are. In a nutshell the objective and the purpose for which rationalisation of the public service was done was good, to enhance efficiency. It is inevitable that some challenges in the process of implementing rationalisation were encountered.

The researcher in the whole study, does not seek to prove whether rationalisation is good or bad. That issue is not debatable as the process was mandated by the Interim Constitution, 1994 and legitimized by the Public Service Act, 1994. The background about rationalisation and the objectives of the process clearly spell out the good intentions. The research question is the impact of rationalisation during its implementation on service. The study puts emphasis on the process to achieving complete rationalisation, how did the process affect service delivery. In the end the objective of integrating the fragmented administrations into one single public service should be achieved.

Since 1994, South Africa has developed into a unitary yet decentralized state with nine provincial administrations and 283 municipalities. This model of governance is enshrined in Section 40(1) of the Constitution of South Africa. In view of this it was imperative that government departments be rationalised to do away with fragmented administrations to achieve a single public service. The views of each category of officials are almost similar in most areas.

4.2 PRESENTATION OF DATA

All collected data will be presented using themes that emanate from the questionnaires. Similar responses from different categories will be grouped together to avoid repetition. In some cases, where questionnaires' contents were related, responses are similar. The number of responses received by each category of the respondents are summarised on Table A, below:

Table A: SUMMARY OF DISTRIBUTED AND RETURNED QUESTIONNAIRES

Category	Number Distributed	Returned	%
Top, Senior & Managers	8	7	87,5
Admin Officers	4	3	75
Labour	3	3	100
Swimming & SAFA	2	1	50
Total	17	14	82,35

The total percentage of participation as depicted above is 82,35%. It would have been very good and the results conclusive if all the questionnaires were returned. The researcher tried very hard to get positive results from the respondents. The outstanding 17,65 % would have made a huge difference. Some prospective respondents who had earlier agreed to participate in the study did not return the questionnaires implying fear of victimisation, this is notwithstanding the assurance on confidentiality that was given by the researcher. The objective of the study was clearly explained and that the information received would be used solely for academic purposes. The letter from the HOD giving approval for the study to be conducted at the DSRAC was made available to them to alleviate such fears. Some respondents were interviewed instead, as their participation in the study was crucial for the completion of the survey. The survey is representative of all the categories and the responses from each category have gone to 50 % and above. The overall percentage of participation makes the results credible.

4.3 The role of the senior and admin officers in the rationalisation of posts

The senior and admin officers of the DSRAC had a minimal role to play in the process. Decisions were taken on their behalf by management and labour. The process of rationalisation was a national affair, handled by the management on behalf of the government and the organised labour on behalf of the staff. The staff below management level felt that the process was only transparent to them so that they should co-operate with management. They feel that theirs was not to reason why, but to do and die. When asked if there was any role the junior staff played in the process, one senior administration officer responded by stating:

“As something that was imposed to (the) junior members, they (junior members) were then aware. Being aware or not was not going to make any difference.”

He went further to say:

“There was no role to play as such, except to be co-operative as being non co-operative was going to put one at a disadvantage” .

The summary of the survey on the above questions indicates that all three respondents agree that the process was transparent in so far as it aimed at enforcing decisions to them.

When asked if the process affected them directly, the three responded each by saying;

- “Yes – staff decentralisation took place.”
- “Yes, I was affected, upon (my) employment I was employed as an administrative officer but due to rationalisation I am now employed as a researcher.”
- “It affected me because I would still be working for Arts and Culture Directorate (had I not been transferred to the new section) now which is where my expertise is” .

The displacement of officials during the process was not only directed at the staff at junior level, managers were affected as well. These sentiments are echoed by one manager who is reminded of the vivid frustrations that she went through, she points out at the challenges that she encountered and has this to say:

“Lack of stableness in my operations was very frustrating. For instance, projects that I initiated in the first position that I occupied could not be taken forward because I had to leave the component.....”

I was once placed in the District Development Directorate. Next I was appointed in Human Resource Development, a field that was not my choice of operation. I hardly had qualifications in HRM.....”

The above statements imply that all these respondents were at some stage displaced and misplaced by the process. They were eventually retained at the DSRAC at head office. This is where they had to re-establish themselves at the new sections and directorates. Some of these placements turned out to be positive moves as the incumbents acquired new skills in their new fields and were determined to succeed.

4.4 The fair implementation of the process by DSRAC

The question of whether the process of rationalisation was fair to all the officials of the DSRAC was transversal from the Senior Administration officers to organised labour. The respondents indicated that the process was fairly implemented to them. It has already been indicated that some respondents feel that the process was transparent and by implication, it was fairly implemented. This position is summed up by a shop steward from PSA who had this to say about the fairness and transparency of the process:

‘The process was done fairly because the unions negotiated with management that there should be no job losses. The process of person to post matching was done fairly and transparently because the unions were deeply involved’.

Also the official from NEHAWU reaffirmed this position by stating as follows:

“The process in the Department was transparent and fairly done although it had some setbacks on the members of the union as it affected them directly as we still have personnel who are additional to the establishment.’

The SASAWU shop steward approached the question cautiously and said:

“Our members were part of the process to a certain extent”.

On the same issue a senior administration officer from the DSRAC responded thus:

‘Yes the unions were part of the process……. The process was advertised through the internal memoranda’.

In order to ensure that the process of rationalisation was smooth and not prejudicial to staff members, all the three labour unions at the DSRAC came together and elected a joint committee comprising representatives from the unions. The purpose was to engage the DSRAC management as a united front on all matters affecting the members of staff in relation to the rationalisation of posts. That enabled the unions to be part of the consultative processes with regards to the placement and the interview of candidates.

4.5 Prevention of job losses

One of the mandates of the labour movement during the process was to safeguard job losses during the process. Any change brings fear of the unknown to the people affected by such a change. The process of rationalisation was no exception to all the affected parties. The question that lingered more often on the DSRAC staff component was how many casualties would the process leave in the form of job losses. The role that the labour had to play was decisive and clearly defined; that no jobs should be lost in the process. In order to curb any job losses the united labour front entered into agreement with the management. The PSA shop steward summarised it as follows:

“We assisted management to consider options such as re-skilling of staff and the filling of posts through the person to post matching; direct absorption and placement according to post level.”

On the same issue of preventing job losses NEHAWU had this to say;

“Labour played a pivotal role in safeguarding the interests of the workers eg people who could not be absorbed into the new establishment should be catered for in other departments on the same level as before rationalisation or (should) be accommodated on new levels with the same benefits.”

From the above it was clear that labour was determined to safeguard the interests of the workers. Information to union members was communicated through the word of mouth and notices that were pasted on different notice boards in the DSRAC. In some cases hastily convened meetings were arranged to brief the staff members about imminent developments.

In the process of negotiations with management there were likely to be deadlocks that caused disagreements on certain issues. Those deadlocks were not fundamental as they were resolved amicably without any declaration of disputes. The organised labour and management also differed on priorities in relation to staff training. The view of labour on the matter is summarised by NEHAWU and SASAWU officials as follows;

NEHAWU says;

“Yes, people who assumed new duties were to be trained to fit in those new roles, but the training was not adequate. In the case of the library Section, (incumbents) were not well trained’.

While SASAWU is more elaborate on the matter by stating:

“Yes, as far as service delivery; because of the reduction of district offices and salary parities. Others (officers) were (employed) under the Education Act and others (under the) Public Service Act”

The DSRAC had its origins from the Department of Education. Many of the DSRAC staff are former educators. The above statement indicates that management could not agree with labour on certain issues like the issue of training and parity on the salaries of educators and the Public Service Act employed personnel. This led to some deadlocks with management. The lack

of urgency on the provision of staff training caused a lot of consternation to the union and staff members. NEHAWU insisted that in order to assist these officials they should be given priority in the Transversal Training Programme by the FHIG. It was imperative that members of staff be kept abreast of developments in the DSRAC so the shop stewards gave reports to their respective members on regular basis. This was done to alleviate the anxiety and fear of uncertainty about the future. Every decision on restructuring was communicated immediately to the staff.

4.6 Relations with the stakeholders

Relations with the stakeholders will now be explained

4.6.1 Direct stakeholders

The DSRAC has direct and indirect stakeholders who were severely affected by the process. The direct stakeholders are municipal libraries and provincial museums. Direct stakeholders receive annual grants and subsidies from the DSRAC for operational purposes. Any delays in the transfer of these grants and subsidies to the stakeholders, impact negatively on their daily operations as their programmes halt to a standstill. The process of rationalising posts at the DSRAC affected the pace at which these grants and subsidies were transferred to the beneficiaries. The processing of these grants took very long to be finalised and transferred. The needy beneficiaries felt the delays because of the negative impact. Service providers were also not paid on time and some even went bankrupt. The relations with the stakeholders and service providers got sour while service delivery suffered caused by service providers who declined to render services to the DSRAC.

4.6.2 The indirect stakeholders

The indirect and external stakeholders are sports clubs and sport federations. These do not receive any grants or subsidies from the DSRAC. The DSRAC only

provides funds to federations when they compete at provincial level. The DSRAC also provides technical expertise to these stakeholders in the form of facilitating courses on development programmes and capacity building programmes for the technical officials. During this period of instability and uncertainty at the DSRAC those programmes were affected.

When the DSRAC came into being, it had 41 districts and 7 regional offices. When rationalisation was first applied, the structure of the DSRAC was trimmed to 24 district offices. As the process continued, regional offices were discontinued and only 7 district offices were set up. Those offices were far from the communities they were intended to service. This arrangement was not well received by the sport federations. The secretary of the SAFA Border angrily reacted as follows:

“It was direct opposite of what (the) government stands for, that of bringing service delivery to the people. The remote areas that use to get assistance nearby, have now to travel (many) kilometres to get to the closest district office. This exercise cost the poor people lots of money”.

Respondents in all categories were unanimous on the effects of reduction of districts as some of the causes of sour relations with the stakeholders. One manager reaffirms this when he stated:

“Reduction of service delivery centres from 41 to 7 posed many challenges including low morale of staff who faced uncertain futures; and more importantly local communities viewed the move in a negative way as this compromised the Department’s ability to have a wider access to the communities; this impacted negatively”.

This situation posed numerous challenges to the stakeholders, some of which were caused by promises that were never fulfilled. This resulted in strained relationships between the DSRAC and its stakeholders.

4.6.3 Limited resources

The government resources are always insufficient to satisfy all the needs of the diverse society. Removing services closer from the people required even more resources from those that were initially limited and insufficient. This limitation was severely exposed during the restructuring process as these limited resources were stretched very wide. The Border soccer federation in particular had difficulty to access the DSRAC and interact with the officials. Transport for the district officials was very difficult to acquire in order to service stakeholders in the far outlying areas. The result was that the programmes of the DSRAC with the federations were severely affected by the lack of resources. The few officials could not cope with the workload. That situation tarnished the image of the new department to the stakeholders.

4.6.4 Lack of communication

One other factor that exacerbated the relations was poor communication by the DRSAC with the stakeholders. The stakeholders, soccer in particular criticised the DSRAC about the poor communication on the process of rationalisation. The stakeholders alleged that the process was never communicated to them and that put the soccer people in a limbo as they were completely in the dark about the process. Service delivery was badly affected, because the offices were situated far from the people, the DSRAC was poorly resourced, that is very few vehicles were available, and there was limited budget to assist sport federations.

Soccer in the Border area is firm that it was not consulted on any matter regarding the process of rationalisation of posts. To some people this reflected bad planning as the programmes planned before the process had started, were abandoned without being communicated to the affected. It is likely that the

other stakeholders who were not sampled were affected as badly as soccer by the process.

4.7 Positive consequences of rationalisation

Any process usually has both positive and negative sides. As it has already been indicated, the positive and the negative aspects refer to the process of rationalisation, the means to an end and not rationalisation as a destination.

4.7.1 New skills acquisition

The process of rationalisation of posts exposed many people to different skills that they never possessed before. All the respondents in all the four categories agree that the process had both positive and negative results.

Officials who were additional to the establishment were transferred to sections that were recently established and under populated. Those officials were capacitated in order to be competent in their new careers. In the process they acquired new additional skills. That increased their quest for knowledge and the capability to deliver. Those officials became multi disciplinarians in the different fields of finance, human resource, strategic planning and other areas of specialization. They were exposed to the new fields. This is taken further by one senior manager who noted thus;

“Opportunity of staff to learn and work in new areas of operation.
Develop of wider and broad knowledge and new methods of doing things.”

All these officials were happy that they were absorbed and would not be supernumeraries. They were determined to prove that they are capable of delivering in their new fields. That zeal enhanced their performance to the benefit of the DSRAC and service delivery.

4.7.2 The status of the new District Offices

The status of the district was elevated, the district managers became district directors, as these posts were upgraded. More functions were to be devolved to the districts. The resultant upgrading of posts implied that more senior posts were to be created in the Districts. Some of the additional staff at head office would have the opportunity to be placed at the newly upgraded Districts. In the end some of those officials who were placed far from their homes stood a chance to apply for posts closer to their homes. To them they would be eligible for relocation costs for the second time.

4.7.3 Promotion of integration and advancement of non racialism

SAFA points out that the integration of people from different cultural backgrounds and race groups in the same office was a positive aspect that enhanced non racialism. This would result in them working together as a team, learning to respect and accept one another as colleagues. That non racialism would enhance integration to speed the process. The integration of communities was in line with the new government's objective of a non racial, non sexist and united South Africa.

Lastly, the alignment of DSRAC District Offices to District municipality boundaries was an added advantage.

4.8 Negative effects of the process

The negative issues tend to surpass all the good side of things. During the process of rationalising posts in the DSRAC some mistakes did occur which

could have been handled better. All the respondents concur on many issues regarding the limitations of the process.

4.8.1 Displacement of officials

The apartheid system had created fragmented administrations in South Africa. The rationalisation of public service was to move away from the dysfunctional system of administration to an integrated unity. In the process the duplication of services would be done away with. Some people were displaced and forced to change work stations. The uncertainty and the movement of people to the new environment badly affected their performance. The uncertainty that lingered in the peoples' minds discouraged people from performing with excellence. All these put together led to the development of low morale among staff members. People were not sure about their future. During the process high absenteeism rate was registered in all government departments. Some people brought excuses that vary from looking for employment in other departments to transport problems. Employers had to be very sensitive to the staff problems. Lazy and unscrupulous officials exploited the situation for their selfish ends by being absent from work on regular basis.

4.8.2 The effect of the supernumeraries

All the officials who could not be placed in the organisational structure of any government department were referred to as the supernumeraries. The plight of the supernumeraries was a sensitive national issue handled by the DPSA. The DPSA was in constant contact with all the provincial administrations on the issue of supernumeraries. Those who could not be absorbed at the DSRAC were laterally moved to other departments with vacancies at the same post level. Some of the supernumeraries refused to carry out legitimate instructions pertaining to the performance of official duties. They would advance all kinds of excuses including the fact that they were not in any posts. They were

drawing salaries but in some instances refused to work. That hampered service delivery.

The process of capacitating the officials appointed in the new jobs did not come easy. It came at a huge cost in financial terms and some were not coping with their jobs despite repeated training and capacity building programmes.

People coming from different backgrounds had different work ethics. It was a major challenge establishing a single public service.

4.8.3 Capacity building of programme

The organised labour believed that to alleviate the challenges that emanated from rationalisation, all newly appointed people should be orientated in their new jobs. Labour believed that to enhance efficiency and effectiveness on the service delivery, appropriate training for all officials should be arranged. The labour movement also believed that DSRAC management should have a moratorium on new appointments until all the staff members that are additional to the establishment are absorbed. That agreement was implemented to the satisfaction of all parties. The relations between the staff, management and labour improved drastically and the performance in the execution of official duties was enhanced.

4.9 The current organisational structure

The challenges that are inherent in the DSRAC can be linked to the current organisational structure which does not address some of the service delivery issues. One respondent pointed out that the reduction of district offices from 41 to the present 7 was a major blow to service delivery. The offices were moved away from the people, resulting to some not being accessible and reachable to the stakeholders. The SASAWU is of the view that any revised organisational structure should be designed to accommodate the remaining excess staff. The current DSRAC offices are aligned with the district

municipality demarcations. The district offices are situated at the place of the seat of the district municipal offices.

4.10 The role of the DSRAC management during the process

The management of the DSRAC had a huge role to play in order to allay fears that stemmed out of the process. Management had to remain calm, not to compromise service delivery and ensure that the process was implemented to the letter while extreme care and sensitivity was to be taken into cognisance. Notwithstanding these factors, the time frames had to be observed and the progress reports had to be furnished to the PSC promptly. Obstacles that impeded the process had to be removed. The management team had to manage the process. Those were some of the functions of the management during the entire process. In order to put all the parties on board, the DSRAC had to embark on an advocacy campaign to ensure that staff was aware of the process, all correspondence received from the province or the national sphere of government on the matter was interpreted and made available to the officials. On the role of the DSRAC management, one manager noted as follows:

“This assisted hugely as staff members were put on board about the dynamics and rationale for the move. This was the period of transformation. Communities were assured that the changes were geared towards enhancing service delivery, particularly the historically disadvantaged.”

Some of the functions of the DSRAC managers included consultation with all the stakeholders including organized labour both internally and externally. This was to ensure that the process was handled with care. The DSRAC

management was mindful of the following factors as articulated by one manager when he said:

“Resistance during transformation is inevitable, posts began to shrink and staff members started to compete for the low number of approved posts on the approved organogram. The process was creating enmity

and staff viewed managers in a suspicious manner, accusing them of favouring one employer over another.

4.11 The Political guidance on the process of rationalisation

The situation at the DSRAC was tense at times as management and labour would deadlock on certain issues. The politicians were mindful of all the deadlocks as they happened countrywide. Other government departments in the province encountered the same challenges, officials in other government departments belonged to the same labour unions. Issues that were affecting the government employees in general were similar. On the importance of political guidance and leadership during the process one manager reaffirmed this by saying:

“It was inevitable that political guidance to the process be given. All the provincial MEC’s had their hands full, and in particular the MEC for Sport, Recreation, Arts and Culture and the relevant Portfolio Committee became political champions of the process, providing political leadership and direction throughout the process.”

This was a question that was asked to the management of the DSRAC the responses were not unanimous on whether any political guidance was given or

not. The HR manager has a different view on the matter as she responded as follows:

“No, this was purely an administrative issue”

To concur with the above position one senior manager stated that;

“No political guidance was forthcoming.”

While a general manager who was involved in the process also said;

“No political guidance..... we were compelled to comply”.

The responses on the specific question as to whether any political guidance was given to the DSRAC or not can be summarised as follows:

Table B: Summary of views of management on political guidance

No of respondents	Political guidance given	% Yes	Not given	% No
7	1	16,67	6	83,33

The researcher has gone to great lengths in an endeavour to find the reality on the matter. The results are self explanatory but the respondent whose answer was on the affirmative has given motivation for his view while all those who claimed that no political guidance was given have not substantiated. The results remain inconclusive on this issue. It could be the question of interpretation of the role that the politicians had to play. It was imperative that politicians play a visible and meaningful role on all matters of transformation during this period.

4.12 The Financial implications and Budgetary constrains

All transformation processes require funding. The process of rationalisation was done at huge financial costs for both the DSRAC and the government. These costs were in relation to the relocation of offices including the officers and assets. Establishment of new offices which were usually leased at exorbitant prices by the landlords took a large chunk of the budget. In some

cases the conditions of those premises were such that they were not habitable. Proper planning and appropriate budget allocation was crucial for the success of the process.

4.12.1 The equitable share

The annual equitable share that the DSRAC receives from the Provincial Treasury was not increased. It was minimal to finance the undertaking, it was not increased to cater for the process. The effect of that was a decrease on the capital and operational budget which left very little for the operations and service delivery. Service delivery was severely affected as some programmes could not be implemented due to the insufficient funds. That scenario impacted negatively on the relations with the stake holders. The Provincial Treasury introduced some austerity measures which were to control budget utilization. The budget had to be used very sparingly to ensure that the process was a success. Priority in terms of the budget use was given to the process.

One of the challenges of the process was that the budget and other functions were still centralized at Head Office, some functions were not yet devolved to the districts, until the process was complete. District offices as service delivery centres did not control budgets. The other challenge occasioned by this scenario was the inability to increase personnel in the district for effectiveness.

4.13 Improving the situation

Rationalisation is an ongoing process, a question was asked as to what suggestions could be made to improve the negative consequences that have been cited earlier. The aim of this exercise is to improve and avoid repeating the mistakes of the past in any future process. The DSRAC managers have advised that the following should be looked into.

Manager 1 views it thus:

“A well structured HR Plan coupled with HRD Plan that will be longitudinal with proper monitoring and support to service delivery. Change management and a well canvassed organisational structure.”

Manager 2 has this to say;

- “Thorough research of the requirements and responsibilities of the specific posts.
- for the officials who lack capacity, relevant training should be offered;
- more sensitivity to be applied to existing skills and the requirements of the new positions;
- good communication and regular meetings with senior management.”

Number 3 is a General manager whose advice is to do the following;

- “Reach out to all communities of the province by establishing satellite offices in local municipalities;
- To access more budget to accommodate expansion of District Offices for effective service delivery.”

In order to enhance efficiency in the DSRAC all the relevant respondents agree that it is imperative that the officials be fully capacitated by;

- providing the relevant training;
- Creation of intelligent lines of communications;
- regular monitoring and evaluation consistent with strategic planning at all levels;
- proper consultation with the stakeholders and
- Rewarding good and outstanding performance.

The fact that the researcher distributed questionnaires to all levels contributed to the credibility of the results. In most cases all the respondents corroborated one another. The purpose of the research was clearly spelled out to them and the HOD's letter of approval for the study to be conducted at DSRAC put some at ease.

4.14 Conclusion

The inputs from the respondents have given the study a semblance of legitimacy and credibility. Respondents have responded very similarly on the same questions in most cases except for the few areas that required different insights and individual understanding. The example that immediately comes to mind is the individual perception on the political guidance. Some respondents claim that there was no political guidance given, while the others are adamant that it was provided and visible. These areas of difference provide a healthy discussion for the study.

The fact that there were no protracted deadlocks between the organised labour and management indicates that both parties were committed to the

implementation of the process and that they had the interests of the people at heart. This is also an indication that all parties negotiated in good faith. When some deadlocks occurred, all parties were keen to resolve them amicably without any disputes being declared and the third party being involved.

The DSRAC negotiated transparently and faithfully, this is confirmed by all the respondents particularly the senior administration officers and the organised labour. The senior administration officers though, viewed that transparency in a suspicious light.

What is evident from the study is that the relations with the stakeholders need to be improved. The process impacted negatively on the relations with the stakeholders. The DSRAC should have reflected on the process and looked at its shortcomings.

Lastly, any process of change will always bring fears to the people particularly if it affects their comfort zones. It is important for the people to accept the change that the government introduces to move away from the past. The objectives for any change and process should be spelled out clearly.

The last chapter will deal with the research findings and the recommendations. Some inputs regarding the way forward will be contained on the recommendations in Chapter five.

CHAPTER 5: RESEARCH FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

The previous chapter presented and analysed the data collected from the respondents. This chapter provides a summary of the research findings and recommendations. The primary objective of the study was to assess the impact of rationalisation of posts on service delivery in the DSRAC. From the research findings it is clear that rationalisation of posts in the Department of Sport, Recreation, Arts and Culture in the Eastern Cape had both positive and negative consequences on service delivery. The researcher is convinced that this has been achieved by exploring the whole process of rationalisation of posts and the roles of IMT and the PSCBC. It was relatively easy to reach a conclusion because the period of study was compared with the pre study period. From the respondents, the researcher was able to determine the findings and some answers.

5.2 Findings of the study

One significant finding that can be drawn from this study is that a lot of work still has to be done to explain to the people about transformation and its purpose. Rationalisation of the public service is part of the transformation agenda of the democratic government. It is assumed that the majority of the South Africans were yearning for change hence they voted overwhelmingly for the new order in 1994. The ruling party ever since it was established in 1912, espoused the dire need for change and social justice caused by numerous factors of racial discrimination. The researcher has deemed it proper and expedient not to dwell into the historical and political background of the country. It is however, advisable to use the past as a reference, as a point of departure. Suffice to say that transformation emanated from the political background caused by social, political and economic inequalities of the South African society in the past.

When the democratic government came into power in 1994 it was faced with myriads of problems that emanated from the abhorrent system of apartheid. The mess that was created by apartheid system is immeasurable. It fragmented the society in many ways, socially, mentally, politically and economically. During the pre 1994 era, the people were imbued with the fear of the unknown. That is what the apartheid system inculcated in their minds. People feared change because it will affect their comfort zones. They would sometimes fear change even if such change was to their benefit. Some people would prefer to retain things as they are no matter how disadvantageous it can be. The study generally revealed some of the following factors:

Some of the challenges encountered by the DSRAC emanated from the lack of resources. These resources relate to budget, vehicles to move from one point to another and communication was impeded by unavailable communication tools like cellular phones. Without the required resources the process was unlikely to be plain sailing. The insufficient budget to acquire the needed resources was a major challenge.

Some of the public servants were fearful of change and transformation. The reason for that fear stemmed from the fact that the process was not properly introduced to them to alleviate all those fears. Rationalisation of the public service is a transformation issue which is articulated by the government and the politicians regularly. It is a fact that the government uses the public servants as the agents for change. All the policies of the government are implemented by the public servants. The researcher has uncovered a bias here. The public servants are the delivery arm of the government. Notwithstanding this fact, the public servants were not as instrumental and efficient in implementing rationalisation as they normally do to other government processes that do not affect them. That drive was missing from them. This was caused by the fact that rationalisation was directly affecting them.

Proper planning was not done before the DSRAC embarked on the rationalisation of posts. Some of the displaced officers had already received training in various fields before they were additional to the establishment. The initial training could have been put in abeyance until the process was finalized. When they were finally absorbed either into the DSRAC or transferred to other departments, they had to be retrained to be competent in the new fields. That training was done at a huge cost to the department.

One other challenge that occurs regularly at the government departments, is that the information is mostly not disseminated to the junior officials in the public service. The top and senior managers usually withhold the information from the lower levels of staff. The results of such tendencies usually reflect badly on such institutions. In situations of this nature, the members of staff do not own the process because they were not directly involved. Information leads to knowledge and

knowledge is power, depriving people of information, is depriving them of knowledge. People tend to be passive when they are ignorant of facts.

It is a fact that during the period of this study, service delivery was severely affected by a number of factors. This fact is pointed out by the stakeholders who share very bitter experiences about the lack of service delivery during the period. All the factors mentioned in the text are in relation to the public servants. They are supposed to be catalysts for change only when change does not affect them.

From the study it is clear that the public servants from the DSRAC were not the catalysts for change. In any transformation process all the public servants have to own the process.

One other factor that features very prominently in the study as having impacted negatively on service delivery is the reduction of district offices. The original structure of the DSRAC catered for 41 district offices and 7 regional offices. During the rationalisation process the organisational structure was revised to make room for only 7 district offices and the regional offices were discontinued. Those 41 former district offices were closer to the stakeholders as a result service delivery was brought very closer to the people.

The research has also discovered that the DSRAC could not fully achieve the purpose for which it was established. This failure stemmed mainly from the omission of the major stakeholders from the process of rationalisation. The stakeholders are central to any process of change. In this study the stakeholders were not assigned any role to play in the process and no communication was made to them.

The morale of staff was at its low ebb occasioned by uncertainty and fear of the process. That in itself affected the delivery of services to the communities.

5.3 Recommendations

Recommendations were made by both the researcher and the respondents especially on areas where the DSRAC should make improvements on. Some of these recommendations will be of great assistance to the public service in general and to the DSRAC in particular. These recommendations include the following:

The public servants at all levels of government should help the government to publicise its policies and should be the agents of change. Transformation of public service and the transformation of the South African society is inevitable. It is enshrined in the Constitution of the country. All sectors of the society should gear themselves for change. They must accept change and transformation.

The Public servants must be transformed first before they can be the catalysts of transformation. Public servants should not stand and watch

while the government introduces reforms. This emanates from the failure by managers to properly inform them about the process. Transformation in South Africa is a process that will take a long time to complete. It is therefore imperative that the public servants as implementers of transformation be taken on board on any change that is introduced.

In order for the public servants to own the transformation processes, they should be capacitated to deal with and withstand any process of

change and transformation in the workplace. These capacity building exercises should discuss among others the implementation strategies and possible consequences of every change that will be implemented in each department. This will enable the public servants to drive and own any transformation process without any fear that will impede service delivery. The challenges that are likely to occur can be anticipated so that a remedial action can be made to avert such challenges. This can also determine whether a certain implementation strategy will be successful or not.

For any transitional process to be meaningful, it is imperative for sufficient budget to be available. The process of rationalisation, with specific reference to the DSRAC was not budgeted for. This has been clarified by all the respondents. The Provincial Treasury should in future increase the annual equitable share for any provincial government department that embarks on an undertaking of this nature.

Appropriate training like the in service –training, job orientation and motivation of staff should be undertaken in particular for those who were absorbed in new positions. The motivation should include incentives for outstanding performance and special consideration on the PMDS.

The organisational structure should be revised to cater for the establishment of the satellite offices of the DSRAC at the local municipalities.

All 38 local municipalities should have sport and recreation components established for easy access by the stakeholders. If that is carried out the mandate of the DSRAC to promote sport, recreation, arts and culture will be achieved. The functions of the local municipalities should be

revised to include sport, recreation, arts and culture. This implies that some officers that are located at head office and districts should be transferred to the envisaged local municipalities to perform these duties.

Another consideration should be the devolution of more functions to the districts for effective functioning. Integrated planning is a missing link which leads to the duplication of services by the districts and head office. More resources, like adequate budget, vehicles and computers need to be made available to the district offices as centres of service delivery. Any new organisational structure should create more posts at the district level as they are service delivery centres.

As a solution to some of the challenges mentioned in the study, SAFA moves that the original structure of the department, in particular with regard to the districts and the regional offices should be re-established as delivery centres of the DSRAC. This refers to the retention of the 41 district offices and 7 regional offices. The current structural arrangement does not address the needs of the people. These district offices on the current structure are very far from the people and are not serving their purpose. The soccer federation in the Border area also believes that the disbandment of the National Sport Council was the final nail in the coffin for sport. The NSC as a vibrant stakeholder used to keep the DSRAC on its toes.

Lastly, for the success of any process, communication remains paramount. If communication does not happen, any project for change is unlikely to succeed because the success of any project hinges on effective communicated strategy. With specific reference to the DSRAC some stakeholders complained about poor communication which

aggravated poor service delivery. The top and senior managers should disseminate information to members of staff, and this is pointed out by some respondents from the DSRAC particularly from the senior administration officers and some stakeholders.

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Questionnaires

DSRAC Management

Administration and Senior Administration Officers

NEHAWU, PSA, SASWU

SAFA(Border)

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(2000 -2004)**

BY

PATRICK KHUSELO MELANI

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Master of Public Administration

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