The Role of Leadership in Driving Change in the Public service: The case of Employment Equity in the Western Cape Education and Health Departments

By

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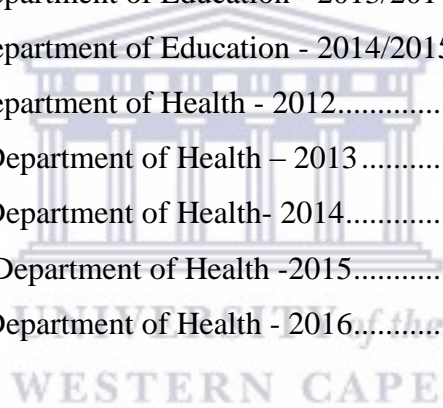Supervisor: Professor Michelle Esau

2017

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DECLARATION

I declare that "the role of leadership in driving change in the public service: the case of employment equity in the western cape education and health departments" is my own unaided work, and has not been submitted for any degree or examination in any other university, and all the sources I have used or quoted have been indicated and acknowledged by references.

YODIT ZEGEYE

Signature…………………………………….

DEDICATION

I dedicate this thesis to my brother Michael Zegeye. I know that you are in a better place.

ACKNOWLEDGMENT

First and foremost I thank God for His love, guidance and blessing me with the courage to complete my research.

Secondly, I wish to thank my supervisor, Professor Michelle Esau for her guidance, support, and commitment to my research.

I thank my family and friends for the words of encouragement and support through my studies. Thank you for being there for me.

Furthermore, I wish to thank the Western Cape Education and Health Departments for granting me access Departments, and the research participants for their willingness to participate in the research.

May God Bless you all for your support
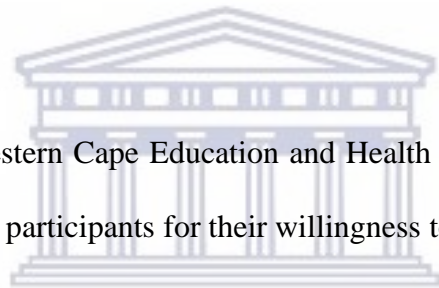
KEYWORDS

Leadership; Transformation; Change Management; Public Management; Organisation, Public Service, Affirmative Action; Employment Equity; Representativeness;

LIST OF ABBREVIATIONS

AA   Affirmative Actin

CEE   Commission for Employment Equity

EA   Executing Authorities

EAP   Economically Active Population

EE   Employment Equity

EEA   Employment Equity Act

HoD   Heads of Department

HR   Human Resource

NPM   New Public Management

PSA   Public Service Act

PSC   Public Service Commission

RDP   Reconstruction and Development Programme

RSA   Republic of South Africa

SES   Senior Executive Service

SMS   Senior Management Service

ABSTRACT

This research attempts to understand why the progress of achieving employment equity is slow by focusing on the role of leadership in driving change in the South Africa public service. Successful change and subsequent transformation depend on leaders who communicate the vision inherent in the change and convince people of the need for change, leaders who "walk the talk" by "living the vision" and successful implementation of laws such as EEA is dependent on the buy-in from leaders at the top and senior management levels. As a result, the thesis has critically reviewed and examined scholarly debates on the role of leadership and its influence on the implementation of laws and policies towards representativeness in the public service. The thesis further explored whether government departments (Western Cape Education and Health departments) are complying with the intentions and stipulations of Employment Equity Act of 1998 by specifically focusing on the nature of Affirmative Action measures being implemented. Therefore, the main aim of the thesis is to understand the role of leadership in driving change in the South Africa public service with specific reference to the implementation of the Employment Equity Act, 1998. In doing so the thesis explores the following research questions, (i) to what extent do leaders in the Departments successfully implement the intentions and stipulations of the EEA? (ii) What are the challenges that the Departments face in achieving a diversified workforce and what are the strategies and measures put in places to overcome those challenges?

Against this context, the following general assumptions are made: (i) to achieve effective and sustainable transformation, change needs to come from the top management levels and filter through to the lowest levels of the organization's hierarchy; (ii) leaders are failing to comply with the stipulations of the Employment Equity Act and consequently not putting in place measures to advance the employment of people from designated categories across all occupational categories.

The research used the qualitative research method to explore the problem since this method enables description and understanding of a social or human problem that cannot be numerically answered, which is normally the relationship between two variables. Interviews were conducted with departmental officials (HoD, top and senior managers and HR officials) from both departments to better understand and critically evaluate the role of leadership in driving change. In addition,

government publications, census, department policies, annual reports, books and journal articles were utilized.

The finding from the interviews shows that the departments are compliant with the relevant laws, policies, and regulations to achieve their goals and objectives. The organization culture (explicit rules and regulation) dictate the action of the leaders in the departments i.e. the relationship between employees and the leader is motivated by exchange of rewards and penalties. Although elements of transactional leadership emerge, the leadership style that exists in these departments is transactional as this leader drive change through compliance as opposed to getting buy-in for the change from followers. Furthermore, the finding suggests that the departments are confronted with a challenge of finding qualified candidates from the designated group to employees to top and senior management levels. To addresses this challenge, the departments are considering developing their internal staff to take over through a succession plan (recruiting a candidate on their potential for further training and development) to enable them to compete for the top and senior posts.

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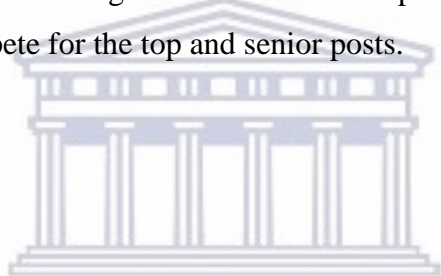
Chapter 1: PROBLEM STATEMENT AND ORIENTATION

1. INTRODUCTION

1.1 Background to the Problem

South Africa has a unique history. For 300 hundred years, the country has experienced a minority rule in the form of colonization and apartheid. During the apartheid regime, many South African citizens were treated as second-class citizens and segregated according to race. Blacks[1] and Whites lived in segregated areas and African Blacks were not allowed in urban areas unless for labor purposes where most worked in low-skilled positions. Different policies and legislation were put in place to further separate them. Africans were moved to so-called 'homelands' to control their influx in urban areas demarcated for certain racial groups. In addition, people classified as Black, and more particularly those from the African category, were excluded from pursuing professions in certain sectors. This led to a situation where African people were exploited in terms of labor. Therefore, the labor legislation excluded Blacks from all positions of influence in the public service. Furthermore, under the stipulation contained in the 1983 RSA Constitution No.110, provision was made for the establishment of a Tricameral parliament where the interests of Whites, Coloureds, and Indians were presumably represented. Matters related to the African Black people were solely at the discretion of the State President. In addition, within the public service, separate ethnic administration was established by the government for Whites, Coloureds, Asians, and Africans. Africans Blacks were employed in low-skilled position through the job preservation legislation in the public service. Most middle and senior management positions were occupied by White Afrikaner males (Adam, 1997; Alexander, 2007).

The election of a democratic government in 1994 resulted in the repeal of discriminatory laws and historically disadvantaged people were granted equal opportunity to participate in all spheres of the South African economy. Policies such as the Employment Equity Act of 1998 and White Paper on Affirmative Action 1998 (AA) were introduced to provide employment opportunities to people from designated categories (Franks, 2014). However, more than 20 years into democracy, most of the middle and senior management positions are still occupied by White Afrikanermales.

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[1]"Black" in South Africa refers to Africans, Coloureds and Indians (Alexander, 2007:94; Naff, 2007:14)

In the 1990s, 95.5% of senior positions in government were occupied by White men while most Blacks occupied low skilled jobs (Adam, 1997; Franks, 2014). Evidence suggests that progress towards achieving employment equity targets has been slow, particularly in the upper occupational levels. According to the Commission for Employment Equity (CEE) annual reports (2013, 2017), there is still a substantial domination of Whites at the top levels of occupation in the private sector as well as in the public service. At the top management level, the representation of White employees in 2013 was 72.6% (more than double of all Black employees at this level) and 68.9% in 2017 (more than six times the economically active population - EAP). The Western Cape had the highest representation of Whites at the top management levels in 2013 and 2017 (79.5% and 76.6%, respectively) (Department of Labour). Although there is progress in the representation of race and gender of people from designated categories in both professionally qualified and skilled levels, the percentage of White representation is prevailing between 45.2% and 25.5% respectively according to the CEE annual report, 2013 (Department of Labour).

At the top management level, Indians account for 7.3%, thus making them well represented when compared to African and Coloured populations. The report shows that there is a consistent and significant increase in the percentage of Indians at the senior management levels between the year 2002 and 2012, at the expense of African and Coloured races. The 2013 report further shows that the percentage of representation of Africans declined from 12.7% in 2010 to 12.3% in 2012 at the top management levels. Similarly, at the top management level, the percentage of Coloured people also declined from 4.7% in 2006 to 4.6% in 2010, albeit marginally. At the senior management level, the representation of White employees in 2013 was 62.4%, which is five times their EAP and 58.1% in 2017 (more than five times their EAP). The Western Cape still accounts for the highest representation of the White group, which was 69% in 2013 and 65.2 % in 2017. Against this context, it appears that there is a problem of slow progress with reference to the implementation of employment equity legislation and related measures and policies. In addition, the evidence suggests that achieving representativeness of people from designated categories in top and senior management level positions is a challenge.

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1.2 Research Problem

The advent of democracy in South Africa in 1994 has resulted in the radical change of various sectors of society, but more specifically it has resulted in significant changes in public service institutions. The overall purpose of the reform programme has been to promote new value sets such as equity, equality, access, and redress to eradicate the old apartheid public service's practices and ideology. The new public service is guided by the ethos of service and commitment to the provision of high-quality services to all to achieve its constitutional mandate of creating a better life for all. In doing so, the public service should mirror the diversity of the society it is functioning in to be more responsive to the interests of the population while making policy that reflects the population interest. In addition, Section 195 (1) (i) of the Constitution (1996) states that "public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to address the imbalances of the past to achieve broad representation" (Adam, 1997:243; Naff, 2007:25). As a result, several policies and laws were introduced and/or amended to lead the change process of the public service.

Regulating frameworks are founded on changing the organizational culture of the public service from one that serves minority interest to one that serves all citizens equally and fairly. Moreover, the public service needs to be transformed into an institution comprised of individuals reflecting the demographics of the South African society. Representativeness is vital in the creation of a responsive public service that is focused on the needs of its people and reflective of the majority of the population. Moreover and within the context of the public service being the largest employer in South Africa, representativeness of the public service is important to facilitate equal access to the labor market and economic opportunity for all. Some of the legislation and policies introduced to advance change are the RSA Constitution of 1996, Reconstruction and Development Programme (RDP), White Paper on the Transformation of Public Service of 1995 and the White Paper on Transforming Public Service Delivery of 1997 (Webb, 2010).

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While there has been progressing and advancement of transformation ideas and strategies generally, the progress of achieving employment equity is still slow, as mentioned earlier. Government reports, scholarly evidence, and media reports highlight the problems associated with implementing measures to achieve equity in the workplace (Department of Labour). Accordingly, the Public Service Commission (PSC) observed that "leadership plays a central role in ensuring that government's promises to society are translated into tangible programmes…" and is "even more critical in the implementation of programmes" (2009: ii). However, it seems that leaders in certain instances are not championing the intentions of legislation such as the Employment Equity Act. The CEE (2013) reports a three-fold challenge impeding the implementation of the Act. Firstly, lack of support of senior leaders to the implementation of employment equity has resulted in junior staff being assigned as Employment Equity Managers tasked with driving the intentions of the Act. Secondly, the ability and influence of junior managers to drive the Act are limited by the post level that they hold, with those at more senior levels seemingly not respecting their authority. Thirdly, Employment Equity Managers are not provided with the necessary resources to implement and drive employment equity within their departments and or organizations. Consequently, it seems that failure of leadership to drive employment equity, as a strategic business imperative, has negatively impacted the achievement of the intentions of the Act (Department of Labour).

1.3 Aims and Objectives of the Thesis

Against the aforementioned, the thesis is guided by the following main and secondary aims:-

1.3.1 Main Aim

The main aim of the thesis is to explore the role of leadership in driving organizational change in the public service with specific reference to the implementation of employment equity in the Departments of Education and Health in the Western Cape.

The thesis is guided by the following secondary aims and objectives:-

i. To critically review and examine the scholarly literature on the role of organizational change and leadership with the intention of developing a theoretical and conceptual

framework through which the problematic of the leaders' role in the implementation of employment equity will be explored.

ii. To explore and understand whether government departments in the Western Cape are complying with the intentions and stipulations of Employment Equity Act of 1998 through the cases of the Departments of Health and Education.

iii. To explore the insights and views, experiences and leadership styles of leaders in the Departments of Health and Education with respect to the implementation of employment equity.

iv. To highlight the main findings of the thesis, propose recommendations and conclude the thesis.

1.4   Main Research Question

What is the role of leadership in public service change, and more specifically in the context of equity in the workplace within the public service?

1.4.1   Specific Research Questions

The following research questions guided the thesis:

i.   What are the roles of top and senior manager in the Departments of Education and Health in the planning and successfully implementing the intentions and stipulations of the Employment Equity Act?

ii.   What are the challenges that the Departments of Health and Education face in achieving a diversified workforce as stipulated by EEA more specifically at the top/senior management levels?

iii.   What are some of the strategies and measures put in places to overcome the inadequate representation of designated group at the top and senior management level?

iv.   What are the most significant changes in employment equity achievements the Departments of Education and Health boast of and share with other similar government departments?

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1.5   Research Propositions

In pursuing the aims and objectives of the thesis, the researcher formed certain assumptions that have guided the course of the thesis. These are stated as follows:-

   i. Successful change and subsequent transformation depend on leaders who communicate the vision of the transformation and convince people of the need for the transformation, leaders who "walk the talk" by "living the vision."

  ii. To achieve effective and sustainable transformation, change needs to come from the top management levels and filter through to the lowest levels of the organization's hierarchy.

 iii. Successful implementation of laws such as EEA is dependent on the buy-in from leaders in the top and senior management levels.

  iv. Transformational leaders are important in driving change and contributing to the transformation of organizations.

1.6   Research Methodology

1.6.1   Research Design and Method

The research design focuses on the justification of the more technical decision to carry out the research. The research design is the "overall plan for conducting the whole research thesis" and "all the decisions we make in planning the thesis" (De Vos, Strydom, Fouche & Delport: 1998: 143). This section focuses on the justification of the more technical decisions to carry out the research and the "overall plan for conducting the whole research thesis" (De Vos et al: 143). "A research design is a plan or blueprint of how you intend conducting the research" (Babbie et al, 2006:74; Mouton, 2001:55). The research design is the decision the researcher makes to achieve the product. This decision involves all the steps and tools the researcher uses to carry out the project (De Vos et al, 2011: 142). Furthermore, research design addresses two aspects: first, it outlines the process through which observation will be conducted and second, the steps through which the researcher plans on carrying out the research. Essentially, the research design provides clarity on the nature of the thesis. This research sought to examine the role played by leaders in driving change and transformation in the South African public service. Therefore, a case thesis design was employed using qualitative methods.

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A qualitative case design allows the researcher to investigate social or human problems and facilitates an understanding of the world, society and its institutions (Tracy, 2013). Qualitative research is used to explain how people construct identities by looking at life from multiple points of view (Babbie et al, 2006:270). According to De Vos et al. (2011:64), "qualitative research is used to answer questions about the complex nature of phenomena, with the purpose of describing and understanding the phenomena from the participants' point of view." According to this definition, qualitative research is used to describe and understand a social or human problem that cannot be numerically answered, which is normally the relationship between two variables. Qualitative research is more involved in the human action in its natural setting, it gives detailed engagement and provides a flexible design that can allow the researcher to make changes to the thesis when and where necessary (Babbie et al, 2006:279). "Qualitative research uses a language of cases and contexts, employs bricolage, examines social processes and cases in their social context, and looks at interpretations or the creation of meaning in specific settings" (Neuman, 2006:157).

This also means that there is a direct interaction between the research and the participants in the setting where participants experience the issue or problem. The researcher makes an interpretation of what he/she sees, hears and understands to portray the issues under study and builds an approach or larger general phenomena. Furthermore, instead of variables, the qualitative research examines motives, ideas, themes, and distinctions. In doing so, it uses a variety of methods to collect data, recording what people say, observing specific behaviors, documenting real events, and examining visual images to collect data. As a result, it often relies on interpretive or critical social science (Neuman, 2006:157). Use of the qualitative research method helped in analyzing, exploring and understanding the department policies and legislation put in place to address employment equity. Through qualitative methods, primary data were collected using an interview schedule. Face-to-face interviews were conducted with managers and human resource (HR) officials. Secondary data were collected from government publications, census data, department policies, annual reports, books and journal articles (Creswell, 2013).

1.6.2   Data Gathering Approaches

The interview is one form in which information is gathered through qualitative methods and can be used in many different settings. For this thesis, face-to-face interviews were conducted with different department employees (such as the HoD, top and senior managers and HR officials) to understand the policies, processes and implementation progress. Moreover, face-to-face interviews with top and senior managers allowed for the gauging of their experiences, insights, and style of leadership in the departments.

Amongst other things, how the departments developed Employment Equity plans and generally complied with the legislative and policy requirements was explored. In addition, experiences on the challenges that these departments faced and strategies that were employed to overcome these challenges and/or facilitate progress towards the achievement of employment equity were also probed. Secondary data, namely, statistical information reflecting the different categories as per occupation levels by race and gender, was also reviewed to gauge the progress of employment equity in the departments over time. Departmental reports were consulted to understand the achievements and complexities associated with the implementation of employment equity. Through these approaches, insights into the implementation process of employment equity legislation and policies and the role of leadership in this process were garnered. Therefore, the case thesis approach was the best method for this study as it facilitated triangulation and provided greater clarification of results.

1.6.2.1   Sampling

Researching on an entire population is not possible because a population represents all people or items with characteristics that understudied. "The population (or universe or target population) is the entire set of individuals to which findings of the survey are to be extrapolated" (Levy & Lemeshow, 1999:13). When any study is conducted, it is important to identify whom or what to study. It is not possible to study an entire population of interest; hence it is important to select the sample and take a unit from the population. Sampling is important because it saves us time and costs that can be spent doing the study. It is time-consuming to do a study of an entire

phenomenon, which may result in large amounts of data that would be difficult to process, analyze and interpret. It is important to focus on a section of the population that can provide the information needed for the study. Sampling involves taking a portion or subset of a population (Levy & Lemeshow, 1999:4). It is a list of respondents selected from the population of interest with the idea that they have characteristics of those of the population under interest. A sample must be representative of those who share the same characteristics to the population under thesis. (Babbie et al, 2006).

The sampling method used in this research was purposive sampling as it allows the research to relies on his/her own judgement in identify the participants. Purposive sampling non non-probability sample that allow the research use his/her judgment to select the people for the study (Etilcan, Musa & Alkassim, 2016). This study focuses on two public service departments within the Western Cape Province. Since a study that includes all public service departments in the province was not possible to carry out in terms of access and financial resources, a sample was taken from the Western Cape Province where the searcher is located. The Western Cape Education and Health Department are selected as the two departments for the study since the two departments consist of two sectors, namely the Public Service Sector and the Professionals Sector (the educators and health professionals). In addition under apartheid these departments served different racially defined groups. It is important to explore some of the significant change the departments have achieved since democracy more specifically employment of designated people at the top and senior management level. It is important to understand that top and senior management of the public sector are the decision making bodies that influence service delivery of the sector and that it is important these decision making bodies comprise of people who are representative of the majority of the population relying on public service. Further, the participants were selected based on their positions in the departments' representative of the population under study. The participants are proficient and well-informed regarding employment, the policies and legislations that guided the daily activity of the departments. The participants have also worked in the departments for longer period; some have been with the departments over 20 years for the reasons mentioned above the departments and participants are deliberately identified for this study.

1.6.3   Ethical Considerations

There are practical, ethical and political considerations that usually shape social research (Babbie et al, 2006). Therefore, the researcher obtained ethical clearance from the University of the Western Cape and the provincial department's understudy. Once approval was obtained, the researcher explained the nature and purpose of the research to obtain consent from participants and assure them of confidentiality and anonymity. "Participants should be told how the data is to be recorded, stored and processed for release. Any risks associated with participation should also be communicated to participants" (Durrheim & Wassenaar, 2004). In most social science research, the personal identity of participants is concealed, and only summarized group information or anonymous quotations are published" (Durrheim & Wassenaar, 2004:68). The participant must be willing to participate in the research (Babbie et al, 2006) and allowed to voluntarily withdraw from the study at any time during the process.

1.6.4   Data Analysis and Presentation

The data collected is presented, analyzed and interpreted using thematic analysis to look for patterns across the data. Thematic analysis is one of the most common form of data analysis in qualitative research, it emphasis pin pointing, examining and recording patters in the data collected. It is also important in identifying possible themes and concepts in order to find commonalities (Vaismoradi, Turunen, & Bondas, 2013). More specifically, the data collected through interviews were transcribed and presented in the form of a narrative analysis using themes emerging from the theoretical context. The statistical data were presented in tables with a summary of the statistics for each year followed by a five years summary of the departments' employment movement. The statistical data provides the actual figures of the department's employ of the top categories according to race and gender. The data collected from the Department of Education and Health revealed the achievement of the representative workforce to shows if it is achieving the desired goals to answer the question of implementation of affirmative action and the targets set.

1.7   Preliminary Literature Review

1.7.1   Organizational Change and Leadership

How organizations function and their adaptability to change has been the focus of attention for many decades (Fatile, 2014; Kotter, 2006). In the case of private sector organizations, an organization's ability to change can determine its market competitiveness, bottom line, and survival. In the case of public service organizations, change is informed by the political context and regime, the increasing level of sophistication of citizens through the development of their political and other knowledge, citizen demands for more accountable and responsive governments and public institutions, etc. Academia, government, and practitioners have focused attention on the nature and purpose of organizations, the structure, and form, processes, and systems, inter alia, in trying to enhance the efficient and effective organizational functioning. Moreover, the role of people, in general, and leadership, in particular, are identified as key to enhancing organizational efficiencies and effectiveness (Conteh & Hugue, 2014; Waddell, Cummings, & Worley, 2011). Given this, various theories have been introduced over time to inform and shape how we think about organizations, their structure, and form and the influence of human behavior on the achievement of organizational goals and objectives. Essentially, these theories are distinguished into three broad categories, namely, classical, neo-classical and contemporary approaches to management (Sarker & Khan, 2013).

1.7.1.1   *Classical Approach to Management*

The classical approach to management is one of the earliest approaches to making organizations and workers as efficient as possible in the early 1900's of the industrial revolution. The classical approach established formal aspects of finding one best way to perform a task. It set ideas that outlined how both private and public organization should function to improve production efficiency. The classical approach gives more emphasis on the formal (rules and regulations) aspects of the organization (Hughes, 2003; Sarker & Khan, 2013). It focused on, implementation of rules and regulation to govern official functions, a strict hierarchy of authority, separation of politics from the administration, standardizing methods and officials' training and knowledge of rules. This approach is based on three fields, namely, the bureaucratic, scientific and

administrative management (Hughes, 2003; Sarker & Khan, 2013). The major contributors of the classical approach are: Max Weber, who introduced the ideal of bureaucratic management in the hope of contributing to improved organizational efficiency; Frederick Taylor, who introduced the concept of scientific management; Henri Fayol, who wrote on the general principles of management and Woodrow Wilson, who wrote on the separation of politics from administration.

Max Weber's approach of bureaucracy is one of the most important theoretical principles of the classical approach to management (Pollitt, 2003, Hughes, 2003: Roux, Brynard, Botes & Fourie, 1997). Weber's focus was on the principles of an ideal type of bureaucracy which became the foundation for the organizational approach. Weber defined authority as the legitimacy of power and classified authority into three categories, namely, traditional, charismatic and rational/legal authorities. Traditional authority emphasizes personal attributes; ability to rule is passed down and is based on custom. Charismatic authority refers to individuals who inspire others and possess some extraordinary traits to lead; lastly, rational/ legal authority is the authority of the law based on a set of rules (Hughes, 2003). Of the three forms of authority, rational/legal authority is the most efficient form of organization. Weber based his ideal-bureaucracy on rational-legal authority as it ensures the obedience of members of the organization (Hughes, 2003; Nhema, 2015). Federick Taylor was another key theorist of the classical approach who introduced the concept of scientific management. He used scientific management to standardize work and focused on researching time and motion to learn the shortest way to complete a task. Through his observations and data collection, he determined the "one best way" to perform each task within the organization (Hughes, 2003; Sarker & Khan, 2013).

Parallel to scientific management, Henri Fayol's work contributes to the view and function of management. Fayol's work focused mainly on the view of business management practice with emphasis on the elements of management which, according to Fayol, are planning, organizing, staffing, directing and controlling. Fayol work of management has led to studies in the field of management theories, thus making Fayol's approach "one of the first approaches to a systematic perspective pertaining to the problems with which top-level management of institutions are faced" (Roux et al, 1997:21). In addition, Fayol identified fourteen principles of management

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that are applicable to every type of organization and emphasized the need for division of labor and specialization. He proposed that division of labor be a specialization to lead to an increase in output/production as an important aspect of an organization (Roux et al, 1997; Sarker & Khan, 2013).

The classical approach was criticized for the following: it was too formal in its approach; it overlooked the human aspect of organization and focused mainly on the structures and the rules to improve efficiency; it sees the individual as a machine to be fed information to do the required job; it ignored the psychological and sociological perspective of the workers (Hughes, 2003).

1.7.1.2 *The Contemporary Approach to Management*

The contemporary approach to management is another broad approach that criticizes the classical approach. Contemporary approach views the organization as a 'systems' influenced by internal and external factors. The environment in which public administration institutions function is rapidly changing in response to changes in socio-economic, political and technological innovation. These factors have put more pressure on the existing system since the environment was unstable and unpredictable, hence a new theory and model for the organization was needed. The contemporary approach came with greater openness to issues of the environment, the formal and the informal aspects of the organization. The environment that organizations operate in is constantly changing, "as the environment changes, organizations must adapt if they are to be successful" (Waddell et al, 2011:2). According to Kotter, (2011: 6) "change *by definition* requires creating a new system, which always demands leadership".

1.7.2 Role of Leadership in Organizational Change

The reforms introduced to enhance the efficiency and effectiveness of the public administration require leaders with distinct competencies, skills and experiences (Todnem, 2005:369) to manage the process of change. A major change in any organization requires forming a powerful

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guiding coalition, a group with enough power to lead the change. More specifically, teams work, particularly at the top level. "Change, by definition, requires creating a new system, which in turn always demands leadership" (Kotter, 2011:6). This is the juncture at which the role of leadership becomes prominent and paramount. In any organization today, the primary task of management has shifted to leadership for organizational change. The continually changing environment has changed the role of management as managers need to hone different ranges of leadership skills. Leadership has a central position in organizational change since the responsibility of imitating, implementing and evaluation change lies on them (Smit & Carstens, 2003; Todnem, 2005). Therefore, the role played by leadership in driving change and transformation in organizations and championing initiatives such as employment equity, in particular, is fundamental to how change and transformation will influence the functioning of an organization. In addition, "it does not matter how capable or dedicated the staff, groups without strong line leadership never achieve the power that is required" (Kotter, 2006:5).

Scholarly debates highlight leadership as a key driver to achieving organizational goals and objectives. However, debates also refer to the challenges inherent in the change process such as the resistance from staff since change will and/or may disrupt the traditional ways of working. It is, therefore, important that change begins at the top levels with personal transformation of leaders of the organization. Leaders have the responsibility to convince their fellow colleagues and staff members that change is necessary for the way forward to help them and that it is a good thing. It is vital that change starts with the executive team committed to the change process since the leaders of the organization shape the culture and practice of the organization (Maphalala, 2012). Kotter (2006) adds "…major change is impossible unless the head of the organization is an active supporter" (2006:4).

1.8   Chapter Summary

An organization is a social entity with identifiable boundaries and common goals that exist in a profit or non-profit context. Through time, different scholars have searched for better ways in which organization can utilize their resources to be more efficient and effective for the

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development of different approaches of thought. The classical approach is the earliest approach that established the formal aspects of the organization. Max Weber, Fredric Taylor, and Henri Fayol are major contributors of the classical approach. The contemporary approach, on the other hand, came with greater openness to issues of the environment and maintains that organizations are faced with different situations and need different ways of management; the survival of an organization depends on its ability to change. Leadership has become an important aspect of organizational change as it is entrusted in leading the change. Leaders' roles and responsibility in championing change and transformation influence the survival of the organization.

1.9   Organization of the thesis

The thesis is organized according to five chapters. These are presented below:

Chapter 1: Introduction to the thesis includes: background to the thesis, research problem, research propositions, main aims and specific objectives, research question, research methodology and other related issues that outline the research process and plan.

Chapter 2: Theoretical Framework/ Literature Review: Essentially, this chapter provides the theoretical context through which the problem of the slow pace of employment equity is examined and discussed. The chapter focuses on the key scholarly debates on organizational change and leadership.

Chapter 3: Making the case for Organizational change in the South African public service: This chapter provides a context for understanding public service change in South African following the democratic elections in 1994. The focus of this chapter is on post-apartheid public service change and explains some of the reform implemented after democracy. It also highlights some of the legislative and policy framework governing employment equity, with specific reference to the South African public service.

Chapter 4: Data presentation and Analysis: This chapter presents analyses and interprets the research results.

Chapter 5: Main Findings, Conclusion, and recommendation: This chapter presents the conclusion and recommendations to address the challenges illuminated through the research and presents possible areas for future research.

Chapter 2: A THEORETICAL AND CONCEPTUAL FRAMEWORK FOR UNDERSTANDING ORGANIZATIONAL CHANGE AND LEADERSHIP

2.   INTRODUCTION

Scholarly debates highlight the importance of the public service in both developed and developing countries *vis-à-vis* service delivery. The public service is considered as instrumental to public service delivery, and in many instances, the primary vehicle through which government achieves its electoral promises. Indeed, the public service is a social structure influenced by historical events and processes. Contemporary public management has replaced the Weberian approach and practice of public administration where structures and processes were hierarchically ordered and the bureaucracy "neutral." From Goodnow's scientific approach to public administration in the early 20th century to Osborne and Gaebler's notion of reinventing government, public administration has been exposed to various changes in search of best practice approaches. Essentially, these changes have resulted in both organizational structural change and changes in the way people are managed and the way they think and behave within the context of the public service   (Conteh & Huque: 2014; Fatile, 2014). Against this background, this chapter provides a critical overview and discussion of organizational change and leadership. The first section discusses the different approaches to management of organizational change: the classical, the neo-classical and the contemporary approaches. The different theorists who contributed to the different theories are also discussed. The second section looks at organizations' need for change and transformation. The third section focuses on leadership to explain its role in change and transformation. Finally, the conclusion follows in summarising the main ideas.

2.1   Organizational Change

Today's business environments are highly competitive and continuously evolving, and the survival of an organization depends on its ability to change its vision, values, and culture towards the new ideology. "As the environment changes, organizations must adapt if they are to be successful" (Waddell et al, 2011:2). Organizations are constantly faced with the need to change and adapt to the unpredictable environment that is in a continuous flux of change to survive. In

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his observation, Kotter (2006) states that many organizations, big to small, undergo different forms of change to remake themselves into better competitors. Whatever form of change these organization undergo, "in almost every case, the basic goal has been the same: to make fundamental changes in how business is conducted to help cope with a new, more challenging market environments" (Kotter, 2006:2).

Change in organizations cannot just happen, change requires new ways of doing things and thinking differently; at the same time, it needs time to process the required change. "Organizational change is a broad phenomenon that involves a diversity of applications and approaches, including economic, political, technical and social perspectives" (Waddell et al, 2011:7). Change in an organization can either be triggered by external forces, such as market shifts, technological innovation and competitive pressures or by internal forces, such as managers trying to improve existing methods and practices, and these changes come in all shapes, forms and sizes (Waddell et al, 2011; Todnem, 2005). Public service organizations reflect much of the same features of organizations in general, but place far more emphasis on organizing its structure hierarchically. The public service, as an organization, has undergone extensive reform over many decades, with the view to enhancing its efficiency and effectiveness. These changes can be categorized as classical, neo-classical and contemporary.

The classical approach evolved in the wake of the industrial revolution and "emphasized control, adherence to rules, and routinization of procedures…did not provide scope for flexibility or innovation, and resulted in the adoption of outdated practices that led to wastage and inefficiency… there was specific concern over the weak systems of accountability that negated many public service accomplishments…" public management" emerged in the wake of efforts to reduce waste, improve efficiency and effectiveness, and ensure accountability of public service managers" (Conteh & Huque, 2014: 4).

2.2   Organizational Reform Approaches

2.2.1   The classical approach to Management

The classical organization theory is one of the early approaches that started in the early 1900's in Western Europe. The traditional model set ideas that outline how both private and public organizations should function to be more effective and efficient. The main idea behind the classical organization approach is: there is "one best way" to be more effective by championing the management of work and worker i.e. scientific management and by focusing on the overall organization structure i.e. administrative management. The model recommended the implementation of rules and regulations to govern administrators' functions, the hierarchy of authority, strict separation of politics and administration, thus standardizing the method of work and officials training and knowledge of rules (Hughes, 2003). There are many scholars who contributed to the classical approach, Max Weber who introduced the ideal of bureaucracy in the hope of contributing to improved organizational performance; Federick Taylor introduced the concept of scientific management and Woodrow Wilson wrote on the separation of politics from administration.

2.2.1 *Weber's Approach to Bureaucracy*

Max Weber's approach of bureaucracy is one of the most important theoretical principles of the traditional model of administration (Pollitt, 2003, Hughes, 2003: Roux et al, 1997). His focus was on the principles of an ideal type of bureaucracy, which became the foundation for the organizational approach. Weber identified authority into three categories, traditional, charismatic and rational-legal authority. The traditional authority is that of the lord and servants, where the right to rule is passed down and linked to customs e.g. the feudalism or patrimonialism. Charismatic authority is based on the individual's outstanding characteristics whose mission and vision inspire followers. Rational-legal authority is based on a set of rules, "followers recognize the legal competence of the persons exercising authority. Those exercising authorities are acting in accordance with their duties as established by a code of rules and regulations" (Nhema, 2015:

170). Weber based his ideal-bureaucracy on rational-legal authority as it emphasizes the most efficient form of organization and outlined six principles for his ideal-bureaucracy,

i. Activities of the bureaucracy should be controlled and ordered by rules and regulations which are written;

ii. The principle of office hierarchy implies the positioning and power of officials in hierarchical of authority, including control and supervision of the lower official by higher authority;

iii. Management should be based on written documents;

iv. Officials or employees' appointment through technical qualifications and competency;

v. The office is based on full-time salary occupation; and

vi. Work should be conducted on a prescribed rule to ensure no favoritism either in the selection of personnel or in administrative action. The rules also facilitate a uniform manner to perform large numbers of cases (Pollitt, 2003; Hughes, 2003:21-22).

Although Weber's idea of bureaucracy was efficient, there were greater dysfunctions. Weber put more emphasis on the formal aspect of organizations and ignored informal aspects and treated the individual as machines who are there to follow a set of rules. The rules, the fixed and inviolable chain of command, rigidity and inflexibility and the strict hierarchy restrain workers from working efficiently and slow down decision-making (Hughes, 2003).

2.2.1.1 Taylor's Scientific Management

Taylor used the scientific management to standardize work. He focused on researching time and motion to learn the shortest way to complete a task. Through his observations and data collection, he determined the "one best way" to perform each task within the organization (Hughes, 2003; Sarker & Khan, 2013). He focused on the following four principles:

i. The best way of action: careful observation and data gathering determine "the one best way" to perform each job. Scientific management involves 'time –and –motion', which means reducing the movement of workers by bringing the work close to the workers and measuring the performance of individuals by a stopwatch;

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ii. Scientific selection of personnel: selection and training of employees be done scientifically;

iii. Financial incentives: this involves wage incentives, which means paying workers according to modified piecework, so a highly paid worker is that person who has produced above the measured standard of the day; and

iv. Specialization of function: this implies a clear distinction between workers found at the high strata and those found at the lower levels. Those in management positions will be involved in planning, preparation and providing of guidance when necessary (Roux et al, 1997).

Although Taylor's scientific management influenced management in both public and private sectors, he was criticized for dehumanizing workers. Herbert Simon criticized Taylor's *one best way* of working as simplistic and unrealistic by saying "for almost every principle, one can find an equally plausible and acceptable contradictory principle" (Heffron, 1989:4). Other criticisms of the *one best way* are as follows: it limits the thinking of workers since it does not involve creativity of workers; workers tend to look for a page in the manual when they are faced with problems and follow procedures laid down in the manual; and administration and management theories are not tested in scientific conditions (Hughes, 2003).

2.2.1.2   *Wilson and Political Control*

Wilson emphasizes that there should be a strict separation of politics and administration. The job of politicians is to develop policies and administrators are assigned to carry out the task set by politicians; they are responsible for the execution of the broad plans of government.

Wilson argues that when administrative issues are mixed with politics, the 'evil of the spoil system' as he calls it, will be the consequence. Corruption and arbitrary decisions are likely to happen if administrators are involved in political matters. Stability and continuity only occur when public service and individual department heads are responsible for administrative matters. Political matters are the responsibility of those politicians elected in office the public servants,

who are permanent employees of the public service should be responsible for those tasks set by the politicians (Hughes, 2003).

The idea of political control in the traditional mode of administration has three features. First, politicians are responsible to make policies and are accountable to the people who elected them. "A department or agency has two roles: to advise the political leadership on the development, review, and implementation of policy and to manage its own resources so that policy may be implemented" (Hughes, 2003:25). The individual public servant is accountable to those politicians in the hierarchical structure. Second, the responsibility of making policy is placed on the different spheres of politicians, and administrative responsibilities are left to the public service. Third, the administration is there to serve political leaders equally to the best of their ability. Public servants need to act impersonally and objective to all political leaders as their position provides them the benefits of employment security despite any change in the government.

The classical approach to management was criticized on several counts: Weber's bureaucracy was criticized for its rules-bound feature, fixed and inviolable chain of command and rigidity restraining workers from working efficiently and slowing down decision-making. Taylor's scientific management was criticized for neglecting the human factor and dehumanizing workers. Despite some criticisms, the classical approach laid the foundation for the development of management theory. "Scientific management focused on employees within organizations and on ways to improve their productivity. Administrative theory focused on the total organization and on ways to make it more efficient. Bureaucratic management focused on eliminating managerial inconsistencies; that means it emphasized the position rather than a person; the organization continues even when an individual leaves" (Sarker & Khan, 2013:3).

2.2.2   The Neo-Classical Approach to Management

The neo-classical approach to management is an extension of the classical approaches that modified and extended individual and group behavior in public organizations. It focuses on the human side of management - the informal quality, which is the well-being and attitude of

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workers. It also focuses on co-operation between individuals in a group and co-operation between different organizations. In addition, the neo-classical approach focuses on other incentives to motivate workers, for example, acknowledging workers for the work they did as required (Roux et al, 1997).

Elton Mayo and his followers, Fritz Roethlisberger and William Dickson, were the first to attempt the human relation approach. The human relation approach considers organizations as a social system composed of individuals. Forces and factors external to the organization shape individuals' attitudes, values, beliefs, and behaviors (Heffron, 1989). Mayo, from his experiment of telephone equipment manufacturing, found that the social context of the work environment is more salient to organizational functioning than the structure of the organization. He suggested that providing workers with social needs, freedom of self-expression and security is important for the performance of the organization than merely just providing financial incentives to workers (Heffron, 1989). Therefore, the combination of the work environment and financial incentives were shown to motivate behaviors of people within the organizational context (Roux et al. 1997).
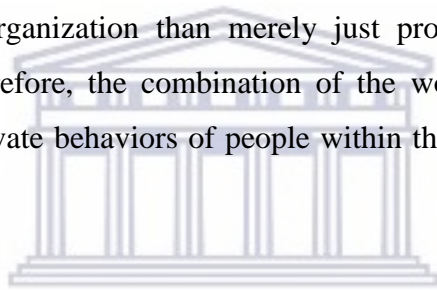
2.2.3   The Contemporary Approach

The contemporary approach came with greater openness to issues of the environment in which the organization functions. Structures, policies and human behavior are aspects considered within the organization. The contemporary approach views organizations as 'systems' influenced by internal and external factors. There two approaches to the contemporary approach and the contingency approach. The system approach focuses on the external and internal factors in an organization and interactions. As a closed system, the organization does not interact and is not affected by the environment. On the other hand, open systems function with a high degree of dynamic interaction with the environment they are located. Environmental awareness, natural resources, the market, government regulation and feedback are some of the open system aspects. The contingency approach claims that organizations are different and faced with different situations in that there is no one best way to manage organization because management is situational (Rana, Ali, & Saha, 2016:18).

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There are many approaches that fall within the contemporary approaches; however, the thesis will focus on NPM for the following reason;

i. South Africa government have adapted many of the NPM principles and features in trying to facilitate public service efficiency and effectiveness

ii. Official are allowed to exercise discretion with reference to how best to implement the policy within the parameter of legal and policy framework

iii. The organizational structures are one that facilitates processes and system towards service delivery as opposed to stifling progress

iv. That leadership, which is held accountable for their responsibilities, there functions and there activity through being employed on performance management contracts as opposed to having a job for life.

2.2.3.1   *The New Public Management*

Given the above, the New Public Management approach came as the process of modernizing government structures, institutions, and processes towards enhancing public policy implementation. It was a global phenomenon drawn from the private sector with the shift from traditional administration to management, from bureaucracy to markets. It was a new improved approach that was intended to promote principles of good governance such as responsiveness and accountability to facilitate the achievement of service delivery goals and objectives (Pollitt, 2003; Hughes, 2003). The NPM assumes an open systems approach that takes into consideration the environment within which the public service operates in responding to the needs and demands of citizens in the 21st century. In addition, it focuses on alternative strategies to service delivery in trying to facilitate improved quality of services and value for money in the interest of taxpayers. Therefore, the NPM is quite distinct from principles of Weberianism that can essentially be described as a closed system, where inputs, processes, and outputs were determined by those appointed to the civil service and considered as experts in identifying and deciding how the needs of citizens in particular, and country at large, would be satisfied.

NPM advocates flexibility in the way in which managers manage the organization. This is mainly to emphasize that NPM has moved from the notion of military-style public service ethic where managers follow rules of the organization set by politicians to perform their duties of the old public administration. NPM strongly argues that managers should be allowed to manage, 'let the managers manage'. Hood (1991) puts it as "hands-on professional management". NPM ideologies are borrowed from the private sector practice to the public service, especially with regards to management and accountability in the public service. Hood (1991) argues that to achieve efficient service delivery and at the same time hold managers accountable, there should be clearly set goals that need to be achieved within restricted time frames. By giving managers greater autonomy, managers are held accountable for their performance. Further, NPM believes that public service should be flexible in staffing or recruitment - flexible hiring and firing of staff. Because NPM is a performance-oriented approach it emphasizes that managers should be employed based on contracts and performance management basis to improve the performance (Hughes, 2003). Contract appointment entails signing of short-term contracts to do the job, based on the performance; the person's contract is renewed or terminated upon the next contract. It also refers to the appointment of senior and top managers on fixed performance-based contracts, as opposed to permanent employment or a "lifetime" (Pollitt, 2003).

NPM reforms have widely influenced public service decision making worldwide and produced policy changes across many countries in Europe. Running government like a business and using market approaches to the public service became ideal to many industrial countries suffering from a financial shortage. The pressure to change has been influenced by financial shortages against poor economic performance. The government departments' wastage of resource affected their ability to perform and deliver services, so NPM was seen as a solution as it emphasizes expenditure and cost reduction. Some countries have picked some elements of the NPM reform to suits their needs and purposes of their politico-administrative context and system. The United Kingdom, under Prime Minister Margaret Thatcher, is the first practitioners of NPM reform (Pollitt, Thiel & Homburg, 2007).

Great Britain introduced executive agencies in 1988 to address the departmental inefficiency in an exercise referred to as "Next Steps". These agencies were created to take off some of the

administrative responsibilities of government departments to provide services profile at 'arms' length. The departments were given financial and managerial autonomy and the ability to hire their employees based on Performance contracts (Gualmimi, 2008; Peters, 2010). Open structures were introduced in 1983 for higher-level public servants to allow special flexibility and mobility. In 1994, the open system was partially modified and reviewed and renamed "New Civil Service" by John Major. The New Civil Service stressed the need for performance measurement and productivity bonuses. Admission to senior public service was open through the establishment of the Next Steps agencies (Gualmimi, 2008; Peters, 2010).

The contemporary organization requires leadership style that inspires a shared vision and envisages, empower and energies followers, a Shift to managerialism, let the manager manage, administrative discretion within the perimeter of the law. Moreover, the nature of the interface between leaders and followers is highlighted as salient to whether or not an organization achieves its goals and objectives. The role of leadership has advanced from commanding followers to developing their followers in line with the organization vision. For the required change and transformation to take place, followers need to be inspired to achieve the vision of the organization.

2.3   The Nature and Style of Leadership

Leadership means different things to different people, and different scholars have defined leadership in terms of qualities, traits, power, and authority. Leadership has been a subject of interest among many scholars for a century; however, scientific research on leadership only began in the twentieth century. As noted early on, the word *leadership* denotes power, authority and the ability of an individual to command others. The image of a leader denotes a person who leads a group of people to achieve the goals and objectives of the organization he/she runs. "The term connotes images of powerful, dynamic individuals who command victorious armies, direct corporate empires from atop gleaming skyscrapers or shape the course of nations" (Yukl, 1998:1). When defining leadership, many scholars base their definitions on individual perspectives inspired by occurrences of most interest to them.

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There are many definitions of leadership, and some share some common features. Such definitions have focused on "individual traits, behavior, influence over other people, interaction patterns, role relationships, the occupation of an administrative position and perception by others regarding the legitimacy of influence" (Yukl, 1989: 2). According to Keffot (1999:64) (cited in Smit & Carstens, 2003), leadership is "the art and science of leading change effectively" (2003: 46). The definition of leadership has evolved. In the 70s and 80s, leadership was more about the leader directing the behavior of followers and ensuring compliance, so leaders influenced by ensuring compliance, followed existing rules, laws, which were more punitive and transactional where superior and subordinate relationship dominated.

Hemphill and Coons (1987) define leadership as, "the behavior of an individual when he is directing activities of a group towards a shared goal. Katz and Kahn (1978) define it as the influential increment over and above mechanical compliance with the routine directives of the organization while for Rauch and Behling (1984) it is the process of influencing the activities of an organized group towards goal achievement. Hosking (1988) argues that leaders are those who consistently make effective contributions to social order and who are expected and perceived to do so (cited in Yukl, 1998:2-3). The definitions highlight how a leader is perceived in the 20th century as ensuring compliance with rules, regulations, and policies and influencing the behavior of the follower in this context. Taking into consideration the changes introduced to the structuring of organizations, the late 20^{th,} and early 21st century views are more focused on the influence of a leader on the followers' behavior through acknowledging gifts, talents, and experiences of the follower. Things such as the behavior of leadership, vision, values, and virtues of the leader become more important than blind compliance to rules and regulations, in line with the shift from Weberianism to new public management.

Richards and Engle (1986) explain that it is about articulating visions, embodying values, and creating the environment within which things can be accomplished while for Jacobs and Jaques (1990), it is a process of giving purpose (meaningful direction) to collective effort and causing this to be expended to achieve a purpose. Schein (1992) states that it is the ability to step outside the culture … to start evolutionary change processes that are more adaptive while Drath and

Palues (1994) say it is the process of making sense of what people are doing together so that people will understand and be committed (Cited in Yukl, 1998:2-3).

2.3.1.1   *How Leadership Evolved (Theories of Leadership)*

Over centuries, leadership has been a topic of interest among many scholars. There have been several studies in an attempt to understand leadership, resulting in a series of "approaches of thought". Different scholars have explored the idea of leadership in an attempt to understand factors contributing to leadership and its nature. Leadership traits and behavior have been the center of traditional leadership approaches. The different leadership studies have led to the development of leadership theories/approaches, and through time, leadership evolved, from Great Man to the new approach to leadership which is the transformation leadership (Jarbandhan, 2012; Hayward, 2005). The traditional approach includes the Great man approach, traits approach, behavioral approach, and contingency or situational approach. The new leadership approach includes the transactional and transformational leadership approach. The traditional leadership approach can be traced to the ancient Greek and Roman mythology and focused on leaders 'born' to lead and society acknowledging those leaders as 'heroes'. To mention a few, Julius Caesar and Napoleon as historical 'heroes', George Washington as a Political leader, Martin Luther King Junior and Mahatma Gandhi as social leaders. However, the Great Man approach overlooked the 'great women' such as Elizabeth I and Clara Barton, and their role was considered as mere 'handmaidens' to men. The Great man approach serves as a foundational approach as it developed an interest in research for qualities (traits) of 'great man' and opened the door for the 'Traits' approach of the leadership (Wart, 2003).

The traits approach of leadership attempted to understand qualities of successful leaders and what distinguished them from non-leaders. It also attempted to identify qualities or traits believed to be unique to the successful leaders of the time. Although the approach received criticism to its simplistic analysis of leadership, in the 1940s and 1950s, the traits approach gained momentum when a research in the field of psychology analyzed traits of effective leadership and linked those to good leadership. The trait approach focused on personality and psychological traits of the leader in order to explain the effectiveness of leadership (Hayward,

2005:23). However, the approach failed to identify a single set of qualities ideal for all situations. This led to the behaviorist approach in an attempt to understand the behaviors that leaders displace. The behaviorist approach became a popular paradigm until the 1960s, with its assumption that successful leadership is based on learnable behaviors - leaders are made not 'born'. The behaviorist approach emphasized that anyone can be a leader through teaching and observation, and leadership capabilities can be learned (Jarbandhan, 2012). The behaviorist approach is linked to the neo-classical approach in its focus on individual and group behavior in public organizations. It focuses on the human side of management, that is, the informal quality, which is the well-being and attitude of workers. The neo-classical approach analyses human behavior in attaining the highest degree of efficiency and effectiveness in performance (Roux et al, 1997:25).

In general, the behaviorist approach was criticized for its oversight of the environmental factor on the level of leaders' effectiveness. "The introduction of the 'Behavioural Approach of Leadership' helped to advance the notion of leadership to a new level. The focus was to move from leadership qualities (traits) to how leaders behave in a situation" (Jarbandhan, 2012:63). Failure to find universal leader trails or behavior led to the discovery of the contingency or situational approach to leadership. The approach became popular from the 1960s onwards for its analysis of leaders' behaviors and followers in situations that they face. Situations presented an important factor in determining the leadership style that will be most effective i.e. the environment an organization operates in determines the effectiveness of a leader. "The approach proposed that leadership depends on the leader matching his or her style to the demands of the situation that he/she is placed in" (Jarbandhan, 2012:64). The assumption is that effective leadership depends on a range of situational factors, and there is no one size fits all because certain skills and traits fit in one situation, so leaders must adapt to the situation they encounter to be more effective (Hayward, 2005).

Further, the influential theories of charismatic and visionary leadership studied the influence processes between leaders and followers. Charismatic leadership is one of the primary studies of the influences approach that looks at the leader's qualities that makes him different from others and the conditions that give rise to these kinds of leaders. Max Weber proposed that a

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charismatic leader is a self-appointed leader with special talents or gifts to help people in distress, a gift of grace or from God. These leaders have special gifts to convince their followers in crisis and provide an inspiration to their followers. Martin Luther King was a charismatic leader who fought for the public rights in the US, worked with people and developed strategies to achieve a vision of what is possible (Jarbandhan, 2012: 66). By the 1970s, focus on the ideas of leadership moved from situational factors to relational aspects of leadership.

2.3.1.2   Transactional to Transformational Leadership

Bass (1990: 20) states that modern leadership is characterized by two factors:

- "initialing and organizing work – concentrates on accomplishing the tasks at hand…
- showing consideration for employees - focuses on the satisfying self-interest of those who do good work" (Bass, 1990: 20).

Transactional leadership occurs when leaders exchange either rewards or discipline for adequate performance with their followers; it is the type of leadership that involves transactions for good performance. Transactional leaders exist in the traditional organizational structure where existing rules, procedure, norms, and hierarchy guide the organization. They are leaders who follow clear lines of responsibility and facilitate job done through command and control emanating from their authority. People follow transactional leaders based on the incentives in place; the leaders identify the right kinds of rewards and punishment and closely monitor their followers. These leaders negotiate with their followers for positive results in exchange for a reward. (Bass, 1990). These leaders "develop exchanges or agreements with their followers, pointing out what the followers will receive if they do something right as well as wrong" (Bass & Avolio, 1993: 112). The exchange relationship can take the following forms:

i.   Contingent rewards: leaders clarify for the followers through direction or participation what the followers need to do to be rewarded for the effort;

ii. Active management by exception: leaders monitor the followers' performance and take corrective action if the followers fail to meet standards; and

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iii.   Passive leadership: leaders practice passive management – by – exception by waiting for problems to arise before corrective action (Bass, 1997:134; Bass, 1999: 11).

Bass (1990) emphasizes that the exchange relationship for a job done by transactional leaders is ineffective. He argues that motivation of rewards or prevention of penalties depends on either leader having control over the rewards or the degree to which employees want the rewards or fear penalties. Bass (1990) emphasizes that in most organizations, increasing the salary of employees mainly depends on their seniority; at the same time, employees with high qualifications have higher chances of getting a promotion and climbing the ladder.

The contemporary organizational approach has shifted the role of managers from command and control style to a more open, participative management style. Managers need to have different sets of skills; they need to be held accountable for performance and develop the strong interpersonal skill to effect change (Graetz, 2000). According to Jaskyte (2004), transformational leadership is "a set of observable and learnable practices employed to influence employee attitudes and assumptions to build employees' commitment to the organization's mission" (Jaskyte, 2004:155). Transformational leadership is about the strong relationship leaders build with their followers beyond the work done. These leaders connect emotionally with their colleagues and followers to build a relationship that motivates and inspires colleagues and followers to perform beyond there original intentions. They do this by employing one of the "Four I's" *inspirational* stimulation, *inspirational* motivation, *idealized* influence and *individual* consideration.

Transformational leaders provide support and motivation to their followers in order to put the organization's vision beyond their self-interest. Transformation leaders also encourage their followers to carefully re-examine their old ways of doing things and encourage them to formulate problems and wisely solve those problems. These leaders stimulate their followers' efforts to be innovative and creative by questioning assumptions, reframing problems, and approaching old situations in new ways. Followers are encouraged to try new approaches, and their ideas are not criticized because they differ from the leaders' ideas" (Bass & Avolio, 1994; Davids & Esau, 2016).

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Transformational leaders inspire their followers to see the vision of the way forward by articulating an appealing vision of the future, using symbols to focus efforts. They identify new opportunities and develop an inspiring vision of the future. Transformational leaders act as role models to their followers and inspire them to follow their footstep. Followers admire, respect, trust and aspire to be the leader. Transformational leaders are change agents, courageous individuals, value-driven, visionaries, believe in people and lifelong learners. They have an ability to deal with complexity, ambiguity, and uncertainty (Bass & Avolio, 1994; Davids & Esau, 2016). Transformational leaders pay attention to their followers' emotional well-being. They get involved in their followers' self-development by providing supportive environments and assigning projects based on the individual's ability. They treat their followers as an individual and recognize their strengths and weaknesses (Kirkbirde, 2006). These qualities of transformational leaders encourage employees to commit to change and develop behavioral intentions to support change. It is vital that change and transformation start with chief executives and executive team, who are willing and committed to the transformation process since leaders of the organization shape the culture and practice of the organization. Kotter (2006) adds "…major change is impossible unless the head of the organization is an active supporter" (2006:4).

In reflecting on the context of organizational change discussed earlier in this chapter, the focus on structuring organizations towards greater efficiencies and effectiveness is evidently insufficient. Organizations that are structured in a mechanistic or formalistic way, as evidenced by the classical approach to organizational change, do not necessarily contribute towards the achievement of organizational goals and objectives. Moreover, in the case of public service organizations, the pressure, not only to produce and/or deliver outputs but outputs has an impact that may be salient to the survival of a particular regime. Therefore, identifying the right kind of skills and competencies to facilitate the achievement of organizational objectives is vital to public service delivery. In addition, appointing public service leaders who are capable of influencing the behaviors of their followers and championing change initiatives is equally important. Rules and regulations influenced Max Weber's bureaucracy, leaders ensuring adequate performance from followers by providing direction and monitoring the follower's performance which was more punitive and transactional where superior and subordinate

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relationship dominated. Letting managers manage is influenced by contemporary approaches to shift from complex rules, red tape and hierarchical structure to more flexible, flatter, and falter structure to allow managers to exercise administrative discretion within the perimeter of the law instead of blindly implementing policies.

2.4   Chapter Summary

This chapter has discussed the theoretical framework on organizational change introduced over the decades and how it influences the style and nature of leadership. Organizational change has focused on the different management approaches to organization, beginning with the classical management approach to contemporary management approach to enhancing the effectiveness of the organization. The classical approach has focused on increased production by focusing on the formal aspects of organizations and ignoring human behavior and its influence. This led to the human relations movement which focused on increasing production by focusing on human behavior, the psychological and social needs at work as well as improving the process of management. The contingency approach, which can be seen as an extension of the systems approach, highlights possible means of differentiating among alternative forms of organizational structures and systems of management. As an old form of organization, the public service is no stranger to continuous reforms as contemporary public management has replaced the Weberian theory of bureaucratic in efforts to reduce waste, improve efficiency and effectiveness and accountability of public service managers.

At the same time, the role of leadership has become more central in identifying the right kind of skills and competencies to facilitate the survival of organizations. Leadership has evolved through time to accommodate the skills and capacity required to meet the fast-changing business environment, from traits approach to transformation leadership. The study investigates the role of leadership in driving change in the public service, specifically employment equity in post-apartheid South Africa. As such, the study examines public service reform and some of the policies and legislation implemented to advance employment equity.

Chapter 3: MAKING THE CASE FOR ORGANIZATIONAL CHANGE IN THE SOUTH AFRICAN PUBLIC SERVICE

3. INTRODUCTION

The main purpose of this chapter is to illustrate the need for public service change in South Africa. To this end, the chapter is structured into two parts. Firstly, it provides a brief discussion on the apartheid state and the effects of its discriminatory policies on the functioning of the public service, with specific reference to the departments of health and education. The second section focuses on the public service reforms introduced post-apartheid towards the creation of an accountable, responsive and representative public service. In addition, the chapter illustrates that in spite of significant legislative and policy changes since the advent of democracy in 1994, transformation, in certain respects, remains a challenge.

3.1 South Africa under the National Party

Apartheid was a system that perpetuated segregation, discrimination, and marginalization based primarily on race. It was a system of minority rule i.e. White rule, where the Black people, referred as African, Coloured, and Indian were considered as non-citizens of the Republic of South Africa and were denied opportunities to fully participate in the political, economic and social life. The government passed different laws such as the Immorality Act of 1950, the Group Areas Act of 1950 which promoted the placement of blacks and whites in separate residential areas. One of the most significant legislation the Nationalist Party introduced was job reservation primarily for Afrikaner White individuals (Peron, 1992). Through its job reservation policies, Afrikaners were provided with opportunities that led to job security and upward social mobility (Hyslop, 2005:781). The country was divided into separate states with their own legislation, governments, and administrative systems. In fact, black South Africans were restricted to 'independent' states and 'self-governing' homelands, with policy formulation power highly centralized in Pretoria. A Tricameral parliament was established to represent the interests of Whites, Coloureds, and Indians under the stipulation contained in the 1983 RSA Constitution.

Matters relating to the African Black people were solely at the discretion of the State President (Ajam, 2001).

3.2 Health Care and Education under Apartheid

Education service under apartheid was provided along racially separated education departments with their own system and structures, and there were nineteen educational departments for the different race and ethnic groups. For the Black population, the Bantu education system was introduced in their homelands at the local level. The Bantu education was grossly underfunded, and schools for black learners were of very poor quality, resources were allocated to white schools, systematically depriving black schools of qualified teachers and teaching aids such as stationery and books. Classrooms were overcrowded in Black schools while other race groups enjoyed smaller classes. "In 1980/81, expenditure per head on education for White children was double that of Indian children and more than five times that for Black children. This disparity was caused by a policy of deliberate under-education of Black people. The apartheid-era opinion of Bantu education was that Black people should be educated to a level appropriate for a menial position in society" (Coovadia, Jewkes, Barron, Sanders, & McIntyre, 2009:823). The democratic government inherited inequitable and fragmented education system that served different racially defined groups. As the first step of the new government, it amalgamated 15 distance departments of education into a single non-racial national system. The government passed laws that promote race-blindness in order to increase equal access to students of all races (Fiske & Ladd, 2004).

As other inherit departments in the public service, the Department of Health under apartheid served the interests and the ideology of the apartheid state and was characterized by deep division of racial and socio-economic segregation and wide geographic disparities. Most people living in rural areas had no access to health care and those who could afford to pay had access to health care from private sectors. Allocation of resources was along racial lines, and hospitals serving Whites overspent the budget, while primary health care for the rest of the races was underdeveloped, with backlogs in hospital maintenance and repair. Black people suffered from poor-quality and inferior service, treatment was delayed, and there was a shortage of drugs and

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beds. Maternal, infant, and child mortality rates were high in Black communities. Black women were forced to leave healthcare facilities after giving birth. Doctor to patient ratio was estimated at 1:15 000 in the Bantustans, compared with 1:1700 in the rest of the country in the early 1970s. White people suffered from non-communicable diseases meanwhile poverty-related diseases persisted among the Black population. Tuberculosis claimed many lives in Black and Coloured populations than in White populations (Coovadia, et al, 2009). In general, post-apartheid government inherited a health system that was fragmented, inefficient, underdeveloped, and inappropriate (Diane McIntyre et al, 2008; Rakate, 2006).

Transforming the Department of Health was necessary to redress the backlog of inefficiency inherited from apartheid. As such, the transformation of the Health department aims at providing quality health service to all South Africans, unifying a highly fragmented health system into a single National Health System as well as implementing policies that mirror its duty, objectives, mission, and vision. Transforming post-apartheid health care systems have achieved a substantial improvement in terms of access, more equitable health expenditure, better health system management through hospital revitalization programme and expansion and improvement of clinics. However, the health system produces poor health outcomes as a result of weak health system management and low staff morale (Harrison, 2009). "Despite the development of a national human resources strategy in 1999/2000 and the framework of a human resources plan in 2006, there remains a significant human resource crisis, especially at community and primary levels in the public health sector. Additionally, weaknesses in training, support, and supervision, lack of managerial capacity and appropriate leadership to manage underperformance in the public service have been raised as issues of concern" (Schaay, Sanders & Kruger, 2011: 6).

3.2.1   The Nature of Reforms Post-Apartheid

The Interim Constitution, Act 200 of 1993 was one of the first legislative documents introduced to guide the transition to democracy in South Africa, followed by the enactment of the RSA Constitution, Act 108 of 1996. This set the tone for the transformation process, where amongst others, the structure and processes of the public service were redesigned to respond to the needs

of all South Africans. Fundamentally, the transformation of the public service entailed changing the old apartheid-driven bureaucracy to a democratic public administration. The democratic government visualizes a public service that is guided by the ethos of services and committed to the provision of high-quality services to achieve its constitutional mandate of creating a better life for all.

Essentially, the changes effected in the structure, processes, and systems of the South African public service reflect many of the NPM principles. The NPM approach was co-opted to align the South African public service with the global change that affected the way in which the public service functions and is structured towards greater efficiency and effectiveness since the approach is associated with the best practice borrowed from the private sector or market economy. "This model was believed to encapsulate a vision and mission of a transformed, integrated and equitable public service, based on the following principles: new forms of managerial leadership, decentralization of decision-making power, democratization of internal work procedures, inclusion of civil society organizations in the governance process and development of an appropriate professional culture and ethos" (Gumede, 2013:61). For a new democratic state, NPM reform in South Africa is a move away from traditional management approach, that is, a highly centralized government and racially segregated economic development. In particular, the strategies and plans of the Departments of Education and Health reflect some of the NPM aspects such as performance management, decentralization to managers, contract appointment, and senior management system.

3.2.1.1 Decentralization to Managers

Abolishing or downgrading much central personnel and financial control mechanisms is a key feature of NPM. This means line managers are given greater managerial authority and responsibility; let the managers manage (Burger, 2006). Additionally, the principle of decentralization to create flatter hierarchies put emphasis on speedy responses to service delivery, which leads to the redistribution of functions and devolution of decision making power and autonomy to the local government because of its closeness to their communities. Allowing managers to manage is an important component of NPM's human resource and management.

Under apartheid, the public service was a highly centralized, extensive power at the commission for administration (the predecessor of the PSC) (Burger, 2006). This high centralization of power and function in the public service was hindering effective and efficient service delivery. As a result, reforming the legislation or decentralization was needed to address the problems and improve service delivery. The 1996 constitution laid out the decentralization process, so new power and functions were assigned to the different organs in the public service and administrative system.

However, in the decentralization of power, executive power was given to the politician but not to the managers. The reason is that the ANC government lacked trust in the white old bureaucrats who still held key positions in the public service. This contradicts the international best practice of NPM reform of letting managers manage. According to Cameron (2009) decentralization has not empowered the managers, most officials who worked under apartheid followed rules and regulations of the organization. Accountability and decision-making power were centralized at the top of the hierarchy. Therefore, changing the attitudes and behavior of officials in the "new" public service was a challenge
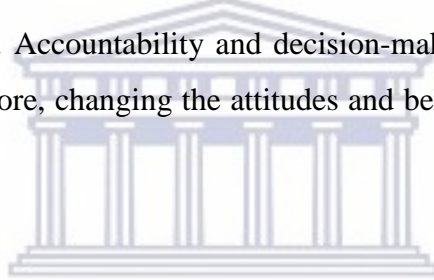
3.2.1.2   *Senior Management Service (SMS)*

NPM brought most of its ideas from private sector practices, especially the adaptation of private sector management style for the public service. Hughes (2003) pointed out that private sector management entails flexible staffing. The idea of Senior Executive Service (SES) was used in the US since the late 1970s to create a pool of managers who could be transferred to departments and positions where there is a need for them. The SMS involves bringing selected managers, train them and send them out to different departments and positions to improve service delivery (Hughes, 2003). The SMS aim at improving service delivery by improving state management capacity through general management and professional skills. In 2001, the government of South Africa introduced the Senior Management Service (SMS) to recruit and retain quality managers who can be flexible and mobile in the public service. As a result, it was found that departments were able to recruit and retain SMS members with postgraduate degrees.

3.2.1.3   Contract Appointments

Contract appointment entails the hiring of people on a contract basis. This feature of NPM is also adapted from the private sector practices. The main objective of contract appointment is to improve the performance of the people hired. In South Africa, contract appointments have been in the system since the 1980s. With the new government in power, contract appointments have been systematically applied and linked to performance. However, the concern of the government has been the high turnover of Director-Generals. This is mainly because the lack of security in the occupation of Director-Generals is linked to their relationship with their Executing Authorities (EA) than competence. A number of Heads of Department HoDs left offices prematurely because of personal, political and organizational conflict in the EAs. In addition, the term of the contract is also considered to be problematic because the system creates uncertainty for HoDs since the length of the contract is 3-5 years although the contract is renewable (Cameron, 2009). In South Africa, the NPM reform of contract appointment is not a success since the majority of the workforces are unskilled laborers. Most importantly, South Africa uses an open employment system to create a representative public service by attracting more black candidates, mainly at the higher positions or at management level. On the other hand, the open system is a key feature of NPM to promote a more flexible human resources system. Despite all this, the process of selection and recruitment is still slow in reality (Cameron, 2009).

3.2.1.4   Performance Management

NPM emphasizes the need for performance management of managers in the public service. Hood (1991) argues that to achieve efficient service delivery and hold managers accountable, there should be clearly set goals that need to be achieved within restrict timeframes. By having greater autonomy, managers are also accountable for their performance through performance targets. Performance management was introduced in South Africa by the Public Service Laws Amendment Act to measure the performance of managers, determine how effective they are in performing their functions and improve the political-administrative interface (Cameron, 2009).

In order to reach the desired change in relation to human resource in the public service, a number of policies have been implemented. Recruitment and training have focused on creating a public service that is representative of all the citizens of South African, regardless of their race, gender and geographical location. The "public administration must be broadly representative of South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to address the imbalances of the past to achieve broad representation" (Adam, 1997:243; Naff, 2007:25). The constitution states that public administration should adhere to democratic values and principles such as representative public service that maintains and promote high standards of professional ethics to maximize human potential (Constitution, 1996; Kuye, 2006). The management and development of human resources mark one of the main cornerstones of the transformation agenda; there is a need for new skills, critical and creative thinking and innovative approaches to carry out the constitutional mandate in democratic South Africa. The following are some of the legislation to promote employment equity,

- The Constitution of South Africa, 1996;
- White paper on Affirmative Action in the Public Service, 1998; and
- Employment Equity Act, 1998.
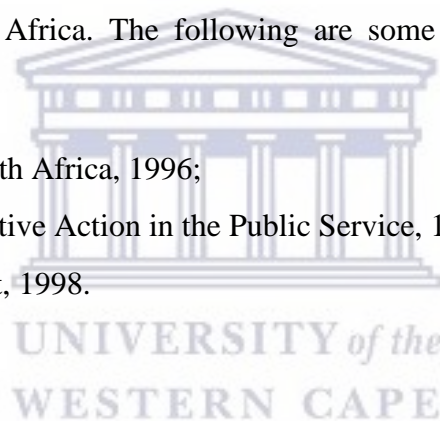
3.2.1.5 The RSA Constitution, 1996

The Constitution gives all people the right to equality and non-discrimination. The Bill of Rights states that everyone has the right to fair labor practices, which means that employers (private and public service) cannot unfairly discriminate against an employee. Section 23 entitled "Labour relations" reads: Every worker has the right— (a) to form and join a trade union; (b) to participate in the activities and programmes of a trade union; and (c) to strike (Constitution, 1996:9). The constitution also emphasizes the importance of a representative public service in Section 195 (1). It states, "the public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to address the imbalances of the past to achieve broad representation" (RSA Constitution, 1996, Section 195(1)).

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3.2.1.6   *White paper on Affirmative Action in the Public Service, 1998*

Affirmative action signifies a variety of strategies designed to transform the South African public service in the hope of improving the efficiencies and effectiveness of government departments. It is a policy projected to promote the redistribution of opportunity and bring an effort that emphasizes recruitment and outreach activities designed to increase the diversity of applicants' pool. In areas of employment, career development and upward mobility programs, an affirmative action intended to provide opportunities to workers at the lower-level as members of the historically disadvantaged group (Kellough, 2006). Affirmative action is a policy intended to promote the redistribution of opportunity to previously disadvantaged people. Affirmative action is described as a "corrective step used in the creation of an equitable environment, specifically for those people who had been historically disadvantaged because of discrimination" (Milne, 2009:971) and is a strategy to redress injustices of the past regarding discriminative employment.

The main objective of proposing affirmative action policy was to address the under-representation of Blacks and women in management and senior positions previously reserved for Whites under apartheid. There is a need to "increase the number of Black South Africans with high-level administrative and professional skills so that there will be a larger pool of competent and experienced managers regardless of skin colour" (Adam, 1997:235). As a result, affirmative action is necessary to recruit potential Black managers and women to prepare them for the top and senior management positions. Representative in South Africa is concerned with redressing the skills gap between races in the public service. Deleon (2001:113 cited in Cameron & Milne, 2011:3) describes representative bureaucracy to be "one that consists of a workforce that reflects the composition of the citizens of the country". The principle of representative bureaucracy states that public service should mirror the diversity of the society that it is functioning in, and this is assumed to be more responsive to the interests of the population while making policy that reflects these interests (Peters, 2010).

3.2.1.7   Employment Equity Act 55 of 1998

In 1998, the *Employment Equity Act (EEA) 55 of 1998* was introduced. The rationale for implementing the EEA are many, and some are: to eradicate inherited inequalities in society and labor market and focus on economic growth on the bases that organizations will employ Black employees to meet the constitutional requirement. Employment equity has been used in the world to restore human dignity, and in South Africa, it is used to provide fair employment opportunities since the country comes from a long history of workplace inequalities directed towards most of the population.

"Historically, the South African labor market was a distorted one, with access to education, skills, managerial and professional work based on race and ethnicity … the apartheid labor market left most of the economically active population of South Africa inadequately trained and economically disempowered, with the attendant effects of historical discrimination still evident today" (Jain, Horwitz & Mbabane, 2007:4). As such, the post-apartheid government prioritized re-addressing workplace discrimination by introducing legislation that protects the rights of employees and laws to eliminate unfair discrimination and promote equity in the workplace. The Bill of Rights' Chapter 2 affirms that "Everyone is equal before the law and has the right to equal protection and benefits of the law" (Constitution, 1996: 6).

"EEA set out to achieve equity and equality in the workplace by promoting equal opportunities, fair and just treatment in employment practices through the elimination of unfair discrimination…" (RSA, 2010:3). In addition, organizations have responsibilities to provide fair and equal employment opportunities to all employees by removing any unfair discrimination in the workplace. Chapter 2 Section 5 of the EEA affirms that "employers take positive steps to eliminate unfair discrimination in their workplace (EEA, 2014; 5-6). EEA also provides a legal framework for the implementation of an affirmative action by all departments to achieve employment equity (Alexander, 2007; Naff, 2007). It requires all employees to include numerical affirmative action targets that are aligned to the national plan. In 2014 the employment equity act was amended to include a stipulation under section 42 on national vs provincial demographics. The Employment equity act, 1998 as amended in 2014 distinguishes national vs regional/provincial demographics. Section 42 of the EEA provides that an employer should

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consider the extent to which suitably qualified people from and amongst the different designated groups are represented within each occupational level. This is in terms of that employer's workforce in relation to the demographic profile of the national and regional economically active population (EAP). The Western Cape has a greater proportion of Coloured people than the portion of the population of Coloured people nationally. According to the national demographics, African people constitute 77.4% of the economically active population while Coloured people make up only approximately 10%. However, the Western Cape has a greater proportion of the Coloured people, and they make up approximately 48.2% of the economically active population while Africans constitute only 36.3% (CEE Annual Report, 2017).

Table 1: National EAP by Population Group/Race and Gender

Population Group	Male	Female	Total
African	42.1%	35.3%	77.4%
Coloured	5.4%	4.6%	10.0%
Indian	1.7%	1.0%	2.7%
White	5.6%	4.3%	9.9%
Total	54.8%	45.2%	100.0%

Source: 16ᵗʰ CEE Report, 2016

Table 2: Western Cape EAR by population Group and Gender

Gender	Population Group				
	A	C	I	W	Total
Male	20.1%	25.6%	0.4%	8.2%	54.2%
Female	16.2%	22.5%	0.3%	6.7%	45.8%
Total	36.3%	48.2%	0.7%	14.8%	100.0%

Source: 16ᵗʰ CEE Report, 2016

3.3   Chapter Summary

This chapter focused on the need for public service change in South Africa. It also provided a brief discussion on the apartheid state and the effects of its discriminatory policies on the functioning of the public service. It further highlighted how the Departments of Health and Education have been organized under the apartheid state. The chapter also discussed the public service reforms introduced post-apartheid South Africa towards the creation of an accountable, responsive and representative public service inspired by the new public management. The change and transformation agenda of the South Africa public service focused on creating a public service that adhered to democratic values and principles promoting a high standard professional ethos and good human resource management. In order for the public service to deliver service to all citizens, new policies and measures have been implemented to open doors for equal opportunities for those who have been unfairly discriminated. Each department is constitutionally mandated to implement the necessary strategies and plans to create a workforce that reflects the national demography. This study focused on the slow progress in creating a representative workforce and in doing so, it investigated the role of leaders in driving change in the organization. Data were collected from the two departments mentioned above and provides some analysis with regards to departments' achievement and challenges in transforming the workforce and the role a leader plays.

Chapter 4: DATA PRESENTATION AND ANALYSIS

4. INTRODUCTION

Given the aforementioned context, this chapter presents the main findings emanating from the interviews conducted with officials from the Departments of Education and Health. The main purpose of the chapter is to explore two things. First, the researcher explores whether the departments are complying with the legislative and policy prescripts concerning employment equity. Second, the experiences, insights, and views of the leadership on the implementation of employment equity are examined. Within the context of leadership and its role in facilitating organizational change, exploring the attitudes and behaviors of leaders towards employment equity are important.

To this end, the chapter is organized into two main parts. The first part provides a context of the departments under study with reference to employment equity. Information (the most recent available statistics, based on the last five years) on race and gender across the top six occupational categories of the departments is presented, analyzed and interpreted to illustrate the progress and challenges confronting the Departments of Health and Education. The reason for not including people with disabilities separately is linked to the fact that the departmental reports do not show this category separately. People with disabilities are in fact included under race and gender. This essentially sets the context for a further exploration into the possible obstacles to achieving employment equity in the departments of Health and Education. The second part focuses on the narrative responses of participants included in the study. Human resource specialists and leaders involved in recruitment and selection processes in the departments under study were the main informants. Two separate interview schedules were used to probe issues of compliance and implementation in general, and leaders' insights, experiences, and knowledge of employment equity, in particular.

4.1 The Employment Equity Context, Departments of Education and Health in the Western Cape

The Departments of Health and Education have two sectors of employment; each sector is governed by different employment legislation (Employment Equity Plan 2013-2017, 2013). In the cases of the Education department, staff members are comprised of educators and public service staff and in the Health Department, there are health professionals and administrative support staff. Despite, having two sectors of employment to fill the departmental job, these departments are faced with the challenge of finding the skilled staff at top levels and high vacancy rates. South Africa has lowest doctor-to-patient and teacher-to-learner ratios, which further indicates the shortages of staff in both departments. Consequently, these two departments allow one to explore the problem of employment equity in an organization where (i) staff members are categorized differently within the same sector; and (ii) where the organization faces the challenge of scarce skills shortages. "The availability of scarce skills remained a challenge and in certain categories, sufficient or appropriate staff could not be recruited" (WCHD Annual Report, 2015-2016: 102).

Employment equity in the departments of Education and Health have been informed by the principles of transparency, transformation, equality, equity, representativeness, diversity, and empowerment to underpin ending discrimination and achieving equality and equity at the workplace. The plan stipulates that, the departments need to empower people who were discriminated against, address the changes to a new South Africa, achieve representation of the economically active population (EAP) of the province, and eliminate all forms of discriminatory barriers (overt and covert), promote Employment Equity and ensure that the department complies with all provision of requirements of the Employment Equity Act.

Table 3: Participants from both Education and Health Department

Race	Gender	Years of service in Department	Position in the Department
White	Male	6-10	Senior manager
White	Female	6-10	Top manager
African	Male	6-10	Top manager
White	Female	More than 27	Top manager
Coloured	Female	11-15	Top manager
White	Male	21-25	Senior manager
Indian	Female	16-20	Top manager
Coloured	Male	21-25	Top manager
White	Female	More than 27	Top manager
Coloured	Male	More than 27	Senior manager
Coloured	Female	6-10	Middle and junior manager
African	Female	1-5	Human resource
Coloured	Male	More than 27	Middle and junior manager
White	Female	11-15	Top manager
Coloured	Female	1-5	Senior manager
White	Male	16-20	Top manager
Coloured	Female	More than 27	Senior manager
Coloured	Male	16-20	Senior manger
Coloured	Female	11-15	Senior manager
Coloured	Male	11-15	Top manager

Table 3 presents the research participants from both departments, with Western Cape Education and Health occupying the top levels of the departments. Some of the participants occupy leadership positions of different units within the department, and others are from the human resource unit. The table is helpful in informing the profile of the departments whereby twenty participants were interviewed. In qualitative research, small sample sizes can be explored as long these allow the researcher to gather sufficient information to build a close relationship to address the research problem. "Therefore a small number of cases (less than 20, say) will facilitate the

researcher's close association with the respondents and enhance the validity of fine-grained, in-depth inquiry in naturalistic settings" (Crouch & McKenzie, 2006:483). The participants have been identified, as they are involved in the recruitment and selection process. Moreover, the majority of participants have 10 or more years' experience in the Departments of Education and Health.

The table shows that top and senior management is dominated by both male and female White and Coloured employees. Eleven of the participants are females and 6 of them occupy top management positions, while 3 occupy senior management positions. The majority (5) of female employees are Coloured, 4 are White and the remaining 2 are African and Indian, respectively. The five female employees at the top level have been in the department for more than ten years. There are 9 male participants, 5 of them are Coloured, 3 Whites and 1 African. At the top management level, there are 4 male employees of which 2 are Coloured, and the other 2 are African and White employees, respectively. There are also 4 male employees at the senior management level of which 2 are Coloured and the other 2 are Whites. Of these, 6 participants from the top and senior management levels have worked in the department for more than 10 years, and only 1 has worked for more than 27 years.
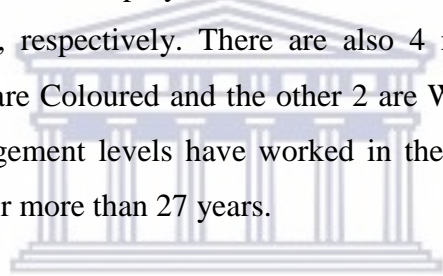
4.1.1   Western Cape Education Department Workforce Profile

Below is the workforce profile for the Western Cape Education Department for the periods 2010/2011 to 2014/2015. It reflects occupational categories according to race and gender across the six categories identified by the department. As mentioned earlier, people with disabilities are included under race and gender according to the department's reporting template. Note: A=Africans, C=Coloureds, I=Indians and W=Whites.

Table 4: Workforce Profile for Department of Education -2010/2011

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	0	25%	0	25%	0	25%	0	25%	0	0	0.1%
Senior management	10.4%	35.4	4.2%	20.8%	14.6%	10.4%	2.1%	2.1%	0	0	0.12%
Professionally qualified and experienced specialists and mid-management	4.4%	31.4%	0.4%	13.2%	6.7%	25.7%	0.4%	17.7%	0.03%	0.05%	20.67%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	5.9%	17.9%	0.09%	3.6%	18%	39.5%	0.2%	14.4%	0.3%	0.1%	58.9%
Semi-skilled and discretionary decision making	6.9%	24.5%	0.02%	2.5%	10.8%	44.6%	0.2%	8.9%	1%	0.5%	12.26%
Unskilled and defined decision making	14.9%	36.5	0.1%	0.5%	9.9%	36.7%	0	1.3%	0.1	0	8.04%
										Total	100%

Table 4 shows that the top management level in 2010/2011 was dominated by White and Coloured staff i.e. male and female each, thus accounting for 25% of the total percentage. At the senior management level, the total percentage of coloured males accounts for 35.4% with a higher representation followed by White males at 20.8%. The table shows that the total percentage of African female employees in the year 2010/2011 at senior management level accounted for 14.6%, thereby suggesting the highest representation of African employees at the level. Indian employees, i.e. male and female, are well represented at the senior management level. The table also shows that there were more Coloured employees i.e. male and female across all the occupational levels throughout the year. The percentage of White employees, i.e. both male and female, has declined and has decreased in the top and senior management levels.

Table 5: Workforce profile for the Department of Education - 2011/2012

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	15.4%	23.1%	7.7%	15.4%	7.7%	15.4%	7.7%	7.7%	0	0	0.3%
Senior management	7.5%	32.5%	2.5%	25%	12.5%	15%	0	5%	0	0	0.10%
Professionally qualified and experienced specialists and mid-management	9.3%	46.2%	0.7%	21.5%	5.2%	10.7%	0.4%	5.7%	0.07%	0.07%	3.42%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.1%	27.3%	0.3%	7.6%	9.1%	34.6%	0.3%	16.6%	0.02%	0.1%	35.29%
Semi-skilled and discretionary decision making	6.2%	14%	0.1%	3.1%	20.3%	40.8%	0.2%	14.8%	0.4%	0.2%	48.5%
Unskilled and defined decision making	12.1%	37.2%	0.07%	2%	7.7%	37%	0.01%	2.9%	0.8%	0.3%	12.65%
										Total	100%

Table 5 shows that, in the year 2011/2012, the profile of top and senior management levels has changed; there are more Coloured male employees at both levels accounting for 23.1% and 32.5% consecutively although there has been a decrease in their representation compared to the previous year. It is also the same for Coloured female employees at both levels with the highest representation in relation to other race females. Indian employees, i.e. male and female, have been well represented at the top management level; however, the representation of Indian employees, i.e. male and female, has decreased at senior management level compared to the previous year. There has been an improvement in the representation of African employees, i.e. male and female, across all the occupational levels and more importantly, at the top management level, representation of African employees has increased from zero in 2010/2011 to 15.4% for males and 7.7% for females in 2011/2012. The percentage of White employees, i.e male, and female has decreased at top management levels and increased at senior management levels in the year 2011/2012.

Table 6: Workforce profile for the Department of Education - 2012/2013

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	8.3%	25%	8.3%	16.7%	8.3%	16.7%	8.3%	8.3%	0	0	0.03%
Senior management	8.1%	32.4%	2.7%	18.9%	13.5%	18.9%	0	5.4%	0	0	0.09%
Professionally qualified and experienced specialists and mid-management	9.4%	46.2%	0.7%	21.2%	5.1%	11.4%	0.4%	0.5%	0	0.1%	3.46%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.1%	26.8%	0.3%	7.2%	9.5%	35.2%	0.3%	16.5%	0.02%	0.04%	35.57%
Semi-skilled and discretionary decision making	6.2%	13%	0.1%	3.2%	20.6%	40%	0.3%	15.2%	0.4%	0.2%	48.05%
Unskilled and defined decision making	11.7%	38.6%	0.05%	2%	7.5%	36.4%	0.01%	2.9%	0.5%	0.2%	12.81%
										Total	100%

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Table 6 shows that top and senior management levels in the year 2012/2013 was dominated by Coloured employees, i.e. male and female; males accounted for 25% and 32.4%, consecutively while females accounted for 16.7% and 18.9%, consecutively. Indian employees, i.e male and female representation, has increased and remained high at top and senior management levels (female representation at senior management has remained the same), and showing a decrease in other occupational levels. There has been growth in the representation of Africa females in the top and senior management levels, with a slight increase in their representation compared to 2011/2012. African male representation has also slightly increased at senior management level and decreased massively by 7.1% at the top management level in 2012/2013. The percentage of White female employees has slightly increased at the top and senior management levels and White male at top management. The percentage representation of White males at senior management level decreased to 18.9% in 2012/2013 from 25% in 2011/2012.
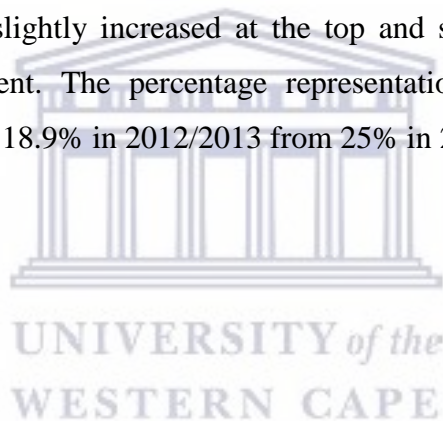
Table 7: Workforce profile for the Department of Education - 2013/2014

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	7.1%	35.7%	7.1%	21.4%	7.1%	7.1%	7.1%	7.1%	0	0	0.03%
Senior management	7.9%	28.9%	2.6%	18.4%	13.2%	18.4%	0	10.5%	0	0	0.09%
Professionally qualified and experienced specialists and mid-management	9.1%	44.5%	0.7%	20.9%	5.6%	11.9%	0.5%	6.8%	0	0.06%	3.64%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.2%	26.3%	0.2%	6.9%	10%	35.9%	0.3%	16.1	0.02%	0.06%	35.22%
Semi-skilled and discretionary decision making	6.3%	13.5%	0.08%	3.3%	20.5%	39.8%	0.3%	15.7%	0.4%	0.2%	47.96%
Unskilled and defined decision making	11.6%	38.3%	0.1%	2.1%	7.6%	36.5%	0.01%	3.1%	0.5%	0.3%	13.06%
										Total	100%

Table 7 shows that Coloured males still dominated top and senior management levels in the year 2013/2014 accounting for 35.7% and 28.9 %, followed by White males. There is similar percentage representation for all four races at the top management level for female employees. Coloured females had high representation at a senior management level. The representation of Coloured females at the top management level decreased massively by 9.6% in 2013/2014; however, their representation stayed high across all the other occupational levels. Indian employees, i.e. male and female representation, decreased at the top and senior management levels (female representation at senior management remained the same). The representation of African employees, i.e. male and female, decreased both at the top and senior management levels compared to the previous year. The percentage of White females increased (almost twice) at senior management level by 5.1%. White male representation has decreased as moving down to the other occupational levels.

Table 8: Workforce profile for the Department of Education - 2014/2015

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	0	42.9%	7.1%	21.4%	7.1%	7.1%	7.1%	7.1%	0	0	0.04%
Senior management	5.9%	29.4%	2.95%	2.0.6%	8.8%	20.6%	0	11.8%	0	0	0.08%
Professionally qualified and experienced specialists and mid-management	9%	45.1%	0.6%	20.2%	5.2%	12.3%	0.4%	7.1%	0	0	3.5%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.4%	26%	0.3%	6.3%	10.8%	36.4%	0.4%	15.5%	0.02%	0.05%	34.18%
Semi-skilled and discretionary decision making	6.2%	13%	0.05%	3.3%	20.1%	40%	0.3%	16.5%	0.3%	0.2%	48.96%
Unskilled and defined decision making	11.8%	38.3%	0.05%	2.1%	8.3%	35.9%	0.01%	3.1%	0.3%	0.2%	13.24%
										Total	100%

Table 8 shows that top and senior management levels in the year 2014/2015 was dominated by Coloured males at 42.9 % and 29.4%, consecutively, Coloured females are well represented at senior management level, thus accounting for 20.6% of the total percentage. Indian employees', i.e. male and female representation, decreased in 2014/2015 as well at the top and senior management levels (female representation at senior management has remained the same), continue to decrease as going down to the other occupational levels. The representation of female employees at the top management level is the same for all four races. The representation of African employees, i.e. male and female, has decreased for both top and senior management levels, with a massive decrease of 7.1% of males at top management levels and females by 4.4% at senior management level. The percentage of White males has moved down to the other occupational levels in the year 2014/2015.

4.1.1.1 Observations on equity in the Department of Education

The analysis of the statistics from the Western Cape Education Department shows that Coloured males dominated the top and senior management levels in the past five years. This also holds true for Coloured females; their representation remained high through five years for both top and senior management levels under the female category. For the other female race groups, the percentage representation has remained the same at the top management level through the five years. White male representation has remained high following Coloured males in the top and senior management levels; their representation has shown continued increased at senior management level. African employees' representation remained low through the five years, the male representation having reached its high in 2011/2012 for top management levels. Therefore, 15.4% of African female representation at senior management level remained the second highest after Coloured employees through the five years. This is with the exception of 2014/2015 where their percentage decreased by 4.4%; White female representation increased by 1.3%, while Indian employees', i.e male and female representation, was highest at the top and senior management levels, with a slight fluctuation. At the senior management level, female representation decreased from 2.1% in 2010/2011 to zero in 2011/2012 and has remained the same. In general, the data shows that there is a high representation of White and Coloured staff at

the top and senior management levels, in relation to Africans. However, there is a high concentration of African employees at the lower levels of occupations, which indicates the legacy of apartheid.

The Western Cape Education Department is not advancing in creating a representative workforce in relation to the national demography. Representation of African employees at the top and senior levels in the department, in relation to the national demography, is very low. The above tables show that the percentage of African employees increased at the lower levels of occupation. Although lack of qualified African candidates has slow progress, it is also clear that political factors hamper growth as top and senior management levels are appointed by the political party of the province. There is a high turnover of African employees at the top and senior management levels, and in 2011/2012, African males at the top management level increased to 15.4%, which the highest percentage representation recorded in five years. A year before, 2010/2011, the department did not have African employees, i.e. male and female, at the top management level. In 2012/2013, the representation of African male employees had decreased to 8.3% and zero in 2014/2015. African female representation remained the same, with a slight decrease from 2011/2012 to 2014/2015. At the senior management level, African representation fluctuated through the years. However, in the context of regional/provincial demographics, the department is making some progress, i.e. high concentration of Coloured at the top and senior management levels. There is also a high representation of White and Indian staff in the top and senior levels compared to Africans. Coloured economically active population counties to 48.2%, Western Cape has the highest percentage of Coloureds in the country.

4.1.2   Western Cape Health Department Workforce Profile

Below is a workforce profile for the Western Cape Health Department for the periods 2012 to 2016. It reflects the occupational categories according to race and gender across the six categories identified by the department. As mentioned earlier, people with disabilities are included under race and gender according to the department's reporting template. Note: A=Africans, C=Coloureds, I=Indians and W=Whites.

Table 9: Workforce profile for the Department of Health - 2012

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	6.7%	33%	6.7%	20%	6.7%	6.7%	0	20%	0	0	0.1%
Senior management	7.1%	26.2%	0	21.2%	7.1%	16.7%	0	19.0%	2.4%	0	0.14%
Professionally qualified and experienced specialists and mid-management	3%	8.3%	1.9%	13%	8.2%	36.6%	2.9%	23.9%	1.1%	0.9%	26.2%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.1%	16.1%	0.1%	3.1%	12.1%	52.2%	0.6%	11.5%	0.04%	0.04%	29.7%
Semi-skilled and discretionary decision making	8.6%	18.1%	0.1%	1.5%	23.2%	45.4%	0.25%	3%	0.03%	0.02%	36%
Unskilled and defined decision making	17.45%	26.4%	0.12%	1.2%	24.4%	29.3%	0.08%	1.1%	0.08%	0	7.9%
										Total	100%

Table 9 shows that in the year 2012, top and senior management levels were dominated by Coloured male employees and accounts for 33.3% and 26.2%, followed by White employees i.e. male and female. The percentage of African employees, male and female, Indian males and Coloured females at top management is the same and accounts for 6.7%, respectively. There are foreign national representations at senior management levels, which is 2.4%. The table also shows that the representation of Coloured employees i.e. male and female, remains high in all the occupational levels throughout the year; meanwhile, the percentage representation of White employees, i.e. male and female, has declined down to the other occupational levels.

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Table 10: Workforce profile for the Department of Health – 2013

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	0	35.1%	7.1%	21.4%	7.1%	7.1%	0	21.4%	0	0	0.04%
Senior management	4.3%	17%	2.1%	21.3%	4.3%	21.3%	0	27.7%	2.1%	0	0.15%
Professionally qualified and experienced specialists and mid-management	3.1%	8.7%	2.2%	12.5%	8.4%	36.5%	2.9%	23.6%	1.1%	1%	25.97%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.3%	16%	0.12%	2.9%	12.3%	52.4%	0.6%	11.3%	0.03%	0.1%	29.12%
Semi-skilled and discretionary decision making	9.2%	18.4%	0.2%	1.5%	24.3%	43.3%	0.2%	2.8%	0.1%	0.01%	36.77%
Unskilled and defined decision making	16.9%	26.4%	0.1%	1.2%	25.4%	28.8%	0.2%	1.1%	0	0	7.94%
										Total	100%

Table 10 shows that, in the year 2013, top management levels are still dominated by Coloured males at 35.1%, with a slight increase, followed by White employees i.e. male and female, each accounting for 21.4%. At the senior management level, White females have high representation at 27.7% followed by White males and Coloured female employee, each accounting for 21.3%. The representation of African employees, i.e. male and female, has declined at senior management levels from the previous year and at top management level, African male employees' representation has declined to zero from 6.7% in 2012. The representation of Indian male employees has increased at the top management level and decreased at senior management level while female representation has remained the same as the previous year.

Table 11: Workforce profile for the Department of Health- 2014

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	7.1%	21.4%	7.1%	21.4%	7.1%	7.1%	7.1%	21.4%	0	0	0.04%
Senior management	2%	18.4%	2%	22.4%	2%	22.4%	0	28.6%	2%	0	0.2%
Professionally qualified and experienced specialists and mid-management	3.2%	8.8%	2.1%	12.5%	8.3%	36.4%	3.1%	23.4%	1.1%	1%	25.89%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.5%	15.6%	0.2%	2.9%	13.5%	51.9%	0.5%	10.9%	0.1%	0.1%	28.80%
Semi-skilled and discretionary decision making	9.4%	18.2%	0.2%	1.4%	25.9%	42.1%	0.2%	2.6%	0.1%	0.02%	37.21%
Unskilled and defined decision making	17.8%	25.3%	0.2%	1.2%	27.3%	27.2%	0.04%	1.1%	0	0	7.8%
										Total	100%

Table 11 shows that the representation of Coloured males in 2014 at the top management level declined massively by 13.7% from the previous year; however, their representation remains high at this level. The representation of White employees, i.e. male and female and Coloured males remains high at the top management level. There are more African male employees at the top management level, having increased by 7.1% in 2014 compared to 2013; female representation remained the same as 2013. White female employees dominated senior management levels in 2014 as well, and the representation of Coloured female and White males increased at this level, thus remaining highly represented. Indian female representation increased massively by 7.1% at the top management level for the 2014 year while male representation remained the same.

Table 12: Workforce profile for the Department of Health -2015

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	6.6%	20%	6.6%	26.7%	6.6%	6.6%	6.6%	20%	0	0	0.05%
Senior management	2.1%	14.6%	4.2%	20.8%	2.1%	25%	0	31.3%	0	0	0.15%
Professionally qualified and experienced specialists and mid-management	3.3%	9%	2.1%	12.5%	8.2%	35.7%	3.1%	23.5%	1.2%	1.2%	25.74%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	4.7%	15.5%	0.2%	2.8%	15.1%	50.1%	0.6%	10.7%	0.1%	0.1%	28.34%
Semi-skilled and discretionary decision making	9.7%	17.9%	0.2%	1.4%	28.2%	40%	0.2%	2.4%	0.05%	0.01%	37.48%
Unskilled and defined decision making	18%	23.7%	0.2%	1.2%	29.8%	26.1%	0.04%	1%	0	0	8.24%
										Total	100%

Table 12 shows that the representation of White male employees increased to 26.7%, making them dominant at top management level in 2015, followed by Coloured male and White female employees, each being 20%. There is a slight decrease in the representation of both African and Indian employees i.e. male and female at the top management level. White female representation continues to increase at senior management level; this is also the same for Coloured females at this level. The representation of foreign national decreased completely from 2% in 2014 to zero in 2015.

Table 13: Workforce profile for the Department of Health - 2016

Occupation Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	6.7%	26.7%	6.7%	20%	6.7%	6.7%	6.7%	20%	0	0	0.05%
Senior management	3.9%	15.7%	3.9%	17.6%	3.9%	25.5%	0	29.4%	0	0	0.16%
Professionally qualified and experienced specialists and mid-management	3.2%	9.3%	2.1%	12.3%	8.8%	35.5%	3.2%	23.4%	1.2%	1.15	25.54%
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	5%	15.5%	0.1%	2.6%	16%	49.4%	0.6%	10.6%	0.13%	0.10%	27.62%
Semi-skilled and discretionary decision making	9.8%	17.2%	0.2%	1.3%	30.6%	38.4%	0.2%	2.3%	0.04%	0.01%	38.01%
Unskilled and defined decision making	18.2%	23.2%	0.1%	1.3%	30.8%	25.4%	0.03%	1%	4.1%	3.7%	8.6%
										Total	100%

Table 13 shows that the percentage of the Coloured male has increased by 6.7% at top management level accounting for 26.7%, which is the highest representation in the year 2016. On the other hand, the percentage of White males decreased to 20% from 26.7% in 2015. At the senior management level, White females continue to dominate in 2016 followed by Coloured females, and there is a decline in the representation of White males at this level. There is a slight increase in the representation of African employees i.e. male and female at the top and senior management levels.

4.1.2.1   Observations on equity in the Department of Health

From the employment statistics collected from the Western Cape Health Department over the past five years (2012-2016), it is concluded that White and Coloured employees, i.e. male and female, dominate both top and senior management levels. The representation of Coloured males at the top management level fluctuated over the years; however, their representation remains high at this level. In 2014, at the top management level, Coloured male representation declined massively by 13.7% from the previous year; however, this has not affected their high representation. White male representation at the top and senior management level have stayed high compared to other race. White and Coloured females also have high representation at the top and senior management levels, and their representation continues to increase. This shows that the representation of women at the top levels of the occupation is progressing although African female representation is low.

African employees' i.e. male and female representation has remained low at the top and senior management levels with some fluctuation and high concentration at the low levels of the occupations. In 2014, the representation of African male employees at the top management was 7.1%, the highest recorded in the five years. This marks progress from the previous year where the percentage representation was zero from a decline of 6.7% in 2012. There is lack of qualified candidates from designated groups i.e. African, for the top and senior management; however, the high turnover rate can be related to political influence as top and senior management levels are

appointed by the political party of the province. There was a high representation of foreign nationals, in the department, and this is justified to scare skills. However, their representation has decreased completely from 2% in 2014 to zero in 2015. This can also be as a result of the department trying to recruit and develop internal talent. Indian staff representation remains high in the department with slight fluctuations. The Health Department is not advancing in creating a representative workforce, and its progress in advancing African employees to meet the national demography target is very slow. African employees' representation at the top and senior levels in the department is very low, with high concertation at the lower occupations which indicate the legacy of apartheid. Looking at the regional/provincial demographics, the department has made some progress; there is a high representation of Coloureds at the top and senior management levels although there is also a high representation of Whites and Indians compared to Africans at the levels.

4.1.3   Narrative Responses of Participants

The section below provides the narrative responses of participants to key questions probing their experiences and insights on the implementation of employment in the Departments of Health and Education. In many of the questions, the responses gathered are the same, and both departments are guided by the same major policies and legislation, hence data collected from the two departments are presented together. The section is organized into two parts in terms of its focus. The first part focuses on the responses of officials to how the departments of health and education consider employment equity in the recruitment and selection processes. The second part probes their leadership style, experiences, and insights in general and with specific reference to the implementation of employment equity in the Departments under study.

As mentioned previously, two separate interview schedules were drafted. One was for the purpose of probing general compliance with respect to recruitment and selection and probed specific compliance with the employment equity legislation and policy prescripts. The second schedule contained questions that probed leaders' insights and experiences in terms of their leadership style and role in the organizational change process. They were also probed on their

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views on employment equity (as the change initiative) and the challenges and successes that their departments were confronted with in the implementation process.

The criteria for the recruitment and selection process

Recruitment and selection is a very significant process of any organization since it is a step to acquire the most valuable asset of the organization, namely people/employees. In the public sector, administrators are entrusted with carrying out government policy and legislation; as such, it is important to understand what the process entails. From the interviews conducted, it is affirmed that the departments have recruitment and selection policy utilized in the province, which is standard across public-sector. The policy is used for all R&S processes across all levels of occupations within the departments. The departments use educational qualifications, knowledge, skills and work experience as standard criteria for all the posts and when the post level is higher, more criteria are explored.

Based on the recruitment and selection policy, "selection of applicants shall be based on the training, skills, competence, knowledge, formal qualifications, prior learning, relevant experience and ability within a reasonable time to do the job, coupled with the need to redress historical imbalances (pertaining to race, gender and disability) (RSA, 2006:10). As the salary level increases (middle to top managers), the criteria become more complicated, so candidates are required, in addition, to take psychometric and competency assessments. It is important to mention that the R&S process is uniform across all levels of employment; however, the nature of the contract influences whether the post is advertised internally or externally. "Recruitment and selection is uniform and depends on whether it is a permanent or a contract post. If it is a contract post, it will be advertised internally, but a permanent post must be advertised externally, in the media" (Official from Health Department, 8/30/2016).

The recruitment and selection panel and their qualification

The R&S of each department in the public sector is handled by some human resource officials of the department approved by the relevant senior manager. The interview panel consists of a minimum of 3 people and maximum of 6 people. The number of panel members is kept at a

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minimum to create an environment that is relaxing and less intimidating for the candidates who will be interviewed. "It is normally 3 to 4 minimum, but we do not want the panel to be too big as it can be intimidating to those who come for interviews when there are many people" (Official from Education Department, 07/07/2016). These interview panel members are selected based on their qualifications, relevant work experiences, their knowledge of the job, job portfolio, as well as their race, gender, and disability to ensure representation. If the department does not have a person with knowledge around the post, the department will invite experts from other departments or from the Universities, in the case of educator posts. "We chose the interview panel based on the post. In terms of R&S policy, panel members must know the post level, and if the department does not have a person who knows the area, the department brings people from other departments, or if there are many educators' posts, we would get somebody from the university, a lecturer or dean to assist with the interview and selection" (Official from Education Department, 07/07/2016). In addition, the chairperson must be a serving official and hold a post one or two, ranked higher than the post to be filled. According to the R&S policy, the chairperson should not be lower than a salary level 8. The Human resource practitioner assumes the status of observer to ensure that the process is fair, that nobody is unfairly discriminated against, and recruitment is uniform to all candidates.

Further, the department is obliged to apply principles of fairness, equity, confidentiality, professionalism, and human dignity. As such, all candidates are asked the same questions, and no one can talk about the process until such time that approval has been granted for the appointment and the candidate has been informed. To ensure human dignity, candidates are asked if the questions are fair and whether the time was enough to answer the questions. To achieve equity, the department uses the EEA scores as an added advantage to historically disadvantaged groups. To uphold confidentiality, each panel member has to sign a declaration of confidentiality. They are required to indicate before the process starts if a relative, friend or acquaintance has applied for the post to avoid a conflict of interest "Canvassing, favoritism, nepotism or similar practices are not allowed. Any person with a personal vested interest in the process must declare such interest beforehand and offer to recuse him- or herself from the process. This section must be read in conjunction with the Nepotism Policy" (RSA, 2006: 12).

Job advertisement and the information included in the advert

The departments are responsible for putting their job advertisements to attract skilled and qualified candidates. Before the job advertisement is sent to the media, the line manager and People Management Practitioners design the advert based on the job description and job evaluation. The job descriptions address the core objectives and inherent requirements of posts (post and person specifics) and serve as the main source to populate advertisements (RSA, 2006:11). The advert includes the level of the job, the type of job, the location of the job, the salary package, the minimum education requirement, key result area, minimum years of experience, driver's license, the closing date, as well as security checks.

Employment equity plans *vis-a-vis* recruitment and selection

Government departments are prescribed to formulate their own employment equity plan that includes departmental numerical employment equity targets to achieve representation of designated groups in the workplace. The EEA indicates that departments should use both the national and provincial demographics. Numerical targets are important as they indicate which historically disadvantaged group needs more representation. The apartheid discriminative policy against different races, women, and disability has impacted the different occupation levels in the country. There is a high representation of White people at the top and senior management levels, and it is the responsibility of different departments to take positive steps to eliminate unfair discrimination in the workplace. The plan is developed through consultation with different stakeholders, the department of the premier and other departments. The process is guided by the Department of Labour and the mandate comes from the Employment Equity Act of 1998. This department then consults at the Employment Equity Forum on the plan before it is signed off by the Head of the Department. The plan has a five-year period before being reviewed and monitored for progress every quarter and presented at the department's EE forum for the different stakeholders and trade unions to track the progress that the department is making.

How EEA and AA are used in the recruitment and selection processes

Participants are asked how the use the EEA and AA in their recruitment and selection, and the majority of the respondents have discussed the EE score, there is no affirmative action measure implemented in these departments. Recruitment and selection processes are informed by the EEA in two ways, namely, the development of an employment equity plan and the introduction of EE scores for people from designated groups. The employment equity plan guides the departments in terms of their R&S processes. The plan set a numerical target that needs to be achieved to diversify the workforce. The EE target is also used to allocate EE scores; the department compiles EE report every quarter and allocates EEA scores to the group that is most unrepresented in terms of race, gender, disability etc. EE scores are allocated only to those from designated categories, classified as African, Coloured, female and disabled. "We analyze the employment equity figure every quarterly and when we do an interview, we recommended a candidate that we can match up with the EE score" (Official from the Health Department, 09/09/2016). These scores are added to the scores obtained from their curriculum vitae based on competencies, knowledge, and qualifications. As articulated by an official from the Education Department, "a candidate gets 2 types of scoring, the first scoring for a CV against the criteria of the post they are applying for and the second scoring would be for EEA. The candidate gets scores for CV and EEA added to the total recruitment score to qualify her/him for the short list" (Official from the Education Department, 20/07/2016). The EE scores are only used to advantage people from designated categories when shortlisting applicants to be interviewed. Once the shortlist is compiled, all candidates are treated equally in the interview and assessment processes that follow.

Leadership style in Education and Health Department

The context of change, as informed by developments such as the new public management and related reform approaches, emphasizes a different style of leadership to that advocated under the classical approaches. Leadership, under the contemporary theories of organizations, encompasses leaders that engage their followers in decision-making processes. It also considers the needs and

interests of ordinary citizens in the everyday exercise of his/her role, function and responsibilities, and considers alternative ways of achieving organizational goals and objectives in the interest of outputs, outcome, and impact (Jaskyte, 2004). Therefore, respondents were probed on their leadership style to gauge whether leaders exuded styles that augmented more contemporary understandings of organizations, its structures, processes, and systems.

Current leadership style in the Western Cape Education and Health Departments

Most leaders of the two departments have described their leadership style as transformational and at times, transactional, and their leadership style has been shaped by the unit, task, and situation they find themselves. The organizational was identified as the main factor shaping the leadership style in these departments. Participants described the culture as rigid, controlled, and in essence, informed by the classical Weberian approach of bureaucracy. The organizational culture has limited leaders from becoming fully transformational leaders. "We apply different management styles depending on the unit within the department. In some instances, we have units where one applies the transaction management style where services need to be delivered without going into consultation or negotiation because of the time frame to deliver the service. In other instances such as policy matters, we have to apply a transformational management style where we are open to input from people who are implementing the policies and those developing policies before you make a decision whether the policy is approved or not" (Official from Education Department, 15/08/2016).

Furthermore, a leader from the Health Department described the organizational culture as "…one that is characterized by high levels of control and compliance that leads to people feeling constrained and not feeling completely enabled and listed to where people do not necessarily feel their voices are heard" (25/08/2016). "The current organizational structure is very controlled, as a state department, we are bound by lots of bureaucracy. That, unfortunately, restricts us from thinking out of the box. I would say that rigidity limits us but we are initiating change and the change we are initiating is about making the staff feel more important, making the staff feel more

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empowered and valued. That is part of the organizational culture change we are working on" (Official from Health Department, 24/08/2016).

The organization structure needs to move towards flatter, flexible and technological innovation to allow leaders to become a transformational leader. The contemporary organization requires leadership style that inspires a shared vision and envisages, empower and energies followers (Graetz, 2000). Finding suggests that leaders of the departments desire to be transformational, but feel stifled by the organizational culture. It's described as essentially rigid and governed by strict adherence to rules and regulations, quite contrary to the idea of "let the manager, manager" which is one of the key elements of the NPM (Hughes, 2003). "I think we so ingrained in the older working organizational culture that is highly resistant to change, and transformation doesn't happen overnight it is something that will happen over time. We are chipping it slowly, it is my goal to be a transformational leader" (Official from Health Department, 24/08/2016). In a control and rigid environment, employees are not motivated to become change agents, think more innovatively and are creative, they follow the set rules and regulation which makes it challenging to obtaining buy-in for change initiatives. On the other hand, some participants were of the view that things had changed, and that the public sector was more open and enabled greater interaction between leaders and followers than in the past. "I think it is an open organization, people are encouraged to share their views, especially if they have a solution to problems, encourage people to identify problems, and we look for people who want to solve the problem in a collaborative way" (Official from the Education Department, 08/08/2016).

Leaders leading by example and motivating followers

A transformational leader is known for their ability to inspire followers to develop their abilities to contribute towards organizational goal. They inspire followers through their ability to create an appealing vision of the future; they communicate the vision with their followers and guide followers to achieve the vision (Davide & Esau, 2016). Leading by example is an important character of transformational leaders. The leaders in both Education and Health departments believe that they lead by example, and most believe that followers are more receptive to the actions and examples they set for them. Transformational leaders lead by example, inspire

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followers to become like them and follow in their footsteps, they prove to be appropriate models for their followers, doing rather than talking, by being examples that inspire others to follow them (Bass,1990). Many of the leaders observed that they had some influence over the attitudes and actions of their followers. But when probed further about the nature of this influence, it basically referred to things such come on time to work, meet, train, hold departmental functions, dressing appropriately, etc. "I really try to lead by example, by working hard, by being at work on time, by signing on the report, by dressing appropriately, by responding as quickly as I can" (Official from the Education Department, 08/08/2016). It did not highlight strategic influence on their followers towards the achievement of organizational goals and objectives. It left the researcher wondering about whether this kind of leadership was inspirational in terms of influence or based more on respect and consequently falling within the transactional paradigm.

In addition, leaders indicate that they motivate their followers since they recognize excellence, motivate staff to be self-confident and find solutions to problems, and encourage them to try new ideas. They add, "there is not a lot of monetary offering, but we motivate out staff by praising them, encouraging them to do better, encouraging them to take further studies and taking a day off. Most of this is verbal or written congratulations as a recognition for their effort" (Official from Education Department, 08/08/2016).

Employees' Involvement in the Change Process

Employees are the most important resource of any organization and it is important for them to be the drivers of their organizational change. From the responses, employees are encouraged to participate in the change processes and a decision making. The leaders feel that change cannot be effected without the employees, and their support is crucial for success. It is pointed out that not all employees support change; there are some who feel that they must participate only because of compliance. "We have strategic planning meetings because we are a huge organization of around 900 people at the head office, and our district office has many employees. We ask them to give ideas towards our strategic planning and even when we are done with our strategic planning, we ask them to turn it into concrete plans. We ask them to lean in, not lean back and watch, lean in and participate" (Official from Education Department, 08/08/2016).

In addition, "we are in a changing environment and people do not like to change because they do not want to leave their comfort zone, and that is quite tricky. You need to show them a little map, you need to say to them… this what we are doing, this why we are doing it, and this is how we are going to do it, and this is how we going to benefit from it. People will only want to move from A to B if they there is something to benefit them. We need to show them the big picture" (Official from the Health Department, 23/08/2016).

Work-related Conflict and Corrective Measures

When the leaders are asked how they manage work-related conflict, the majority answered by saying…through roundtable discussion with all the individuals involved. The leaders create spaces to engage with individuals in trying to find solutions to the conflict in the work environment and objectively find a common ground to solve the conflict so that one does not feel blamed. In addition, leaders have explained that when their attention is required by their followers, they carefully plan for the meeting, give written information, call or email followers to check up; when there is a need for a meeting, they make sure that the meeting is short and sharp and does not take too long and give them a lot of encouragement. Participants emphasized the importance of being objective in conflict thus, "it is important as a leader of the organization to be impartial and listen to both sides when resolving a conflict among employees; it is important for employees to feel that they are heard" (Official from Education Department, 15/08/2016). "The key principle is to identify the conflict as soon as possible and not leave it hanging. So take the person aside and identify what is leading to this conflict, understand the conflict better from all sides, once one understands what leads to the conflict, one can start to address it. Often, you meet the people and discuss openly (Official from the Health Department, 14/09/2016).

This suggests that leaders employ participatory approaches to deal with conflict in the departments under study. The roundtable discussions facilitate aspects of idealized influence, and individualized support and consideration. Participatory styles such as inspiring innovative and creative thinking, encouraging follower to re-examine old ways of doing things, create a vision of the future that the followers are able to accept and strive towards can be difficult in huge organizations such as the public service. The organizational culture in the public service tends to

promote rigidity rather than flexibility; they tend to have complex rules and red tape and hierarchical structure according to Hughes (2003) can lead to suffocation of creativity and innovation. Employees are not encouraged to utilize their creative thinking to solve the organizational problem.

On the other hand, elements of transactional leadership emerge, when it comes to things such as deviation from tasks. Leaders take corrective action if deviated from the task; depending on the gravity of the mistakes. They further elaborated that corrective action is obligatory since they work within a regulated organizational environment where compliance with legislation and policies is vital for organizational effectiveness and efficiency. The organization, as an entity, needs to reach its mandatory goals and objectives. Therefore, departments expect from its employee's good output to reach its goals. The majority of the leaders believe that there is much work to be done, and employees who are not contributing towards achieving set goals and objectives should be dismissed. The different responses of the leaders indicate that the organization culture (explicit rules and regulations) dictates the action of the leaders and the leaders drive change through compliance, as opposed to getting buy-in for change. The relationship between employees and the leader is motivated by exchange of rewards and penalties. Leaders ensure that adequate performance from followers by providing direction and monitoring the follower's performance.

Public service organization function and structure is highly regulated by the legislation and policies, the labor regulatory framework in these departments provide punitive in dealing with officials who deviate from their tasks. Deviation could contradict the approach of NPM; specifically where it relates to administrative discretion (let the manager manage) within the parameters of the law. NPM argues that managers should be allowed to manage by giving them the freedom to choose on inputs and staff instead of holding them subject to the rule and regulations of the organization (Hughes, 2003).

The most significant change in the departments and challenges in achieving employment equity at the top/senior management levels

One of the main objectives of the democratic government is to change the profile of top and senior management structures of the country, specifically the public sector. Looking at the demographics of individuals across the occupational categories within the departments, significant change has been affected over the last 10-20 years, with a diverse workforce and more female employees in the Departments of Health and Education. There are more female employees at the top and senior positions compared to the past. The departments' workforce report shows that Coloured males are dominating at the top and senior management levels, an indication that Coloured males are taking over post levels that were reserved for White males under apartheid. Female employees are now more visible in top/ senior management level positions, which are posts that used to be reserved and dominated by White males. "I think the key thing is the gender profile, we have about 60% women in the department, and we never had that in leadership positions. We are now 53% women in leadership. I am the first woman HOD this department ever had and our minister is the first female minister of the Western Cape, so there is a lot of change in that regards" (Official from the Department of Health, 14/09/2016).

However, in achieving employment equity in terms of race at top and senior management positions is still challenging, "as far as African black is concerned the department still has some ways to go, we had people often leaving after a while and I think that is reflected in the organization culture that did not make them feel welcome. We are working very hard to change that (official from the Department of Health, 14/09/2016). It appears that the style of leadership in these departments fails to influence the behaviors of their followers; the leaders are not able to see and treat individual employees as an important asset to the department. They do not show concern for their followers feeling, they are not making an effort to get to know them well and listens to both their concerns and ideas. The leadership in these departments is not effecting organizational change in a transformational leader's aspect. (Kirkbride, 2006).

In addition, "we have a challenge of applicants whereby we do not have many black applicants when we advertise posts, especially for the top and senior management levels. For instance, most

of the applicants do not even meet our minimum requirements but we have decided as an organization to look at how to develop our internal staff to take over our top positions. We have asked policy developers to develop policy on succession planning. Our top structure is an old age profile at the age of 60 and we will be losing those people" (Official from the Department of Education, 15/08/2016). It has been challenging for these departments to attract highly skilled candidates, particularly from the designated group, as the majority of the applicants do not meet minimum requirements. In addition, the top levels are filled by the older generation whose ways of doing things come from their experience and are difficult to change. As a solution to some of the challenges, the departments are considering developing their internal staff to solve the problem of the skilled and qualified applicant pool. Although training internal staff has its advantages, it also limits fresh eyes that can suggest new ways of doing things, solving problems, even seeing the problems within the department.

Programs and measures that departments explore to advance employment equity at the top/senior management level

Leaders had different responses to what the department is doing address the challenge of achieving employment equity of designated persons at the top and senior management levels. Some leaders feel that the department is not doing much: "I don't think we are doing much. As a department, honestly, we do not do much. Competence is very important and nothing is being done about that. When we appoint people to different positions, we must also start to build them up towards those positions that are hard to fill" (Officials from the Health Department, 24/08/2016). In addition, a leader from the Education Department stated that the department is looking at mentorship programs within the department. "We are focusing on mentorship; it is very much internal processes where we mentor staff to fill management posts, and staff are encouraged to apply for the programme" (08/08/2016). Another leader from the same department also stated that the department is busy planning a succession plan. "We are currently busy planning to develop our succession plan document (new strategies to address our challenge to recruit other races) and not only for top management but also principals at our schools" (Official from the Education Department, 15/08/2016). The mentoring programme is where potential is

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identified and officials are placed on developmental programmes, to prepare them to compete for vacancies in the future. It is significant in the context of appointments to top and senior management positions.

The role of leaders in the planning and implementation of EEA to achieve equity

Many leaders in both departments are involved in developing transformational agenda in which EE is one aspect of. Leaders are involved in a discussion with stakeholders, union when the EE plan of the department is developed. At the final stage the head of the department sign of the plan. The human resource officials are more involved with EE to achieve equity, the departments' use the EE target in the R&S processes, "when we do our R&S, we look at EE targets as guidance and follow the employment equity plan of the department accordingly. We put the candidate with the EE target as the first choice and when we do not have EE candidates, we motivate why we are employing non-EE candidates" (Official from the Health Department, 23/08/2016).
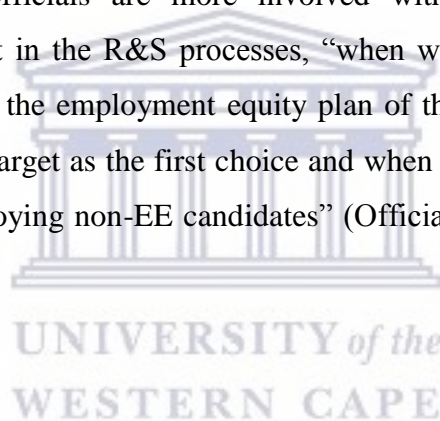
4.2   Chapter Summary

The role of leadership in driving change in a big organization can be difficult when the department is a public sector. Public sectors, unlike private sectors, do not depend on profit; this also means that the working system is different. Since the first democratic election, the public sector has undergone different change initiatives towards enhancing accountability, transparency, and responsiveness of government to the public historically disadvantaged treated as second citizens. Policies and legislation are developed and implemented to achieve equity and equality in the workplace. The data collected from both departments shows that progress in achieving employment equity at the top and senior management levels is very slow. The departments are faced with the challenge of finding the right persons with the right sets of skills from the

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designated group, mainly African. Although there is slow progress in achieving employment equity of different races, the departments have made progress in their target of closing the gender gap.

On the other hand, the finding suggests that the leadership of the organization is not effecting change in a more open, participative management style. Although some leaders see current organizational culture as more open than what it used to be and encourage employees to participate in the change and transformation processes of the departments, the style of leadership that is implemented reflects rules and procedures. The organizational culture that exists in these departments reflects a bureaucratic, hierarchy and controlled culture. Employees are not motivated to become change agents; they are to follow set rules and regulations that are set by the hierarchy.

Chapter 5: MAIN FINDINGS, RECOMMENDATION, AND CONCLUSION

5.   INTRODUCTION

The main purpose of the study was to explore the role of leadership in organizational change through the case of implementing employment equity in two government departments in the Western Cape Province. Evidence suggests that the implementation of employment equity remains a challenge in the case of organizations in general, and the public sector, in particular. Moreover, transforming the public sector to reflect demographics of the majority of the populace of the country at the top and senior management levels is daunting. Various government reports and scholarly works attribute the problem of slow progress to ineffective leadership.

Aims and objectives of the study

Therefore, in attempting some understanding of the problems associated with the implementation of employment equity, the focus of the study was narrowed down to exploring the insights, views, and experiences of leadership in the provincial departments of health and education.

The study was guided by the following secondary aims and objectives:-

To critically review and examine the scholarly literature on the role of organizational change and leadership with the intention of developing a theoretical and conceptual framework through which the problematic of the leader's role in the implementation of employment equity will be explored.

To explore and understand whether government departments in the Western Cape are complying with the intentions and stipulations of Employment Equity Act of 1998 through the case of the Departments of Health and Education.

To explore the insights and views, experiences and leadership styles of leaders in the Departments of Health and Education with respect to the implementation of employment equity.

To highlight the main findings of the study, propose recommendations and conclude the study.

Main Research Question

What is the role of leadership in public service change, and more specifically in the context of equity in the workplace within the public service?

Specific Research Questions

The following research questions guided the thesis:

What are the roles of top and senior manager in the Departments of Education and Health in the planning and successfully implementing the intentions and stipulations of the Employment Equity Act?

What are the challenges that the Departments of Health and Education face in achieving a diversified workforce as stipulated by EEA more specifically at the top/senior management levels?

What are some of the strategies and measures put in places to overcome the inadequate representation of designated group at the top and senior management level?

What are the most significant changes in employment equity achievements the Departments of Education and Health boast of and share with other similar government departments?

Research Propositions

In pursuing the aims and objectives of the thesis, the researcher formed certain assumptions that have guided the course of the thesis. These are stated as follows:-

Successful change and subsequent transformation depend on leaders who communicate the vision of the transformation and convince people of the need for the transformation, leaders who "walk the talk" by "living the vision."

To achieve effective and sustainable transformation, change needs to come from the top management levels and filter through to the lowest levels of the organization's hierarchy.

Successful implementation of laws such as EEA is dependent on the buy-in from leaders in the top and senior management levels.

Transformational leaders are important in driving change and contributing to the transformation of organizations.

Methodological issues and limitations of the study

The process of obtaining university clearance for the study was fairly straightforward. However, obtaining clearance and access to the Departments of Health and Education was a challenge which limited the study. The researcher focused on only two provincial departments in the Western Cape, since this facilitated ease of access due to the researcher residing in Cape Town. Secondly, it was initially difficult to set up interviews with government officials since they occupied senior positions in the departments, and their time was limited. Thirdly, the study was based primarily on the experiences and insights of officials occupying top, senior and middle-level positions. Naturally, research participants would want to respond in a socially acceptable way or in a way that makes them look good (Donaldson & Grant-Vallone, 2002: 247). However, in the context of this study, the researcher was primarily interested in how leaders perceived their roles in organizational change with specific reference to the implementation of the employment equity. Therefore, primarily probing leaders' views was appropriate in the context of the research objectives.

5.1   Conclusion

Findings from interviews show that the departments are compliant. Both departments have set rules and regulations that guided their daily activities as well as their employment processes. These set of policies also imply compliance to achieve broad public-sector goals and outcomes. According to the Department of Public Service and Administration, "the Guide for the Employment Equity Compliance in the Public Service is intended to serve as a tool to guide government departments in the implementation of EEA. Furthermore, this guide is intended to provide direction for departments in order to ensure that the Employment Equity targets set for the Public Service are met" (2010:3). The EE compliance is there to make sure that government departments eliminate discrimination in the workplace to promote equality and implementation of all prescriptions of EEA (DPSA, 2010).

Compliance emanates from a transactional leader; this is a leader who maintains the status quo of the organization. Transactional leaders like to supervise and maintain routine by managing performance. These leaders work within an organizational culture that follows existing rules,

procedures, and norms. Employees are not self-motivated nor expected to be creative or innovative as the leader sets clear objectives and goals for the followers; employees are motivated by the reward-penalty system. Transactional leaders ensure compliance by providing rewards and punishment; they "get things done by making and fulfilling promises of recognition, pay increases, and advancement for employees who perform well. By contrast, employees who do not do good work are penalized" (Bass, 1990:20). Employees then follow the prescribed steps in the EEP and other legislation to achieve set targets, they are not motivated to finding innovative ways to transform the workforce, they simply need to follow what is prescribed from the hierarchy so that they get rewards, their salary, and avoid punishment, loss of jobs. The contemporary organization requires a different style of leadership, style of leadership where people are allowed to exercise discretion within the perimeter of the law. Shift to managerialism, let the manager manage, administrative discretion, it is not about the politician making the policy and manager blindly implementing, it is a partnership and cooperative relationship between politicians and the administration.

These departments reflect the many cases in the public sector of the country as they are abiding by laws and legislation. The public sector organisation have been subject to many forms of reform, as discussed in chapter 2 From Weberian bureaucracy to NPM. These reforms have targeted many aspects of the organization, the hierarchy structures of decision making, decentralization, private sector style of management and other. However, public sector organizations have not moved away from Weberian bureaucracy, they are still characterized by rigidity rather than flexibility, and they tend to have complex rules and red tape. The current environment does not encourage workers to utilize their ability in problem-solving, adapt innovation to advance their work this also limits leader ability to inspire followers to develop their abilities to contribute towards organizational goal.

Transformation leaders drive change by building a relationship with their followers through idealized influence, motivational inspiration, intellectual stimulation, and consideration. These leaders encourage their followers to re-examine their assumption and traditional ways of doing things, provide role modeling and articulate a compelling vision of the future. Amongst other things, the ability to influence people to willingly engage towards the advancement of

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organizational visions and objectives is an important quality of transformational leadership. These are some of the qualities of transformational leaders that encourage employee's commitment to change and develop behavioral intentions to support change (Bass & Avolio, 1993; Michaelis et al, 2010; Jaskyte, 2004). In general, the leaders in the two departments are focused on things that need to be done, i.e. delivering service to the public but not necessarily focusing on how effective the service is. They are more focused on existing structures to maintain a routine to achieve organizational objectives. In the case of these departments, leaders' responsibility is to check if policies and legislation of employment equity are followed and set target are achieved.

On the other hand, affirming the departments' progress in achieving proportional representation was mixed. The proportional representation is influenced by provincial and national demographics and that complicates understanding who the priority is as per race in particular and impacts how the employer drives those priorities. The act is not clear on how the employer should identify people from the designated category as related to the provinces. In chapter 3 the EEA section 42 references to national and provincial demographics but do not provide a detailed and clear explanation of what it means in practice. The act is not very clear what demographic applies.

The research was limited to the leadership of Western Cape Health and Education department, the finding to the role of leadership in driving change to achieve proportional representation in other public service departments might give a different outcome. Future study should be conducted to explore the role of leaders in other public service departments.

5.2   Recommendations

1. To implement a structured mentoring programme with two benches, the one branch will focus mentoring and coaching and the other on internship programme. The internship programme identifies graduates to enable access to the department by offering a 1-year

opportunity. When there is a vacancy in the department they can be appointed, groom and develop them to try and work their way up within the department. The mentorship programme will identify employees with potential and put them on the accelerated programme and groom them within a short period of time and provide them with necessary support through mentorship and coaching.

2. The department can also look for headhunting to fill positions at the top and senior management levels with people from designated category

3. a) The Human resources consultant must organize a workshop that will allow interaction between leadership in the department and legal experts, to assist leadership to property and clearly interpret and understand the prescript of the law so that there is a clear understanding who the designated groups are and how that information fits in their employment equity plan.

   b) Have a workshop to empower and enable the leadership to adopt a balanced approach to implement EE, an approach that prioritizes EE but equality prioritize competence, skill, qualification, potential etc.

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7. APPENDICES

Appendix I: Western Cape Education and Health research approval letters

Appendix II: Interview Schedule

Demographic Questionnaire

Introduction- Please provide your answers to the following questions by ticking the appropriate box

1. What is your gender?

Male ☐   Female ☐

2. What ethnic group do you belong?

African ☐   Coloured ☐   Indian ☐   White ☐

3. How long have you worked in the department?

1-5 years ☐   6 -10 years ☐   11-15years ☐   16-20 years ☐

21-25 years ☐   more than 27 years ☐

4. What is your role in the department?

Top Manager ☐   Senior manager ☐   Middle and junior manager ☐

Human resource officers ☐   Others ☐ _____

5. How you came to be in your present post?

Applied for the post ☐   Recruited ☐   Promoted ☐   Other ☐

If others, please specify: _____

6. Do you believe the change in an Organization such as your department is important?

Yes ☐   No ☐   Not sure ☐

Interview questions for leaders of the department

1. How would you describe your leadership style?
    a) Transformational: *influence employee attitudes and assumptions to build employees' commitment to the organization's mission*

    b) Transactional: *develop exchanges or agreements with their followers for a job done*

    c) Charismatic: *gathers followers by dint of personality and charm, rather than any form of external power or authority*

2. How would you describe the current organizational culture?

    Organization culture reference to the ways the organization conducts its business, treats its employees, how power and information flow through its hierarchy

3. What is the relationship between the leaders and followers in your department?
4. Does team spirit exist among employee in carrying out their task in the organization?
5. As a leader, how do you approach/manage work-related conflict/issues?
6. As a leader, do you lead by example?
7. Do you motivate your followers? If yes, how do you motivate your followers?
8. How often do you support your followers?
9. Do you often encounter challenge/problem in leading your followers?
10. What are the measures you put into consideration when your attention is required by followers?
11. Do your followers request assistance/help from you?
12. Do you take corrective measures if deviated from task/duties responsibilities?
13. How do you deal with mistakes brought to your attention?
14. How do you get buy-in from those key individual in driving employment equity?
15. Does the organization make use of all existing communication channels to broadcast the vision of achieving employment equity (walk the talk)?
16. Inspiring colleagues with plans for the future is said to motivate employees to work towards that plan, what is your intake in that?
17. Are employees' encouraged to try a new approach to develop new ideas?
18. Do you involve employees in the change process and decision made?
19. Are employees encouraged to participate in the implementation of the change process?

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20. What is your role as the top/senior manager of the department in the planning and implementation of EEA to achieve equity?

21. What would you say is the most significant change in employment equity in the organization in the last 10-20 years?

22. What are some of the challenges the organization is facing in achieving employment equity, more specifically at the top/senior management levels?

23. What measures and programmes the department exploring to advance employment equity at the top/senior management level?

Interview questions for Human Resource Officials

1. What do you say have been the most significant change in the department related to a human resource in the last 5 to 20 years?

2. What are the criteria for the recruitment and selection process?

3. Is the recruitment and selection process uniform across all levels of employment position?

4. Do you use the same recruitment and selection criteria for employees?

5. Do you consider other priorities when making appointments? And at what level?

6. Are designated people evaluated on the same criteria in the recruitment and selection process?

7. How do you motivate people from disadvantaged group to apply for a post?

8. Do you identify and match people's competence with the organization needs?

9. How many members does your interview and selection panel consist of?

10. Based on what qualities do you use to choose the interview and selection panel members?

11. Is your interview and selection panel adequately representative of designated people?

12. How does the department manage to uphold the principles of fairness, equity, confidentiality, professionalism and human dignity in its R&S process?

13. How do you handle appointments at the top and senior management levels?

14. Who is involved in designing job advertisement?

15. What information is included in the job advert?

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16. Do you believe employment equity act is important in your recruitment process for vacancies?

17. How do you use EEA and AA in your selection and recruitment process?

18. Does the department formulate its own Employment Equity plan?

19. How often does the department monitor and review the progress of the Employment Equity Act?

20. In regards to achieving representative workforce, what do you say is the success rate of the department?

21. How does the department ensure that the department compliant with all provisions and requirements of the Employment Equity Act?

22. The main objective of affirmative action is to enable designated persons to move into positions which they were prevented from entering through past practices, how this enabling person from designated group climbs the ladder of the top and senior manager?

23. What are some of the programmes the department explores to advance the shortages of skills and capacity of the designated people?

24. Have you appointed candidates on the basis of their potential? Can you explain the reasons for making such an appointment? What kinds of measures are put in place to ensure that this potential is achieved?

25. Does the organization provide skill development and training to advance the skill and capacity of the employee? How do the department advance the skill and capacity shortage of designated people?

26. Is there a difference between the merit criteria and that of achieving employment equity in the workplace?