CENTRALISATION *VERSUS* DECENTRALISATION OF THE ORGANISATION DEVELOPMENT FUNCTION WITHIN THE WESTERN CAPE PROVINCIAL ADMINISTRATION

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DECLARATION

I, the undersigned, hereby declare that this work contained in this thesis is my own original work and that I have not previously in its entirety or part submitted it at any university for a degree.

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ABSTRACT

Organisation development is one of the most important management tools used by organisations to assess themselves and their environment and to revitalise and to rebuild their strategies, structures and processes to manage change. The purpose of this study is to establish an understanding of what organisation development is and how it works, and to identify and explain the legislative and other aspects that influence the decision-making process with regard to organisation development interventions within the public service. In addition to this, the author explains the development and current reality of organisation development in the Western Cape Provincial Administration.

A current burning issue in the context of public legislation and other directives in the public service is that managers want to be empowered to manage their own resources. The issue of centralisation or decentralisation of the organisation development function is a major source of dissension within the Western Cape Provincial Administration. The main purpose of this study is to provide a body of knowledge on whether organisation development is centralised or decentralised and what factors need to be considered regarding this issue.

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OPSOMMING

Organisasieontwikkeling is een van die belangrikste bestuursmiddele wat deur organisasies gebruik word tydens assessering van die organisasie en van die omgewing, en om nuwe lewe in hulle strategieë, strukture en prosesse te blaas en dit te herbou ten einde verandering te kan bestuur. Die doel van hierdie navorsing is om 'n begrip te verkry van wat organisasieontwikkeling is en hoe dit werk, en om wetgewing en ander aspekte wat die besluitnemingsproses oor intervensies ten opsigte van organisasieontwikkelings binne die staatsdiens beïnvloed, te identifiseer en te verklaar. Voorts sit die skrywer die ontwikkeling en huidige realiteit van organisasieontwikkeling in die Wes-Kaapse Provinsiale Administrasie uiteen.

'n Vraagstuk wat tans baie aandag geniet binne die konteks van openbare wetgewing en ander voorskrifte in die staatsdiens, is dié van bestuurders wat bemagtig wil word om self hulle hulpbronne te bestuur. Die vraagstuk van sentralisering of desentralisering van die organisasieontwikkelingsfunksie is 'n belangrike bron van meningsverskil binne die Wes-Kaapse Provinsiale Administrasie. Die hoofdoel van hierdie navorsing is om 'n kennisgeheel te voorsien rakende die vraag of organisasieontwikkeling gesentraliseer of gedesentraliseer is en watter faktore ten opsigte van hierdie kwessie in ag geneem moet word.

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I would like to dedicate this study project to my belated parents, wife, and two sons Bradley and Keegan.

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CHAPTER ONE

INTRODUCTION AND OVERVIEW

1.1   Context setting

Like human beings, public organisations can be thought of as having a body and a soul, with the physical components being the body in both cases and the psychological components the soul. The physical components of a business make up its structure. These physical components are visible and tangible, like services or products, organisational structures, information systems, procedures and control systems. The physical components are generally part of the strategies, structures and systems of the public organisation. The psychological components of an organisation constitute the business function. They are the invisible elements, such as shared values, relationships, and ways of thinking and behaving. The psychological components, then, essentially relate to culture and management style of the organisation.

There are diverse motives for changing these physical and psychological components. Changing of these components is generally the result of a decision-making process which may be either formal or informal, and they integrate the need to adapt. The efficiency of the organisation depends on the ability of its managers to make these components properly operational and in accordance with the objectives of the organisation. To manage these components effectively, the line managers need to adapt in order to obtain and use various aids dedicated for the betterment of the employees, the customers and the organisation. Organisation development is an example of such an aid at the disposal of line managers.

In terms of the statutory framework of the South African Public Service, both the Premier and the Director-general have specific responsibilities regarding

organisation development issues, not only in relation to their own provincial department, but also in relationship to the Western Cape Provincial Administration as a whole. Likewise, the executing authorities and heads of provincial departments have wide-ranging powers and responsibilities with regard to the effective and efficient management of their departments. A number of these powers and responsibilities directly or indirectly relate to the organisation development function and ultimately to change.

1.1.1 *Western Cape Provincial Administration (WCPA) versus Provincial Administration of the Western Cape (PAWC)*

At this point, the author deems it important to explain the difference between the names *Western Cape Provincial Administration* (WCPA) and the *Provincial Administration of the Western Cape* (PAWC) to eliminate any possible confusion in this regard. *The Western Cape Provincial Administration* refers to the provincial administration within this province as a whole, whilst *Provincial Administration Western Cape* refers to a single provincial department within the Western Cape Provincial Administration. The Western Cape Provincial Administration consists of thirteen provincial departments, namely-

- Provincial Administration of the Western Cape,
- Education,
- Health,
- Social Services and Poverty Alleviation,
- Transport and Public Works,
- Economic Development and Tourism,
- Cultural Affairs and Sport,
- Housing,
- Local Government,
- Environmental Affairs and Development Planning,
- Community Safety,
- Agriculture, and
- Finance.

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In line with the fundamental principle of co-operative governance, the *Western Cape Provincial Administration* (refers to the total provincial administration that consists of thirteen provincial departments) has adopted a holistic approach to the management of the Province. In terms of this approach, the *Provincial Administration Western Cape* (refers to a specific provincial department) renders certain transversal support functions, e.g. legal services, organisation development services and communication services on a centralised basis, whilst the provincial departments render certain support functions, e.g. human resource management, financial management and labour relations on a decentralised basis.

1.1.2 *Centralisation versus decentralisation*

The words *centralisation* and *decentralisation* have been bandied about for as long as anyone has cared to write about organisations. Yet it remains probably the most confused topic in organisation theory. The terms have been used in so many different ways that they have almost ceased to have any useful meaning.

According to Smit and Cronjé (1992), *decentralisation* refers to the delegated rights of managers to make decisions without the approval of managers higher up. In other words, is the degree of power and authority throughout the organisation, delegated to middle and lower managers. *Decentralisation* refers therefore to a high level of delegated authority. Quible (2000:26-27) states that *centralisation* involves placing related activities under the jurisdiction of one person. The activities may be performed centrally, or they may be performed in several locations. The former arrangement is known as *centralised control over centralised operations*; the latter is known as *centralised control over decentralised operations*.

The issue of centralisation *versus* decentralisation is one of the major sources of difference of opinion within the management of many organisations. This is a false issue, because every organisation must do some of both. The challenge is not to decide which to do, but rather to analyse the situation to determine which functions may need centralising and which functions may need decentralising. Such a determination could be helpful to the philosophy, values and practices of the organisation.

In fact, organisations commonly swing from centralised to decentralised and back again, as the circumstance change and priorities alter. Experimenting with the centralisation-decentralisation variable is an option many organisations utilise in order to discover ways to cut costs and get a competitive edge. There are different schools of thought regarding the centralisation or decentralisation of the organisation development function within the Western Cape Provincial Administration.

1.2   Research question

Rendering services based on a centralised or decentralised approach is an issue that continues to arouse interest and which demands attention and deliberations in the context of the changing South African Public Service. Ignoring this issue in respect of the organisation development function, may lead to deterioration of the specific function and a consequent negative overall performance and efficiency of the Western Cape Provincial Administration.

The research question that arises from the above and for which this study sought to provide an answer, is:
Should the organisation development function based on the relevant public service legislative mandate within the Western Cape Provincial Administration be centralised or decentralised?

1.3   Objectives of the study

This study seeks to identify and discuss the relevant legislative aspects that should be considered in respect of the centralisation or decentralisation of the organisation development function of the South African Public Service. It attempts to highlight those aspects that management of the Western Cape Provincial Administration should take cognisance of when making decisions in respect of the centralisation or decentralisation of the organisation development function.

1.4   Research design and methodology

The research was done by means of a literature study that focused on relevant legislation and other relevant documentation, to come to a proper understanding in respect of the centralisation or decentralisation of the organisation development function within the Western Cape Provincial Administration. The research method of this study consisted of personal and telephonic interviews, an analysis of the content of primary documents and a study of other relevant literature and documentation.

The working methodology to report on the research findings will be done as set out below:

In Chapter 2 an understanding is developed of what organisation development is and why it emerged. In addition, a few basic concepts and models about the organisation development change process will be discussed. By explaining the relevant concepts and models, the author seeks to establish a mutual understanding on which the rest of the research project can focus.

Chapter 3 deals with the relevant legislation, regulations, white paper, and new public management framework, which directly impact on the organisation development function within the South African Public Service. The South Africa Public Service has radically been transformed since 1994. The

commitment for this transformation is cast in the relevant legislation, regulations, white paper, and the new public management framework. The purpose of Chapter 3 is to identify and to describe briefly the relevant sections of the legislation, regulations, white paper, and the new public management framework, that determine the accountability and authority for decision-making regarding organisation development interventions within the public service. This section will be concluded by determining the implications of the relevant legislation on the management of the organisation development function.

Chapter 4 explains the current operational placement, organisation and work arrangements in respect of the organisation development service within the Western Cape Provincial Administration. In addition, the author will reflect on the current operations in respect of organisation development in relation to the theoretical and legislative grounding to make a judgment call on the findings of the research project ultimately.

In Chapter 5 a conclusion is drawn after which recommendations are made to assist with a decision to centralise or to decentralise the organisation development function within the Western Cape Provincial Administration.

CHAPTER TWO

NATURE AND SCOPE OF ORGANISATION DEVELOPMENT

2.1 Introduction

The paradox of our time is that change has become the only constant. The organisation development discipline is utilised as a management tool by organisations to assess themselves and their environments and to revitalise and to rebuild their strategies, structures and processes to manage change. According to French and Bell (1999:145) organisation development consists of intervention techniques, theories, principles and values that assist management to take charge of planned change efforts to achieve success.

The purpose of this chapter is to develop an understanding of what organisation development is and why it has emerged. The author will start by describing the evolution, the definition and the value system of organisation development. The Burke-Litwin and the Porras and Robertson models of organisational change will also be discussed. Finally the author will explain the diagnostic process and the major intervention families of organisation development and ultimately the implications for the management of the organisation development discipline. In conceptualising these underlying concepts, a mutual understanding is established for the rest of the study.

2.2 The evolution of organisation development

It is not within the scope of this study to provide a detailed history of organisation development. A brief explanation of the evolution of the organisation development field could however give a better understanding of its application today. Organisation development has evolved over the past fifty

years from the application of behavioural science knowledge and techniques to solve organisational problems.

French and Bell (1999:53) linked the emergence of organisation development largely to applied behavioural science, which has four major foundations, namely-

- the invention of the T-group and innovations in the application of laboratory training insights to complex organisations;

- the invention of survey feedback technology;

- the emergence of action research, and

- the evolution of Tavistock socio-technical and socio-clinical approaches.

The following table reflects briefly the period, approach and key figures that contributed to the evolution of organisation development:

Table 2-1: Foundations of organisation development

Year	Approach	Key figures
1946: National training laboratories	Small, unstructured groups are used to allow participants to explore issues regarding their own interaction (T-groups). Applying this technique to organisations became known as *team building*.	▪ Chris Argyris ▪ Kenneth Benne ▪ Robert Blake ▪ Leland Bradford ▪ Kurt Lewin ▪ Ronald Lippitt ▪ Douglas Mc Gregor ▪ Herbert Shephard
1947: Survey research feedback	The act of giving survey feedback to a group can produce positive changes in the group.	▪ Kurt Lewin ▪ Rensis Likert ▪ Floyd Mann
1940s: Action research	Research had to be linked to action in order for members of the organisation to use it to manage change. Pioneering action research studies led to concepts of participative management.	▪ Lester Coch ▪ John Collier ▪ John French ▪ Edith Hamilton

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		• Kurt Lewin
		• William Foote Whyte
1950,s: Socio-technical systems	Developed at Tavistock Clinic in England. Explored how the social and technical aspects of organisations interrelated. This led to the productivity and quality-of-work-life approach.	• Fred Emery • Robert Ford • Eric Trist

Source: French and Bell (1999)

What has become organisation development, started in the late 1940s at Massachusetts Institute of Technology (MIT) and is deeply rooted in the pioneering work of applied social scientists such as Kurt Lewin, and is also strongly influenced by the work of psychologists such as Carl Rodgers and Abraham Maslow. It is important to note that early theorists and key people from each of the four major foundations of organisation development interacted with each other across disciplines. According to French and Bell (1999:53) these disciplines included social psychology, clinical psychology, family group therapy, ethnography, military psychology and psychiatry, the theatre, general semantics, social work, systems theory, mathematics and physics, philosophy, psychodrama, client-centred therapy, survey methodology, experimental and action research, human resource management, organisational behaviour, general management theory and large conference management.

The interaction of the early theorists created the opportunity for them to share perspectives and insights gained from their respective fields. Through the fusing of different fields of inquiry and perspectives a new discipline developed, namely organisation development. The term *organisation development* is widely attributed to Robert Blake and Jane Mouton, the developers of the Management Grid, and Herbert Shephard, a leading organisation development pioneer. However, according to Harvey and Brown (1996:10), Richard Beckhard, an organisation development consultant, also claims this distinction as well.

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Regardless of who first coined the term, it emerged by about 1957 and is generally conceded to have evolved from two basic sources, namely the application of the laboratory methods by National Training Laboratories and the survey research methods originated by the Survey Research Centre. Kurt Lewin pioneered both these methods round about 1945.

French and Bell (1999:311) stated that Nancy Roberts and Jerry Porras noted that substantial progress in four major areas, namely operationalising the concept of change, improving measurement process, improving measurement procedures, and developing appropriate statistical and analytical models need to be explored. French and Bell (1999:311) also indicated that comprehensive reviews and critiques on organisation development have been written by Friedlander and Brown, Alderfer, Faucheux, Amado and Laurent, De Beer and Walton, Porras and Silver during the period 1974 to 1991. Harvey and Brown (1996) and French and Bell (1999) told the broad story of organisation development in two important books. According to Harvey and Brown (1996:442) the application of the organisation development technology is growing rapidly. New models, techniques and approaches are constantly being developed and old techniques are discarded as soon as the new ones appear.

2.3   Defining *organisation development*

The nature and needs of organisations are changing dramatically; correspondingly the organisation development discipline has been changed to meet the new challenges of organisations. Therefore, it might be most useful to consider several definitions of organisation development. For many years, the definition of Beckhard was the standard definition of organisation development. Backhard (1969:9) defined organisation development as:

An effort, planned, organisation-wide, and managed from the top,
to increase organisation effectiveness and health through

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planned interventions in the organisation's processes, using behavioural-science knowledge.

This definition was developed at a time when an organisation was considered to be much like a stable machine comprised of interlocking parts. Organisations operate in a rapidly changing environment. Consequently one of the most important assets for an organisation is the ability to manage change, and for people to remain healthy and authentic. Neilsen expresses this view as follows (1984:2-3):

Organisation Development is the attempt to influence the members of an organisation to expand their candidness with each other about their views of the organisation and their experience in it and take greater responsibility for their own actions as organisation members. The assumption behind organisation development is that when people pursue both of these objectives simultaneously, they are likely to discover new ways of working together that they experience as more effective for achieving their own and shared organisational goals. When this does not happen such activity helps them to understand why and to make meaningful choices about what to do in light of this understanding.

A more recent definition by Cummings and Worley (1997:2) represents the major focus and thrust of organisation development today namely-

Organisation development is a system wide application of behavioural science knowledge to planned development and reinforcement of organisation strategies, structures, and processes for improving organisations effectiveness.

According to French and Bell (1999:29), the definition of organisation development focuses on the need for a planned, long-range approach to improve organisational performance and efficiency. Organisational

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performance and efficiency can be enhanced by focusing holistically on the organisation. Organisation development avoids the (usual) "quick-fix" and focuses on the whole system.

To be effective, organisation development must have the support of top management and workers. Top management has to model it, not just espouse it. The organisation development processes also need the buy-in and ownership of workers throughout the organisation.

The application of organisation development within organisations is tied with improving the bottom line. The goal of organisation development is to improve the organisation and to make it more efficient and more competitive by aligning the system of the organisation with its people.

After proper preparation, organisation development uses activities called *interventions* to make system-wide, permanent changes in the organisation. Organisation development also makes use of behavioural-science knowledge and is a discipline that combines research and experience to the understanding of people, business systems and their interactions. Organisation development takes a developmental view that seeks the betterment of both individuals and the organisation, and attempting to create win-win solutions is standard practice in organisation development programmes.

In section 2.4 below the author reflects upon a set of values, assumptions and beliefs that constitute an integral part of organisation development. These values, assumptions and beliefs have a twofold function. Firstly they shape the goals and methods of the field, and secondly they distinguish organisation development from other improvement strategies.

2.4   Values, assumptions and beliefs in organisation development

The fields of study as mentioned on page 9 of this document, formed the foundation of organisation development and also informed its value system, assumptions and beliefs. The key figures of organisation development that were reflected upon in Table 2-1 of this document, was grounded in psychology or other human process fields that ultimately influenced the value system of organisation development.

Before any further elaboration on the **value, assumptions, and beliefs** of organisation development, it is important to clarify this terminology. French and Bell (1999:62) define the terminology as follows:

- **Beliefs** are propositions about how the world works that the individual accepts as true. For that person the belief is a cognitive fact.

- **Values** are beliefs, but in this instance about what is "good" (e.g. freedom of speech) and what is undesirable or "bad" (e.g. dishonesty).

- **Assumptions** (or beliefs) are regarded as so valuable and obviously correct that they are taken for granted. They are rarely examined or questioned.

Values, assumptions and beliefs, therefore are all cognitive facts or propositions, with values being beliefs about good, bad and assumptions being strongly held, relatively unexamined beliefs that are accepted as the truth. According to French and Bell (1999:62) values, assumptions and beliefs provide structure and stability for people as they attempt to understand the world around them.

French and Bell (1999:62) stated that the founders like Robert Blake, Kurt Lewin, Jane Mouton and Ronald Lippitt mentioned earlier in this report, of

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organisation development grounding led to the core values that supported the organisation development field. These core values are humanistic, optimistic and democratic. The specific values are derived from certain assumptions as tabulated below:

Table 2-2: Values and assumptions of organisation development

Values	Assumptions
Humanistic	Proclaim the importance of the individual by– ▪ respect the whole person; ▪ treat people with respect and dignity; ▪ assume that everyone has intrinsic worth, and ▪ view all people as having potential for growth and development.
Optimistic	People are basically good. Progress is possible and desirable in human affairs. Rationality, reason and goodwill are the tools for making progress.
Democratic	Assert the sanctity of the individual, the right of people to be free from arbitrary misuse of power. Importance of fair and equitable treatment for all. Need for justice through the rule of law and due process.

Source: French and Bell (1999)

Organisation development practitioners should advocate these humanistic and democratic values with the implications for different and "better" ways to run organisations and to deal with people. The democratic values prompted a critique of authoritarian, autocratic and arbitrary management practices as well as the dysfunctions of bureaucracies. According to French and Bell (1999:69), the humanistic value prompted a search for better ways to run organisations and to develop the people in them. French and Bell (1999:69) further concluded that it is possible to create organisations that are humane, developmental and empowering on the one hand and on the other hand highly performing in terms of productivity, quality of output and profitability.

2.5 The foundations of organisation development

The knowledge base of organisation development is extensive and constantly growing. As previously mentioned in this report, organisation development is planned change in an organisational context. The development of planned change models facilitates the progress of organisation development. According to French and Bell (1999:76) several recent theories show great promise for increasing our understanding of what happens and how it happens in planned change. The author provides a framework for thinking about organisation development by exploring both the Burke-Litwin and Potas-Robertson models of organisational change.

2.5.1 The Burke-Litwin Model of organisational change

According to French and Bell (1999:76), Warner Burke and George Litwin developed the *Burke-Litwin model* of individual and organisational performance. The Burke-Litwin model shows how to create first-order and second-order change. French and Bell (1999:76) said that in *first-order change* some features of the organisation change, but the fundamental nature of the organisation remains the same. First-order change is also called *transactional, evolutionary, adaptive, incremental*, or *continuous change*. In *second-order change*, the nature of the organisation is fundamentally and substantially altered – the organisation is therefore transformed. Second-order change is also called *transformational, revolutionary, radical* or *discontinuous change*. Organisation development programmes are directed towards both first- and second-order change, with an increasing emphasis on second-order transformational change.

The Burke-Litwin model distinguishes between *organisational climate* and *organisational culture*. French and Bell (1999:76) defines *organisational climate* as people's perception and attitudes about the organisation – whether it is a good or bad place to work, whether the workers are friendly or

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unfriendly, hardworking or easy-going, and so forth. These perceptions are relatively easy to change, because they are built on employees' reaction to current managerial and organisational practices. On the other hand, French and Bell (1999:76) define *organisational culture* as deep-seated assumptions, values, and beliefs that are enduring, often unconscious and difficult to change. Changing culture is much more difficult than changing climate. According to French and Bell (1999:77), the premises of Burke-Litwin's model is that:

Organisation development interventions directed towards structure, management practices and systems (policies and procedures) result in first-order changes, interventions directed towards the mission, strategy, leadership and organisational culture result in second-order change.

The Burke-Litwin model also makes a distinction between *transactional* and *transformational leadership styles*. According to Robbins (1993:391) these two concepts come from leadership research, which found that some leaders are capable of obtaining extraordinary performance from followers while other leaders are not. Robbins (1993:391) stated that *transformational leaders* are …leaders who inspire followers to transcend their own self-interest for the good of the organisation and who are capable of having a profound and extraordinary effect on their followers. Transformational leadership embodies inspiration, which leads to new heights of performance. Robbins (1993:391) further stated that *transactional leaders* are …leaders who guide or motivate their followers in the direction of established goals by clarifying role and task requirements. Transactional leaders embody a fair exchange between leader and followers that leads to normal performance. Transactional leadership is sufficient for causing first-order change, whilst transformational leadership is required for causing second-order change.

Against the backdrop of the aforementioned underlying concepts relating to the Burke-Litwin model, the application of their model will now be explained. The model, as contained in figure 2.1, shows the factors involved in first-order change. Changing structure, management practices and systems cause

changes in work unit climate, which change motivation and, in turn, individual and organisational performance. Transactional leadership is required to make these changes in the organisational climate.

Figure 2-1: The transactional factors Involved in first-order change
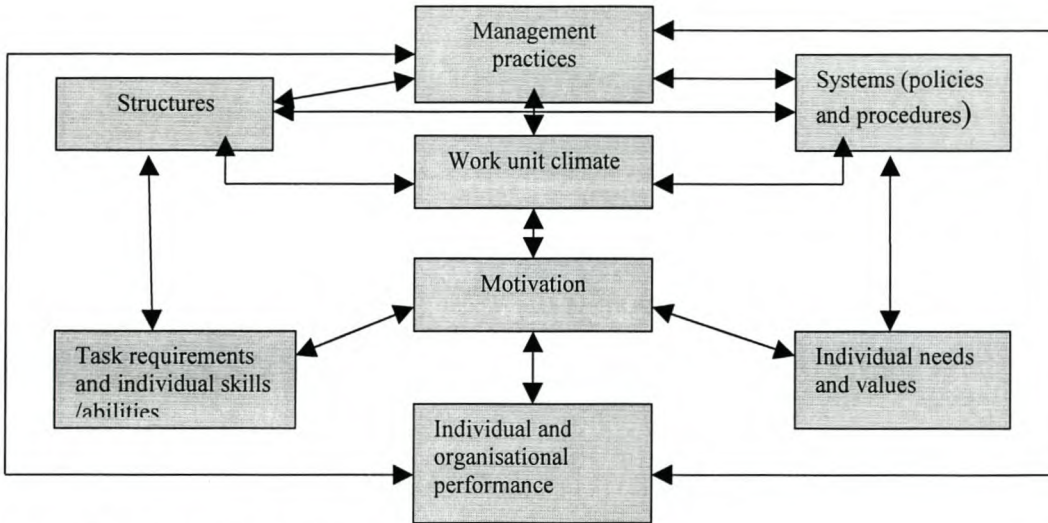
Source: French and Bell (1999)

On the other hand, to cause second-order changes, the mission and strategy, leadership style and organisation culture must be changed, as shown in figure 2-2. Interventions directed towards these factors transform the organisation and cause a permanent change in organisation culture, which produces changes in individual and organisation performance.

Figure 2-2: The transformational factors involved in second-order change
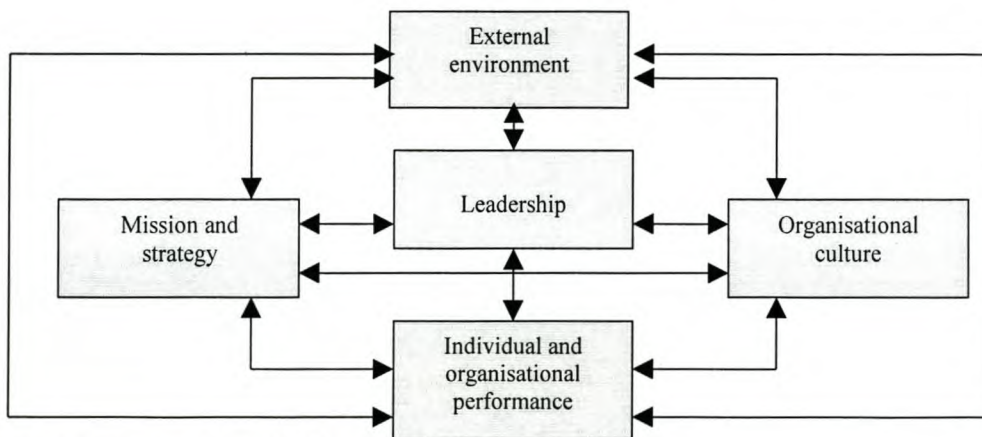
Source: French and Bell (1999)

Figure 2-3, as shown below, yields the full Burke-Litwin model. The top half of figure 2-3 displays the factors involved in transformational change. The factors involved are powerful enough to change the culture fundamentally. The bottom half of figure 2-3 displays the factors involved in transactional change. These factors are able to change the climate.

Figure 2-3: The Burke-Litwin model of organisational performance and change
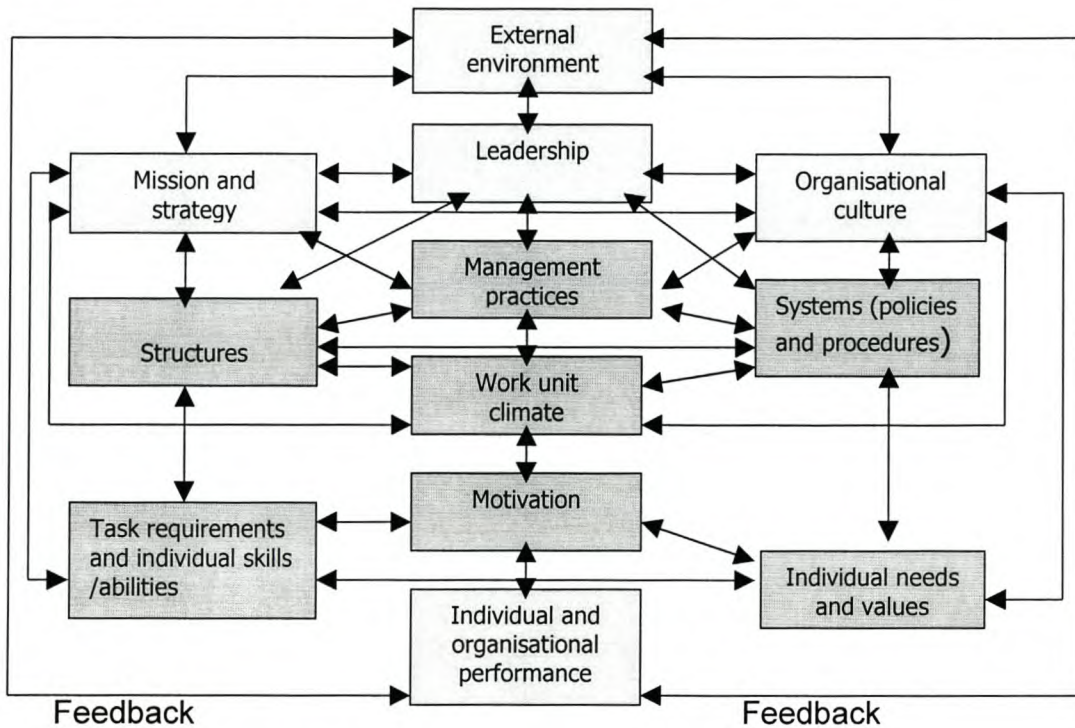
Source: French and Bell (1999)

The Burke-Litwin model is a significant advance in order to be introspective about planned change. According to French and Bell (1999:78) the organisation development practitioner sizes up the change situation, determines the kind of change required, e.g. transactional or transformational and then targets interventions towards factors of the organisation to produce the desired change.

2.5.2 Porras and Robertson Model of organisational change

French and Bell (1999:80) present the Porras and Robertson model of how organisation development works. According to French and Bell the basic premises of this model is that ... *organisation development interventions alter*

features of the work setting causing change in individual behaviours, which in turn lead to individual and organisation improvement…

Organisational change occurs only when individuals change their behaviour, and these behaviour changes occur when elements of the work setting have been modified by organisation development interventions. The work setting plays a central role in this model and consists of four factors, namely organising arrangements, social factors, physical setting and technology, as shown in figure 2-4:

FIGURE 2-4: Porras and Robertson Model of organisational work setting factors

Source: French and Bell (1999:79)

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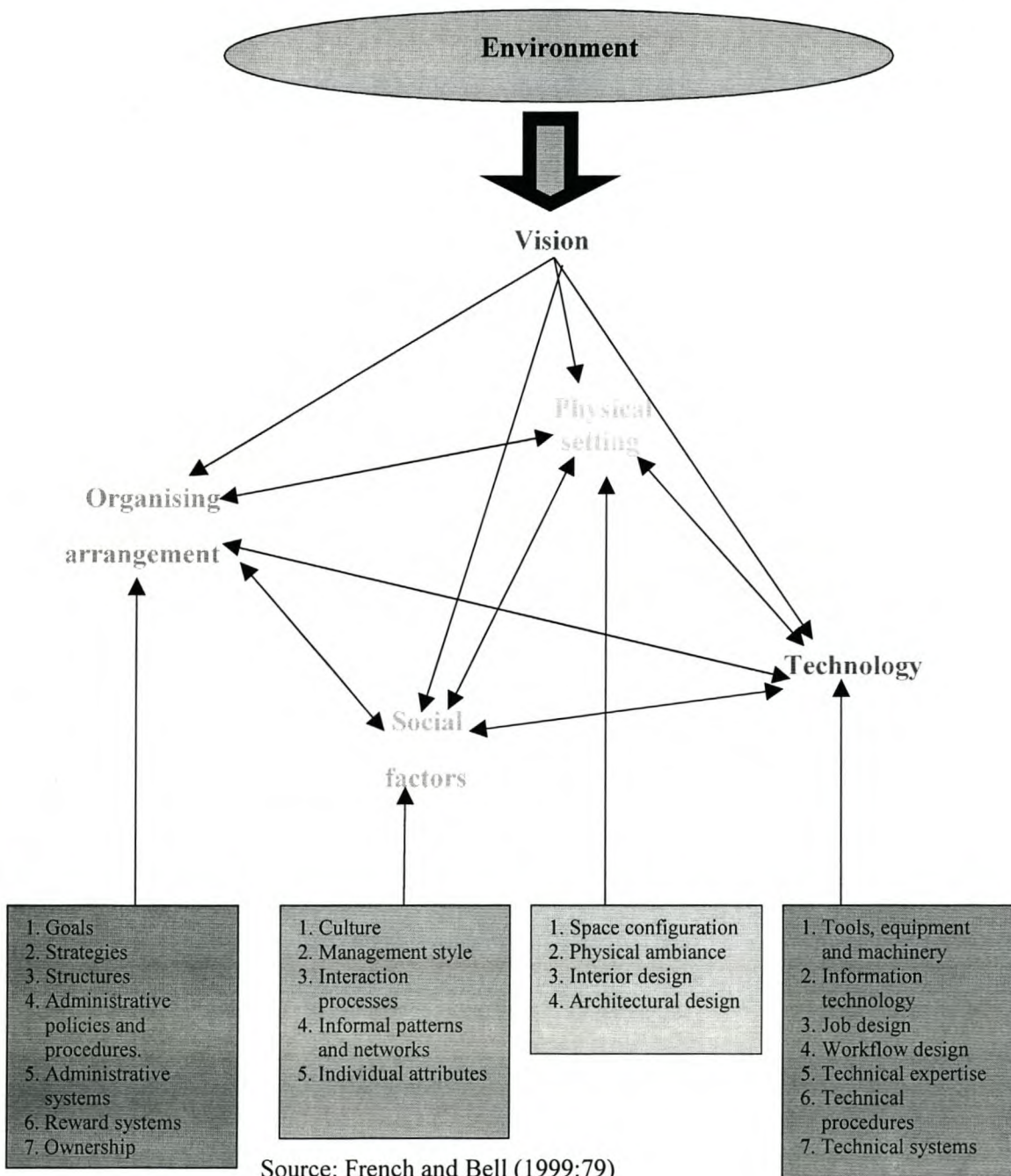
The model on the previous page shows how organisation development interventions can be linked to factors in the work setting, for example, organisation development interventions that focus on goals, strategies and rewards which affect organising arrangements. Interventions that focus on culture, management style and interaction processes, will affect social factors. Interventions that focus on job design and workflow design, will affect technology.

The organisational performance and change models by Burke-Litwin and Porras-Robertson describe and demonstrate how organisation development works and are extremely useful for organisation development practitioners and organisational leaders. French and Bell (1999:79 stated that these models constitute the theory of organisation development and change that has enormous potential for improving organisational performance and individual development.

An organisation development programme should be based on a sound analysis of relevant data about the problem situation. To make a sound diagnosis, it is important to have valid information about the situation and to arrange available data into a meaningful pattern. The simple fact of sharing performance information can become a powerful force for change. In the next section, the diagnostic stage of an organisation development programme is described.

2.6   Organisation diagnosis

In organisation development, diagnosis is used more broadly than a medical definition would suggest. According to Cummings and Worley (1993:85), *diagnosis* is a collaborative process between organisational members and the organisation developmpent practitioners, to collect pertinent information, to analyse it and to draw conclusions for action planning and intervention. Diagnosis may be aimed at uncovering the causes of specific problems, or it may be directed at assessing the overall functioning of the organisation or

department in order to discover areas for future development. Cummings and Worley (1993:86) stated that diagnosis provides systematic understanding of organisations so that appropriate interventions may be developed for solving problems and enhancing effectiveness.

2.6.1 The diagnostic process

Cummings and Worley (1993:113) recommend three activities to diagnose the organisation and its changes. Sequentially they are collecting and analysing diagnostic information, feedback of diagnostic information and implementation or managing the change process. These diagnostic activities are discussed below.

2.6.1.1 Collecting and analysing diagnostic information

The four major techniques for gathering diagnostic data are, questionnaires, interviews, observations, and unobtrusive methods. The following table is presented to give a better understanding of the advantages and disadvantages of each method.

Table 2-3: Data collecting methods

Method	Major advantages	Major potential problems
Questionnaires	1. Responses can be quantified and easily summarised. 2. Easy to use with large samples. 3. Relatively inexpensive. 4. Can obtain large volume of data.	1. Non-empathy. 2. Predetermined questions/missing issues 3. Over-interpretation of data. 4. Response bias.
Interviews	1. Adaptive – allows data collection on a range of possible subjects. 2. Source of "rich" data. 3. Emphatic. 4. Process of interviewing can build rapport.	1. Expense. 2. Bias in interviewer responses. 3. Coding and interpretation difficulties. 4. Self-report bias.
Observations	1. Collects *data* on behaviour, rather than *reports* of behaviour. 2. Real time, not retrospective. 3. Adaptive.	1. Coding and interpretation difficulties. 2. Sampling inconsistencies. 3. Observer bias and questionable reliability 4. Expense.
Unobtrusive measures	1. Non reactive - no response bias. 2. High face-validity. 3. Easily quantified.	1. Access and retrieval difficulties. 2. Validity concerns. 3. Coding and interpretation difficulties.

Source: Cummings and Worley, (1993)

Each of the four methods as contained on the previous page (questionnaires, interviews, observations and unobtrusive measures) can be used on its own or combination with any other in order to obtain better results. For instance, if a manager observes absenteeism in his or her department, he or she could examine the problem with the assistance of an organisation development practitioner. They could analyse absenteeism records and could interview some employees about possible reasons for their absenteeism. Furthermore, management could observe the behaviour of employees to determine possible causes. They could also design questionnaires with key questions, or they could conduct informal conversations with employees. Since every situation is unique, the selection of each method is at the discretion of the organisation development practitioner. The organisation development practitioner should consider the urgency for resolving the problem and the expected effectiveness.

2.6.1.2 Feedback of diagnostic information

This step refers to the organising of the collected data. This data has to be clear and accurate if it is going to be used as the basic information for designing appropriate action plans. It therefore also has to be relevant to the particular problem. According to Cummings and Worley (1993:115), the organisation development practitioner is responsible for this task. The collected data and its analysis always remain the property of the organisation. Feedback of diagnostic information is therefore an important step in the diagnostic process.

2.6.1.3 Managing change

Once the diagnosis has been made and the main problems have been detected, the implementation of the proposed changes is necessary. This step is fundamental to overcome the challenges facing the organisation. In Chapter 8 of their book, Cummings and Worley (1993:116) defines the activities to be implemented in the change managing process, namely motivating change,

creating readiness for change, and overcoming resistance to change. These activities can be summarised as follows:

- create an appropriate organisational environment to start the change process;

- create a vision aimed at creating directions for evaluating the process;

- develop political support from powerful individuals and groups that assures a successful implementation of the measures for change;

- manage the transition plans to accommodate the change that was made; and

- sustain momentum that includes the gathering of resources and to reinforce the organisation for the changes needed.

Stemming from the diagnostic process the organisation development practitioner's primary role is to energise the client system in resolving the organisation's challenges or problems. The inventory of organisation development interventions is quite extensive. In the next section the author will explore several classification schemes to seek understanding of how interventions clump together in terms of the objective and target of the interventions.

2.7 Major families of organisation development interventions

French and Bell (1999:145) describe *organisation development interventions* as a set of structured activities in which selected organisational units, e.g. target groups or individuals, engage in a task or a sequence of tasks, with the goals of organisational improvement and individual development. Interventions constitute the action thrust of organisation development. Organisation development interventions may vary according to which problems are to be solved, who or what is to be changed and how the change is carried out.

According to Rothwell, Sullivan and McLean (1995:61), special terminology is used when referring to the specific issues. Problems to be solved, are called *diagnostic problems*; the individual or groups to be changed, are called the *focus of attention* and the way the organisation development intervention is carried out, is called the *mode of intervention*. Thirty years ago an influential model was devised to help organisation development practitioners to conceptualise these issues and to classify organisation development interventions. The model is called the *organisation development cube*, and it is still widely used today. The model is contained in the figure 2-5 below:

Figure 2-5: A cube classifying organisation development Interventions

DIAGNOSED PROBLEMS   **MODE OF INTERVENTIONS**
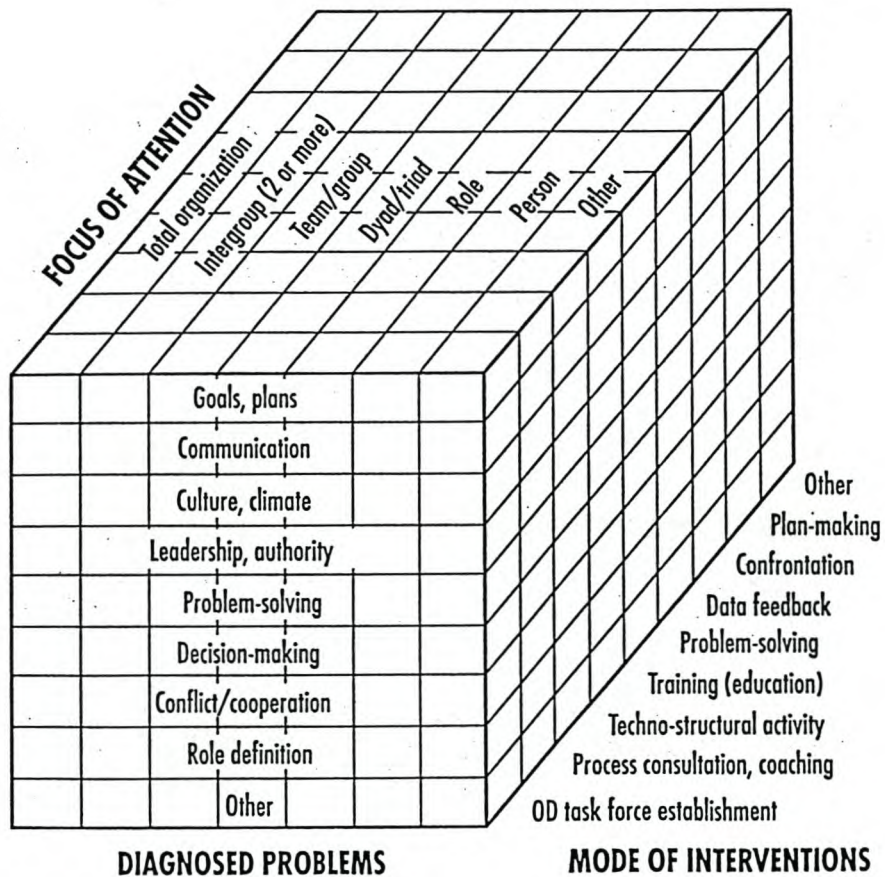
Source: Rothwell, Sullivan and McLean (1995)

As the cube illustrates, organisation development interventions could address diagnostic problems pertaining to goals, plans, communication, culture or climate, leadership and authority, problem-solving, decision-making, conflict or corporation,

role definition or other matters. The focus of attention could be on an individual, a role, a pair (dyad) or a trio (triad), a team or a group, an intergroup situation, or the entire organisation. The mode of intervention includes training or education, process consultation or coaching, confrontation, data feedback, problem-solving, plan-making, establishing an organisation development task force, or techno-structural activity. There are many kinds of interventions, each suited for dealing with a specific problem. Table 2.6 contains a list of examples of organisation development interventions.

Table 2.4: A list of organisation development interventions

Type	Brief Description
Individual	
Counselling/coaching	An intervention designed to formalise/increase helping relationships in which individuals may relate their problems to sympathetic listeners or where they could be advised on how to deal with work or interpersonal problems.
Training	An intervention designed to provide individuals with knowledge, skills or attitudes that could be applied immediately on the job.
Individual goal setting	An intervention intended to increase planning for performance improvement between employees and their immediate supervisors.
Performance-appraisal systems	An intervention intended to change or improve methods for measuring employee performance and providing feedback to employees about their performance.
Statistical process control (SPC)	A technique to track production/performance and its variations.
Job descriptions	An intervention intended to analyse duties performed by incumbents and to describe what results they are to achieve. Changes in job descriptions could affect individual behaviours and accomplishments.
Value clarification	An intervention designed to help assess or determine individual or group values.
Life and career planning	An intervention designed to help individuals plan for their lives or careers.
People-policy development	An intervention designed to establish broad guidelines for action to be followed by employees when they encounter common problems in the course of their work.
Procedures manuals	An intervention designed to establish or formalise methods of handling common problems encountered by people in organisations. The procedure stem from the organisation's policy.
Process improvement	An intervention designed to change the way in which processes are performed to make them more effective or

	efficient.
Team or unit	
Team building	An intervention designed to increase cohesiveness/ cooporation of people who work together.
Job enrichment	An Intervention designed to change the duties and expected results, providing job incumbents with greater responsibilities.
Quality of work life	An intervention designed to improve working conditions and to increase employee participation in decisions that affect them and their organisation.
Quality circles	An intervention designed to use small groups, often work groups, to identify methods of improving production or to solve work problems.
Unit goal setting	An intervention designed to help members of a work group to establish goals (often involving production output) for their work group.
Conflict management	An intervention designed to reduce destructive conflict between members of a work unit.
Open-system mapping	An intervention designed to identify relevant inputs, outputs, and transformation processes of an organisation.
Process consultation	An intervention designed to focus attention on how individuals or groups interact.
Intergroup	
Work-flow planning	An intervention designed to plan the flow of work between two or more components of an organisation.
Scheduling review	An intervention designed to access how work is scheduled
Inter-organisational development	An intervention in which two groups or organisations work together to establish and/or maintain more effective relationships.
Intergroup conflict management	An intervention designed to deal with destructive conflict between two or more work units.
Third-party interventions	An intervention designed to improve relationships that have been marred by previous conflict.
Cross-functional training	An intervention designed to provide individuals or groups with the knowledge they need to function with another unit or organisation.
Total organisation	
Strategic planning	An intervention designed to improve establishment of long-term organisational goals, objectives and direction.
Confrontation meetings	An intervention designed to bring together two or more groups to resolve destructive conflict.
Culture transformation	An intervention designed to change assumptions about the right and wrong ways of doing things.

Re-engineering	An intervention also known as *process innovation and core process redesign* - a radical redesign of the business process to achieve breakthrough results.
Work redesign	An intervention in which work itself is changed.
Quality and productivity systems	An intervention designed to improve quality and productivity continually across an organisation.
Survey feedback	An intervention designed to collect information from members of an organisation, report the result, and use the results as the starting point for action planning for improvement.
Structural change	An intervention designed to alter reporting relationships and the purposes/objectives of component parts of an organisation.
Customer-service Development	An intervention designed to increase the sensitivity of employees to the importance of efficient, courteous customer services and to give employees the means by which to carry out effective customer services.
Socio-technical systems	An intervention designed to improve the link between employees and the work technology used in the organisation.
large-scale technology/ future search conferences	An intervention designed to bring together three hundred to twenty-three hundred employees from all levels of an organisation to create an ideal future for the organisation.
Societal / Planetary	
Transcultural planning process	An intervention designed to improve planning across national or cultural groups.
Transnational community building and problem-solving	An intervention designed to improve trust and collaboration across national or cultural groups.

Source: Rothwell, McLean and Sullivan (1995)

As demonstrated by the organisational change models and backed by the diagnostic process and the number of possible organisation development interventions, it can be said that organisation development is responsive and practically relevant to organisations' needs to operate effectively in a highly complex and changing world.

2.8   Implications for the management of the organisation development function

In view of the conceptualisation as discussed in this section in respect of the nature of organisation development, managers need to understand that

organisation development interventions have the potential to make a difference in human development and the bottom line performance of organisations. Furthermore, it can be said that organisation development practices involve the use of a wide range of skills, methodologies and techniques. However, it also involves a particular attitude and approach in solving problems and utilising opportunities for continuous improvement of organisational performance.

In general, according to Harvey and Brown (1996:74), organisation development programmes are aimed at three organisational dimensions that affect performance, namely managerial effectiveness, e.g. doing the right things, managerial efficiency, e.g. doing the right things right and motivational climate, e.g. employees attitudes and moral which influence the level of performance.

2.9   Summary

The nature and scope, underlying processes, tools and techniques, concepts and fundamentals involving organisation development were discussed in this chapter. The discussion built a broad base for understanding of the organisation development, its function and content.

Organisation development is a management tool. The effective application of the organisation development discipline in any organisation will contribute positively to human development and the bottom line of an organisation in both public and private organisations.

The definition of organisation development emphasises the fact that the application of organisation development needs the buy-in and ownership of workers throughout the organisation. Further, to be effective top-management and workers should support organisation development. In addition to this, the organisation development discipline is also built on a democratic value system that asserts the sanctity of the individual, the right of people to be free from arbitrary misuse of power and the need for justice through the rule of law

process. Organisation development takes a developmental view that seeks the betterment of both the individuals and the organisation, and attempting to create a win-win situation is standard practice in organisation development programmes.

In view of the aforementioned, it can be concluded that acceptance of the organisation development discipline by management and employees could contribute to its full application potential within organisations. Therefore greater exposure or access of both employees and management to participate in organisation development programmes will result in the establishment of greater ownership amongst the employees and management that will ultimately contribute to the more successful implementation of organisation development interventions. The decentralisation of the organisation development function within an organisation will thus enhance greater access or exposure of employees and management to the organisation development unit.

Since 1951 organisation development has been practised in the South African Public Service. The contribution of organisation development to good governance is highly regarded in the South African Public Service, and for this reason certain South African legislation, regulations and prescripts prescribe specific organisation development interventions to ensure effective and efficient public service delivery. Examples are strategic planning and structural and technical interventions. The specific legislation, regulations and prescripts that directly impact on organisation development and the related decision-making authority and accountability to manage organisation development interventions in the South African Public Service, will be discussed in the following chapter.

CHAPTER THREE

LEGISLATIVE FRAMEWORK THAT IMPACTS ON THE ORGANISATION DEVELOPMENT FUNCTION IN THE SOUTH AFRICAN PUBLIC SERVICE

3.1 Introduction

Whereas the previous chapter provided the theoretical grounding in respect of the nature, scope and underlying concepts of organisation development, this chapter deals with the relevant legislation, regulations, the white paper and new public management framework that directly impact on the organisation development function within the South African Public Service.

The South African Public Service has been radically transformed since 1994. The commitment of the South African government to the transformation of the South African Public Service is cast in specific legislation, regulations and prescripts. The purpose of this chapter will be to identify and to describe briefly the relevant sections of the legislation, regulations and prescripts that determine the accountability and authority for decision-making regarding organisation development interventions within the public service. The section will conclude by identifying the specific aspects that are informed by a centralised or decentralised decision-making process as guided by the relevant legislation, regulations and prescripts within the public service.

3.2 The broad mandate within which the organisation development function operates

The South African Public Service functions and executes service delivery within a legislative framework and certain directives. This specific legislative

framework and directives that impact on the organisation development discipline, is contained in the following table:

Table 3-1: The new public administrative and legislative framework that impacts on the organisation development discipline

Legislation or directive	Act number and year
1. The Constitution of the Republic,1996	Act 108 of 1996
2. The Public Service Act,1999	Act 103 of 1999
3. The Public Service Regulations, 2001	
4. The Public Finance Management Act, 1999	Act 1 of 1999
5. *White Paper on the Transformation of the Public Service Delivery, 1998	Notice 148 of 1998

Note: * The white paper has no legal status, but serves as broad policy background.
The white paper becomes mandatory when included as prescript in legislation/regulation.

The appropriate legislation, regulations and prescripts that impact on the organisation development discipline will be discussed individually in the sections below.

3.2.1 Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa, 1996, Act 108 of 1996 (hereafter the "constitution") is the supreme law of South Africa. Chapter 10 of the constitution addresses the basic values and principles that govern the South African Public Administration. According to Chapter 10, Section 195 (1) of the constitution, democratic values and principles should govern the South African Public Service. Table 3-2 contains the specific values and principles that should govern the South African Public Service.

Table 3-2: Values and principles that govern the South African Public Administration

Constitution of the Republic of South Africa, 1996	Values and Principles
Section 195 (1)	(a) Democratic values and principles should govern the South African Public Administration. (b) High standard of professional ethics should be promoted and maintained. (c) Efficient, economic and effective use of resources should be promoted. (d) The South African Public Administration should be development-oriented. (e) Services should be provided impartially, fairly, equitably and without bias. (f) The South African Public Administration should respond to the needs of the people. (g) The public should be encouraged to participate in the policy-making process of the South African Public Administration. (h) Public Administration should be accountable. (i) Good human-resource management and career-development practices, to maximise human potential, should be cultivated.
Section 197 (1)	(a) Within the Public Administration there should be a Public Service for the Republic. (b) The South African Public Service must function and be structured in terms of national legislation. (c) The South African Public Service must loyally execute the lawful policies of the government of the day.

Source: South Africa. 1996

The values stated in the constitution also underpin the humanistic, optimistic and democratic values that relate to the organisation development discipline. Organisation development practitioners should also advocate these values that implicate different and better ways to run organisations and to deal with people. Derived from the aforementioned values and principles, it can be said that the constitution directly mandates the South African public service to execute loyally lawful policies of the government of the day. In addition, the constitution indirectly mandates the application of the organisation development discipline within the South African Public Service as a management tool to ensure optimal and quality service delivery to the public of South Africa.

The Public Service Act, 1994, 103 of 1994 promotes the will of the Constitution of the Republic of South Africa that ensures the loyal execution of the lawful policies

of the government of the day. The Public Service Act, 1994 provides for the organisation and administration of the South African Public Service. This organisation and administrative aspects impact on the organisation development discipline and will be discussed in the following section.

3.2.2 Public Service Act, 1994

The Public Service Act, 1994 has particular relevance to the functions of the premier and the head of the Provincial Administration. The premier is the political head of the Provincial Administration and the director-general is the administrative head of the Provincial Administration. The sections of the Public Service Act, 1994 that foster an impact on the organisation development discipline within the South African Public Service are identified in table 3-3.

Table 3-3: Delegations i.r.o the Public Service Act, 1994, relevant to organisation development

Power/Duty Being Delegated		Level of authority	Post level being delegated
Section	**Description**		
3 (a)	(a) Establish or abolish any department of the provincial administration concerned. (b) Allocate functions to, or abolish functions of provincial departments. (c) Transfer functions between the provincial departments of the specific province.	PREMIER	PREMIER
7 (3) (c)	a) The secretary of the Executive Council of the province concerned. b) Responsible for intergovernmental relations between the relevant provincial administration and other provincial administrations as well as national departments. c) Responsible for the intergovernmental co-operation between the relevant provincial administration and its various provincial departments, including the co-ordination of their actions and legislation d) Responsible for the giving of strategic direction on any matter referred to in section3 (2) (a). The matters included in section 3 (2) (a) are the following: i) the functions of, and organisational arrangements in the public service; ii) employment and other personnel practices, including the promotion of broad representativeness as well as human resource management and training in the public service; iii) the salaries and other conditions of service of officers and employees; iv) labour relations in the public service; v) information management and information technology in the public service, and	DIRECTOR-GENERAL	DIRECTOR-GENERAL

| | vi) public service transformation and reform. | | |
| 7(3) (d) | The Director-General may exercise no power or perform no duty that is entrusted or assigned under the Public Service Act or any other Law, to the head of a provincial department. | | |

Source: South Africa, 1994

According to Section 3 (a) of the Public Service Act, 1994, the premier of a specific province has the authority to establish or abolish any of his or her provincial departments. In addition, the premier may also allocate functions to, or abolish functions of provincial departments, and transfer functions between departments within his or her specific province.

Further to the above, Chapter III, Section 7 (3) (c) of the Public Service Act, 1994, entrusts or assigns specific powers or duties to the administrative head of a Provincial Administration. The specific powers, duties and responsibilities of a director-general include:

- the director-general acts as secretary to the Executive Council of the province concerned;
- the director-general is responsible for intergovernmental relations between the relevant provincial administration, other provincial administrations and national departments;
- the director-general is responsible for intergovernmental co-operation between the relevant provincial administration and its various provincial departments, including the co-ordination of their actions and legislation;
- subject to the provisions of section 7 (3) (d) of the Public Service Act, 1994, the director-general is also responsible for the giving of strategic direction to the provincial administration as a whole, and
- however, according to Section 7(3) (d) of the Public Service Act, 1994, the director-general may exercise no power or perform no duty that is entrusted or assigned under the Public Service Act, 1994 or any other law, to a head of a provincial department. The Department of Health, responsible for health matters within a specific province, is an example of a provincial department.

Structural and strategic interventions form an integrated part of the organisation development function. For this reason, organisation development informs on the

advice to the premier via the director- general in respect of macro-restructuring. In addition, organisation development further assists the director-general in the facilitation of strategic planning processes to ensure the accomplishment of a uniform strategic direction for the province.

The Public Service Regulations, 2001, give effect to the Public Service Act, 1994 by allocating specific responsibilities and accountabilities to the executing authority and heads of provincial departments. In the following section the author will discuss the relevant sections of Public Service Regulations, 2001 that impact on the organisation development discipline within the South African Public Service.

3.2.3 Public Service Regulations, 2001

The Public Service Regulations, 2001 allocate a number of powers and duties to the executing authority or member of the executive council (MEC) and head of a provincial department that have direct bearing on the organisation development discipline. The executing authority is the political head of a provincial department.

Part III of the Public Service Regulations, 2001 relates to planning and work organisation and is particularly relevant to the application of the organisation development discipline. The sections of the Public Service Regulations, 2001 that foster an impact on the organisation development discipline within the South African Public Service, is contained in the following table.

Table 3-4: Delegation in respect of the Public Service Regulations, 2001 relevant to organisation development

Power/duty being delegated		Level of authority	Post level being delegated to
Regulation	**Topic**		

A	**Principles:**
	
	a) Provide services with best value for money by -
	  i) setting measurable objectives for the department;
	  ii) optimally using the department's human and other resources;
	  iii) apply fair labour practices, and
	  iv) plan to execute functions with an efficient and effective internal organisation and well-developed human resources.
	
	Permit oversight by publishing annual reports containing key information of the department.		

B
 	
B.1
 	
B.2
	Strategic planning
	
	Prepares a strategic plan for her or his department.
	
	  (a) Determines the department's organisational structure in terms of its core and support functions;
	  (b) Grades proposed new jobs according to the job evaluation system;
	  (c) Define the post necessary to perform the relevant functions, which will constitute the concerned provincial department's approved establishment, and
	
	  (d) Utilise the human resource plan described in regulation IIID to meet the resulting human resources.
		MEC	HOD

B3.	Promotes the efficient, economic and effective use of resources to improve the functioning of the department.	HOD	HOD

C
 	
C.1
	Service delivery improvement programme
	
	Establishes and sustain a service delivery improvement programme that focuses on the following, namely-
	
	  i) specifying the main services to be provided to the different types of actual and potential customers;
	  ii) containing consultation arrangements with the department's actual and potential, customers;
	  iii) with due regard to the customers means of access to the services and the barriers to increase access thereof, specifying the mechanisms or strategies to be utilised progressively to remove the barriers so that access to services is increased;
	  iv) indicating standards for the main services provided;
	  v) containing arrangements as to how information about the departments services are provided, and
	  vi) stipulating a system or mechanisms for complaints.
		MEC	HOD

D.1	**Human resource planning** Assess the human resources required to perform the departments functions with particular reference to: i) the number of employees required; ii) the competencies which those employees should possess, and iii) the capacities (whether permanent or temporary) in which the employees are appointed.	MEC	HOD
E	**Information resource planning** i) an information plan for the department that supports the planning process and objectives as contemplated in Part III B.1; ii) an information technology plan that supports the information plan, and iii) an operational plan that enables the implementation of the information technology plan and information management.	HOD	Departmental senior management
F F.1	**Creation and filling of posts** Before creating a post for any newly-defined job, or filling a vacancy – (a) confirm that the post is required to perform the department's objective; (b) in the case of a newly defined job, evaluate the job in terms of the job evaluation system; (c) in the case of a vacant post linked to grade 9 or higher, evaluate the job unless the specific job has been evaluated previously, and (d) ensure that sufficient budgeted funds including funds for the remaining period of MTEF, are available for the filling of the post.	MEC	HOD
G	**Additional employment** Employment of persons additional to the approved establishment under the prescribed conditions.	MEC	HOD
H	**Transfer of functions between departments** The following aspects need to take place if functions are transferred, namely- i) the relinquishing department transfer all concomitant resources, including personnel, to the receiving department; ii) the recipient department co-ordinates the transfer; iii) the recipient department accepts accountability for the functions on the date of transfer; iv) the accounting officer of the relinquishing department retains accountability for matters originating prior to the date of transfer; v) the transfer of personnel takes place with due regard to the requirements of the Labour Relations Act, and vi) the transfer of funds take place in accordance with the requirements of paragraph 6.5 of the treasury regulations.	Premier of concerned province or National Minister of Public Service Administration	Premier of province concerned

I	Job descriptions, job titles and CORE		
I.1	Establish a job description and job title for each post or group of posts that indicate the following: i) the main objectives of the post or posts in question; ii) the inherent requirements of the job, and iii) the requirements for promotion or progression to the next salary range, in accordance with a relevant career path.	MEC	HOD
I.2	At least every three years review job descriptions and title.	HOD	HOD
I.3	The job design and/or career path linked to the salary scale as determined by- a) a code of remuneration (CORE) for an occupational category, and b) an occupational classification system.	HOD	HOD

Source: South Africa, 2001.

According to Part III A of the Public Service Regulations, 2001 the executing authority sets measurable objectives for his or her provincial department, optimally utilises the department's human and other resources and applies fair labour practices in order to provide services with best value for money. The aforementioned should be endeavoured within available funds and should be based on the government's service delivery objectives and mandates. The executing authority also plans to execute the functions through an efficient and effective internal organisation and by means of well-developed human resources.

In addition to the aforementioned and to permit review by the legislator and public, the executing authority should publish an annual report giving key information of the provincial department. This key information includes *inter alia* information such as planning, service delivery, organisation, job evaluation, remuneration, benefits, personnel expenditure, affirmative action, recruitment, promotion, termination of services, performance, management skills development, injury on duty, labour relations, leave and discharge due to ill-health. The Minister of Public Service and Administration determines which key information should be made available

The provincial department management is committed to execute their specific line functions as mandated by schedule 4, part A, and schedule 5, part A of the Constitution of the Republic of South Africa, 1996. Consequently line managers, including the heads of departments and their executing authorities, cannot always fully apply themselves to the demands in respect of the relevant legislation and other directives. Given this, organisation development practitioners are employed to assist departmental management with the execution of the majority of the responsibilities relating to planning and work organising as prescribed by the Public Service Regulations, 2001. The scope of the specific duties identified within this section relating to the Public Service Regulations, 2001 forms part of the key performance areas of organisation development.

The Public Service Act, 1994 and the related Public Service Regulations, 2001 deal *inter alia* with the duties and responsibilities of the Premier, the executing authority, the head of the Provincial Administration (director-general) and the heads of provincial departments. In addition to the duties and responsibilities as contained in the mentioned legislation and regulations, the Public Finance Management Act, 1999, Act 1 of 1999 addresses the accountability for good governance. The author discusses the relevant section of the Public Finance Management Act, 1999 in paragraph 3.2.4.

3.2.4 Public Finance Management Act, 1999

The Public Finance Management Act, 1999 promotes the objective of good financial management in the public service, in order to maximise service delivery through the efficient, effective, economical and transparent use of limited resources. The Public Finance Management Act, 1999 enables public sector managers to manage their functions and employees, and at the same time it also enables them to be more accountable. Chapter 5, section 38 (1) (b) of the Public Finance Management Act, 1999 places, among others, the broad responsibility on the accounting officer (a Head of Department) for the effective, efficient, economical and transparent use of the resources of the department concerned.

In view of the transformation of the South African Public Service and the broad guidelines that impact on the organisation development discipline and the **how** in respect of public service delivery, the author will discuss the White Paper on the Transformation of Public Service Delivery, 1998 below:

3.2.5 White Paper on Transformation in Public Service Delivery, 1998

The white paper on the transformation of the public service (here after called *Batho Pele*), published on 30 January 1998, sets out eight transformation priorities, amongst which transforming service delivery is the key priority. This is because a transformed South African public service will be judged by one criterion above all, namely its effectiveness in delivering services that meet the basic needs of all South African citizens. Improving service delivery is therefore the ultimate goal of the public service transformation programme.

The purpose of *Batho Pele* is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. *Batho Pele* is primarily about *how* public services are provided, and specifically about improving the efficiency and effectiveness of the way in which services are delivered.

According to *Batho Pele* the introduction of a service delivery improvement programme cannot be achieved in isolation from other fundamental management changes within the public service. It should be part of a fundamental shift of culture whereby public servants see themselves first and foremost as servants of the citizens of South Africa, where the public service is managed with service to the public as its primary goal.

Improved service delivery cannot only be implemented by issuing circulars. It is not only about rulebooks and prescripts, because it is not simply an administrative activity. It is a dynamic process out of which a completely new relationship is developed, between the public service and its individual clients, e.g. the deliverer of services and the receiver of services.

To implement a service delivery programme successfully, public service managers require new management tools. *Batho Pele* broadly identifies these tools of the new public service management as the assignment of responsibilities for delivering specific results for a specified level of resources and for obtaining value for money in the use of those resources by individual managers. This implies, according to *Batho Pele,* the delegation of managerial responsibility for decisions about how resources are used. It delegates managerial responsibility and authority to the lowest possible management level within the organisation and is transparent about the results achieved and resources consumed.

According to *Batho Pele,* the public service is also seen as still operating within over-centralised, hierarchical and rule-bound systems inherited from the previous dispensation. The aforementioned approach makes it difficult to hold individuals accountable because decision-making is diffused. Individuals are focused on inputs rather than on outcomes; value for money is not encouraged; innovation and creativity is not rewarded, and uniformity above effectiveness and responsiveness is rewarded. This approach encourages inward-looking, inflexible attitudes, which are at odds with the vision of a public service whose highest aim is service to the people.

The new legislative and administrative public services management framework empowers provincial administrations to develop their own unique human resource and work organisation policy frameworks and practices autonomously within the broader scope provided for in the Public Service Regulations, 2001. The Public Service Act, 1994 and the Public Service Regulations, 2001 set forth minimum requirements in the form of values, principles and specific measures, as entrenched in the Constitution of the Republic of South Africa, 1996.

The new management framework assists departments to become more client-focused by removing barriers that were previously perceived as being restrictive for effective and efficient service delivery. It decentralises powers to executing authorities, heads of department and line managers to accept responsibility to

manage their own resources. The new management framework represents a shift from a rule-bound to a result-oriented culture.

3.3 Implications of the relevant legislation on the management of the organisation development function

The relevant legislation and directives as contained in this chapter address the duties, responsibility and the accountability in respect of strategic, structural and work organisational aspects in the South African Public Service. In this section the author will compare relevant organisation development intervention types and will indicate how the public legislative framework impacts the decision-making, for example centralised or decentralised decision-making process.

At this stage it is necessary to establish a mutual understanding in respect of what centralisation and decentralisation entails. Quible (2000:26-27) stated that *centralisation* involves placing related activities under the jurisdiction of one person. The activities may be performed centrally, or in several locations. The former arrangement is known as *centralised control over centralised operations.* The latter is known as *centralised control over decentralised operations.* According to Smith and Cronje, (1992:196) *decentralisation* refers to the delegated rights of managers to make decisions without the approval of managers higher up. In other words, it refers to the degree of power and authority delegated throughout the organisation of middle and lower-managers. *Decentralisation* thus refers to a level of delegated authority.

The Department of the Provincial Administration of the Western Cape (PAWC) is responsible to render transverse functions, for example organisation development and legal services, to all the other provincial departments, on behalf of the Western Cape Provincial Administration. The Premier or the Director-general makes the decisions that influence the Western Cape Provincial Administration on a strategic and macro-level. Further to this, Heads of Provincial Departments make micro-decisions that impact on their respective departments.

From this it can be concluded that the Premier and the Director-general operate from a centralised level, whilst the Heads of Provincial Departments operate on a decentralised level within the Western Cape Provincial Administration.

Table 2.4 on pages 25 to 27 of this report, contains most types of organisation development interventions that are commonly applied to address specific organisational problems. Table 3-5 below is based on the contents of table 2-4, but it only reflects those types of interventions that are prescribed in the new public service administrative and legislative framework.

Table 3-5: Centralisation *versus* decentralisation decision-making relating to organisation development interventions

Type of intervention	Directives for organisation development interventions	Decision-making level	
		Centralise	**Decentralise**
Structural change	Establish or abolish any department of the provincial administration concerned.	x	
	Allocate functions to, or abolish provincial departments.	x	
	Transfer functions between the provincial departments of the specific province.	x	
Macro strategic planning	Responsible for the giving of strategic direction on any matter referred to in section 3 (2) (a). The matters included in section 3 (2) (a) are the following:	x	
Structural change	the functions of, and organisational arrangements in, the public service;	x	
People policy and development	employment and other personnel practices, including the promotion of broad representitivity as well as human resource management and training, in the public service;	x	
Job evaluation	the salaries and other conditions of service of officers and employees, and	x	
Cultural transformation	public service transformation and reform.	x	

Micro strategic planning	Prepare a strategic plan for her or his department.		X
Micro-structural change	Determine the department's organisational structure in terms of its core and support functions.		X
Job evaluation	Grade proposed new jobs according to the job evaluation system;		X
Staff establishment	Define the post necessary to perform the relevant functions, which will constitute the concerned provincial department's approved establishment, and		X
Underlying principle of OD	Promote the efficient, economic and effective use of resources to improve the functioning of the department.	X	X
Customer-service development	Establish and sustain a service delivery improvement programme that focuses on the following, namely-		X
Customer-service development	Specifying the main services to be provided to the different types of actual and potential customers, and		X
Customer-service development	Containing consultation arrangements with the departments actual and potential customers.		X
Customer-service development	With due regard to the customers' means of access to the services and the barriers to increase access thereof, specifying the mechanisms or strategies to be utilised progressively to remove the barriers so that access to services is increased.		X
Quality and production systems	Indicate standards for the main services provided;		X
Procedure manuals	Contain arrangements as to how information about the departments services are provided, and		X
Customer-service development	Stipulate a system or mechanisms for complaints.		X
Socio-technical systems	An information plan for the department that supports the planning process and objectives as contemplated in Part III B.1.		X
Socio-technical systems	An information technology plan that supports the information plan, and		X
Socio-technical systems	An operational plan that enables the implementation of the information technology plan and information management.		X

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Staff establishment Job design and evaluation Job evaluation	Before creating a post for any newly defined job, or filling a vacancy – Confirm that the post is required to perform the Department's objective; in the case of a newly-defined job, evaluate the job in terms of the job evaluation system, and in the case of a vacant post linked to grade 9 or higher, evaluate the job unless the specific job has been evaluated previously.		X X X
Staff establishment Job design Staff establishment	Assess the human resources required to perform the department's functions with particular reference to: the number of employees required; the competencies which those employees must possess, and the capacities (whether permanent or temporary) in which the employees are appointed.		X X X
Inter-organisation development	Transfer of functions between departments The following aspects need to take place if functions are transferred, namely: the relinquishing department transfers all concomitant resources, including personnel, to the receiving department; the recipient department co-ordinates the transfer; the recipient department accepts accountability for the functions on the date of transfer; the accounting officer of the relinquishing department retains accountability for matters originating prior to the date of transfer; the transfer of personnel takes place with due regard of the requirements of the Labour Relations Act, and the transfer of funds takes place in accordance with the requirements of paragraph 6.5 of the treasury regulations.		X X X X X X
Job descriptions Job description Job description Job evaluation Job design Job design	Establish a job description and job title for each post or group of posts that indicate the following: the main objectives of the post or posts in question; the inherent requirements of the job, and the requirements for promotion or progression to the next salary range, in accordance with a relevant career path. At least every three years review job descriptions and title. The job design and or career path linked to the salary scale as determined by- A code of remuneration (CORE) for an occupational category and an occupational classification system.		X X X X X X

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In the light of abovementioned public service decision-making framework, decisions in respect of macro-organisation issues and strategic direction are vested in the Premier and the Director-general. In addition to the aforementioned, the head of the provincial department and executing authority are responsible for decision-making in respect of service delivery improvement initiatives for their departments. If such decisions bring about additional expenditure, approval of the Cabinet is required. Consequently, each head of department is held accountable to acquire Cabinet's approval to implement organisation development interventions within his or her respective department.

Further to the above, Section 38 (1) (b) of the Public Finance Management Act, 1999 places, among others, the broad responsibility for the effective, efficient, economical and transparent use of the resources of the department on accounting officers (heads of department). According to Section 7(3) (d) of the Public Service Act, 1994 the head of a Provincial Administration (director-general) may exercise no power or perform no duties that are entrusted or assigned under the Public Service Act, 1994 or any other law to the head of a provincial department.

Current arrangements, as set out in the interim delegations in terms of the Public Services Act, 1994 (as approved by Cabinet), provide for the delegation of the majority of the above powers and duties to heads of provincial departments. Of particular importance is the exception in respect of the creation/abolishment of management echelon posts, which has not been delegated. A further condition in respect of organisational matters, are that all purposes and functions should be formulated in accordance with accepted organisation development principles.

It can be concluded that the responsibility, accountability and decision-making authority in respect of the identified organisation development-related interventions are devolved to the provincial departments and that the Provincial Administration Head e.g. Premier and Director-general, can only intervene on a macro and strategic level. The discussed legislation holds great opportunity for the organisation development function within the public service. It is left to those

managers and leaders within the organisation development field to embrace the opportunity to ensure that the function lives up to its full potential.

3.4   Summary

The commitment of the Government to the transformation of the public service and to improve service delivery are enshrined in the principles, powers, and duties as contained in the above legislation and regulations. The Public Service Act, 1994 and the Public Service Regulations, 2001 promote a distinctive two-tier approach in respect of the management and decision-making process within the South African Public Service. Firstly it acknowledged the importance to plan and macro-organise the Provincial Administrations strategically, for example the Western Cape Provincial Administration. Secondly it acknowledges micro-strategic planning and organises provincial departments, for example the provincial Department of Health.

The new public service administrative and legislative framework assists provincial departments to be more client-focused by removing barriers that are perceived as being restrictive for effective and efficient service delivery. The new public service administrative and legislative framework decentralises powers to executing authorities, heads of provincial departments and line managers to accept responsibility to manage their own resources. Derived from the new public service administrative and legislative framework as analysed in this chapter, it is fair to say that a decentralised approach to the application of the organisation development discipline within public service is confirmed.

In Chapter 2 a decentralisation approach in the application of the organisation development discipline based on the democratic and humanistic values system, definition and underlying concepts in respect of organisation development, was confirmed. Chapter 3 echoes the new public service administrative and legislative framework relating to organisation development and the decentralised application of organisation development .

In view of the aforementioned, the author will discuss the current reality relating to the organisational and work arrangements in respect of the organisation development function within the Western Cape Provincial Administration. The next chapter reflects upon the current operations of organisation development within the Western Cape Provincial Administration in relation to the theoretical grounding and the new public administrative and legislative framework ultimately to make a judgement-call on the findings of the research project.

CHAPTER FOUR

THE DEVELOPMENT AND CURRENT REALITY IN RESPECT OF ORGANISATION DEVELOPMENT IN THE WESTERN CAPE PROVINCIAL ADMINISTRATION

4.1 Introduction

In the preceding chapter the new public administrative and legislative framework that impacts upon the responsibility and accountability in respect of public service work organisation and service delivery improvement, was discussed. The new public administrative and legislative framework directly impacts on the responsibilities and decision-making authority in respect of organisation development.

The purpose of this chapter is to explain the current reality regarding organisational and work arrangements in respect of the organisation development discipline within the Western Cape Provincial Administration. In addition to this, the author will reflect on the current reality of organisation development in relation to the theoretical and legislative aspects to ultimately evaluate the finding of the research project.

4.2 Background on the organisation development function within the Western Cape Provincial Administration.

According to Kleuver (1976:9) the work-study discipline originated during 1951 within the South African Public Service. The Fourteenth Yearly Report stated that *... met 'n proefneming begin is om 'n doeltreffender soort inspeksie te ontwikkel...* with the purpose... om metodes, werkswyses en organisasies grondig te ondersoek met die oog op die uitskakeling van onnodige omslagtigheid en die vereenvoudiging van metodes om te verseker dat die doeltrefendste gebruik gemaak word van die beperkte arbeidskragte wat tot die Staat se beskikking is vir die uitvoering van sy verskillende funksies...*

The trial run, as mentioned above, led to a new era that allocated Public Service Inspectors to government departments in order to improve work methods and work organisation. Steyn (1988:166) stated that this development was the beginning of decentralised work-study work teams in the South African Public Service. Since 1956 an organisation and method course was presented for public service officials, and during that year the first work-study team was introduced in the then Provincial Administration of Cape of Good Hope.

Before 1994 the public services in South Africa rendered their services along racial lines. Separate public administrations existed that rendered public services to specific population groups. For example, in the Western Cape, the House of Assembly rendered services to the white population, the House of Representatives rendered services to the coloured population, the House of Delegates rendered services to the Indian population and the Cape Provincial Administration rendered services to the black population.

The new post-1994 political dispensation in South Africa led to the amalgamation of the previous apartheid era public administrations into a single Western Cape Provincial Administration. The previous administrations each had its own organisation development function, previously known as work-study in the public service that amalgamated into a single component that rendered a uniform service to all provincial departments of the Western Cape Provincial Administration. In essence the Directorate Organisation Development was reaffirmed as a result of a special investigations cabinet appointment, project 13/1998 within the Western Cape Provincial Administration. Hence the above, short background, and to ensure further understanding, the author will describe the organisational placement of the organisation development function within the Western Cape Provincial Administration in section 4.3.

4.3. Organisational placement of the organisation development function

The *Western Cape Provincial Administration* refers to the provincial administration within this province as a whole whilst *Provincial Administration Western Cape* refers to a single provincial department within the Western Cape Provincial Administration. The Western Cape Provincial Administration consist of thirteen provincial departments, namely-

- Provincial Administration of the Western Cape,
- Education,
- Health,
- Social Services and Poverty Alleviation,
- Transport and Public Works,
- Economic Development and Tourism,
- Cultural Affairs and Sport,
- Housing,
- Local Government,
- Environmental Affairs and Development Planning,
- Community Safety, Agriculture, and
- Finance.

The organisational chart on the following page contains the macro-organisational structure of the Western Cape Provincial Administration.

Figure 4-1: Organisational placement of the organisation development function within the Western Cape Provincial Administration

South Africa, 2002c.

The Department Provincial Administration Western Cape consists of three branches namely-

- Inter-governmental Affairs and Technology,

- Legal Services, and

- Corporate Services.

The organisation development function forms the primary focus of this research project and for this reason the author will continue to focus on the organisational placement of organisation development. The Branch: Corporate Services consists of-

- the Chief Directorate Human Resource Management,

- the Chief Directorate Provincial Training, and

- the Chief Directorate Operational Support.

The Chief Directorate Operational Support is further sub-divided into-

- the Directorate Support Services,

- the Directorate Communication, and

- the Directorate Organisation Development.

The Directorate Organisation Development operates on the fifth hierarchical level of the Western Cape Provincial Administration, from where the organisation development function is rendered to all provincial departments within this province. The aforementioned macro-description reflects on the organisational placement of the organisation development function within the Western Cape Provincial Administration.
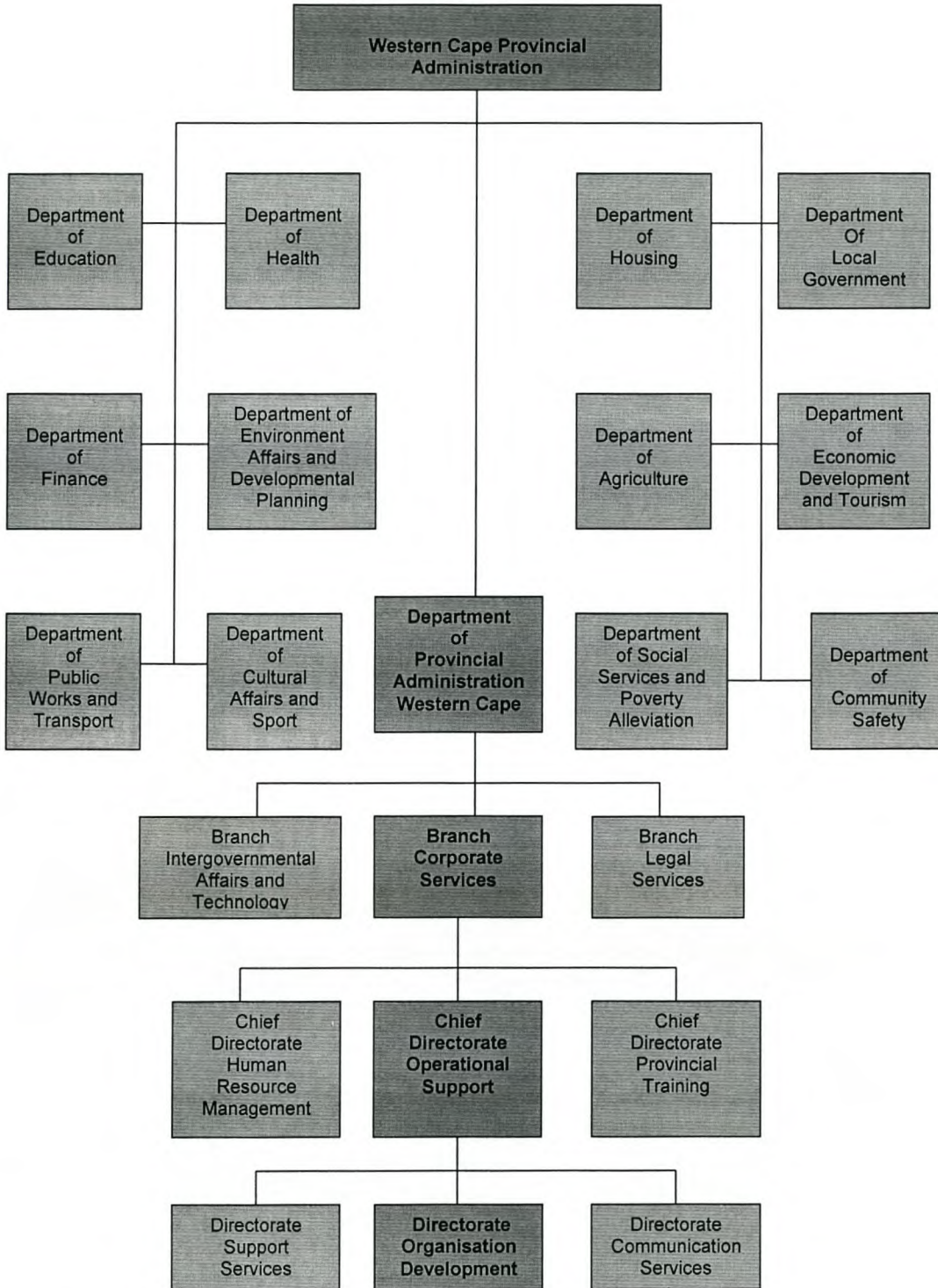

The organisation development function within the Western Cape Provincial Administration is organisationally placed in the department of the Provincial Administration Western Cape. The Premier is the executing authority and the Director-general is the head of the department and the accounting officer of the Department of the Provincial Administration Western Cape. In addition, the Premier is also the political head and the Director-general the administrative

head of the Western Cape Provincial Administration. The following diagram demonstrates the dual role of the Premier and the Director-general:

Figure 4-2: Role clarification of premier, provincial ministers, director-general and other heads of departments
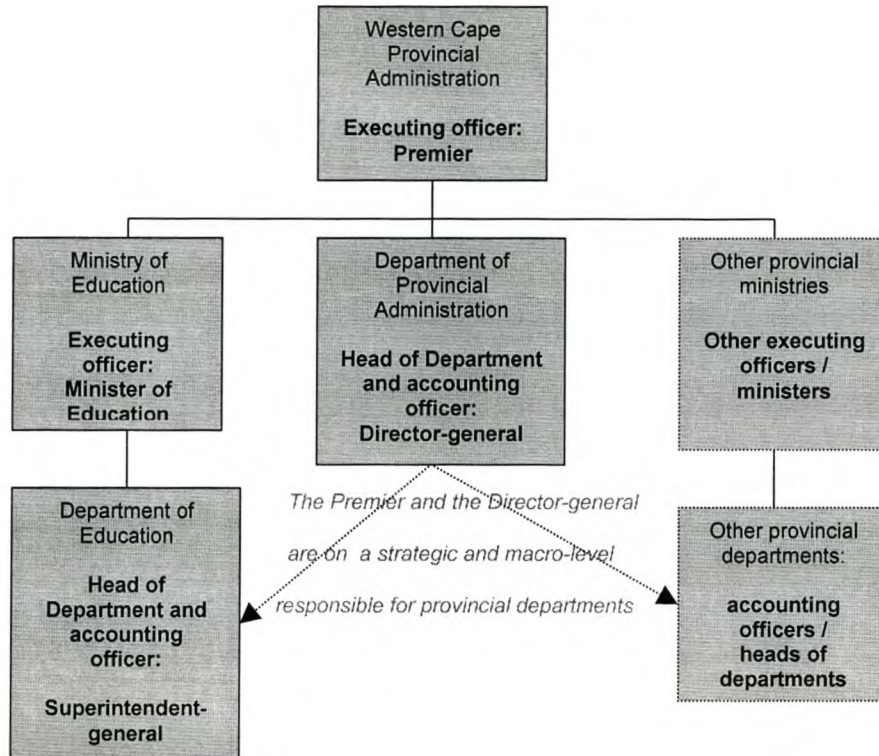
According to the Public Service Act, 1994 and the Public Service Regulations, 2001, as described in the previous chapter, the premier is *inter alia* responsible for macro-structuring whilst the director-general is *inter alia* on strategic level responsible for the Western Cape Provincial Administration as a whole.

In addition to the aforementioned, the author will continue by looking at the micro-work organising of the organisation development unit. During the next section the purpose, functions, staff establishment, key performance areas per post level and human resource allocation will be described.

4.4   Purpose and functions of organisation development

The Constitution of the Republic of South Africa, 1996, the Public Service Act, 1994 and the Public Service Regulations, 2001 indirectly mandate the organisation development function as a line management tool to improve service delivery within the public service. The primarily reason for the existence of the organisation development function within the Western Cape Provincial Administration is therefore to operate as a management support function.

In the light of the aforementioned, the purpose and functions of the Directorate Organisation Development were determined to focus optimally on improving the services to the betterment of the administration, employees and the public. The purpose and functions of the Directorate Organisation Development as contained in their Strategic Management Framework dated 1 April 2002, read as follows ...to *render a comprehensive organisation development service...*

This purpose confirms that the Directorate is ultimately responsible for executing the organisation development function. The following functions as contained in the Organisation Development Policy Framework dated 16 November 2000 support the purpose of the Directorate Organisation Development namely-

- efficiency interventions;
- job evaluation;
- optimisation of management and operational processes;
- facilitation/advising on organisation and development;
- project management, and
- advice on organisation and staff establishment.

Through abovementioned purpose and functions the Directorate Organisation Development contributes primarily to the improvement of public service delivery by enabling provincial departments. For this reason jobs were designed to ensure the optimal utilisation of staff and effective and efficient execution of the organisation development responsibilities. The generic job description per post level, namely *organisation development (OD) practitioner, chief organisation development practitioner, deputy-director and director* contained the following key performance areas for each post:

Table 4-1: Key performance areas per post level for organisation development posts.

Designation	Post level	Key performance areas
Organisation development practitioner	7/8	• Forms design • Basic work measurement • Procedure and method studies • Develops functional organisational structures • Compiles job descriptions • Conducts job evaluation investigations • Independently executes OD investigations • Writes reports
Chief Organisation development practitioner	10	• System development and analysis • Facilitates group problem-solving/strategic planning • Develops norms and standards for jobs • Develops career structures • Drives productivity and organisation development programmes • Project leader for large multi-disciplinary investigations • Training and development of staff • Manages OD staff up to level 8 • Complex investigation • Complex consultations with role-players • Evaluate organisational, staff establishment and job evaluation matters
Deputy director	12	• Develops organisation development strategies and ensure implementation • Monitors and evaluates policy/programme development and implementation • High-level technical and management advice • Research and development of best practice • Measurement of organisational performance • Client manager for dedicated departments in respect of OD matters • Manages service delivery improvement and organisation development Programmes • Marketing of OD function • Represents OD at portfolio meetings • Manages subordinates
Director	13	• Organises all activities in such a way that all organisational goals are achieved in the most effective manner including the redirecting of resources if required • Effective provisioning and utilisation of resources and the application of fair labour practices in order to achieve organisational goals • Represents the department at high-level committees • Determines all types of policy in the organisation in his/her power of authority • Formulates strategic policies that will enable OD to fulfil its role in delivering a service to the clients • Determines the most effective work procedures and methods to achieve organisational goals • Compiles budget and manages personnel activities responsible for but within budgetary constrains

Source: South Africa. 2000.

The existing human resource complement of the Directorate Organisation Development's, consists of twenty-nine (29) organisation development practitioners, eleven (11) chief organisation development practitioners, five (5) deputy directors, and one (1) director to ensure the execution of the key performance areas as mentioned. In addition, the housekeeping or support unit consists of a messenger, administration clerk and a secretary.

The preceding paragraphs reflect broadly on the current reality in respect of the organisation development function. In the next section the author will describe the functioning and decision-making processes that currently apply in respect of the organisation development function within the Western Cape Provincial Administration.

4.5 Functioning of the directorate organisation development discipline

The Directorate Organisation Development renders a comprehensive organisation development service to the thirteen (13) provincial departments. In addition to the dedicated organisation development practitioners per provincial department, the micro-structure of the Directorate Organisation Development also provides for a separate transversal team that is responsible for research and development regarding the organisation development function. In addition to this, a transversal job evaluation unit also exists to deal transversally with the job evaluation aspect.

As previously mentioned in this chapter, this directorate is organisationally placed under the Branch Corporate Services. All the organisation development practitioners operate from a central location in the Legislator Building in Wale Street, Cape Town. The actual organisation development practitioners are divided per provincial department, transversal unit and the job evaluation as indicated in the following table:

Table 4-2: Existing human resource allocation per organisation development work team

| Description | Work team arrangements | | | Total |
	Deputy director	Chief organisation development practitioner	Organisation development practitioner	
1. Health	1	3	6	10
2. Agriculture			1	
3. Economic Development and Tourism			1	
4. Transport and Public Works	1	2	1	7
5. Community Safety			1	
6. Cultural Affairs and Sport			1	
7. Environmental Affairs and Development Planning		1	1	
8. Housing	1		1	9
9. Local Government			1	
10. Social Services and Poverty Alleviation		1	2	

11. Education			4	
12. Finance			1	
13. Provincial Administration: Western Cape (PAWC)	1	2	2	11
Transversal (research and development)			1	
Job evaluation unit	1	2	5	8

TOTAL	45

A client manager on the level of deputy director is assigned to one or more provincial departments. The aforementioned table contains the respective provincial department clustering per client manager or deputy director. For example, the Department of Health is allocated to one client manager whilst the Departments of Education, Finance, PAWC and the transversal unit are allocated to another client manager and so forth. The client manager is the first point of contact between the Directorate Organisation Development and his/her specific provincial department/s.

The chief organisation development practitioners, except three (3) chief organisation development practitioners dedicated to the Health Department, are dedicated to one or more provincial department/s. Furthermore the organisation development practitioners function in a single provincial department. The officials concerned are however not physically located in provincial department/s, but operate from a single premise, namely the Legislator Building in Cape Town.

The number of officials dedicated per department is determined by the Director: Organisation Development, in consultation with the head of the relevant provincial department, on the basis of the relative size of the provincial department as well as the number of investigations/projects required by each department. The overall capacity of the Directorate Organisation Development is also a determining factor in the allocation of existing human resources.

An official on at least the level of director acts as departmental co-ordinator for the organisation development projects, as assigned by his/her provincial department. The Organisation Development Policy Framework (2000:4) states that the client manager, in conjunction with the designated departmental organisation development co-ordinator, is responsible for the operational

management of all departmental organisation development projects/investigations of the specific provincial department.

The Director: Organisation Development is overall responsible for the management of the organisation development practitioners and this includes performance management, disciplinary and other human resource management matters. According to the Organisation Development Policy Framework (2000:4) the Director: Organisation Development, in conjunction with the Head: Corporate Services and the Chief Director: Operational Support is ultimately responsible for the management and the overall quality control of the organisation development functions within the Western Cape Provincial Administration.

4.6 Consultations and approval process for the implementation of organisation development interventions

The broad process in respect of an organisation development intervention consists of the following:

- request for an organisation development intervention;
- preliminary organisation development study;
- clarify the scope of the organisation development intervention;
- execute investigation;
- compile a draft report;
- consult draft report with client, and
- amend draft report, if required, and release final report. The departmental management is further responsible for the implementation of the organisation development recommendations.

The draft report containing the factual findings and proposals serves as a base for consultation between the Directorate Organisation Development and the specific provincial department that was subjected to the organisation development intervention. All draft and final organisation development reports are released after consultation with the Chief Director: Operational Support.

According to the Organisation Development Policy Framework (2000:7) the Head: Corporate Services should also be consulted in the following instances:

- matters that directly impacts on the current transversal provincial policies of the public service;

- all matters with potential transversal implications.

- all matters that directly relate to the functions of the Premier and Director-general in terms of the Public Service Act, 1994 (for example the allocation of new functions to departments);

- all matters that relate to the creation or abolition of senior management posts, and

- all matters in the Directorate Organisation Developments management judgement that require high-level intervention.

The Head: Corporate Services at his/her discretion consults with the Director-general and/or the head of provincial department. Where the personal intervention of the Premier or any other member of the provincial cabinet is required, the Director-general and the relevant head of department are also consulted beforehand.

Final decisions on any proposal contained in organisation development reports are the responsibility of the provincial departments' management. The decision-making processes in this regard is therefore, determined by departments themselves. In line with the decision-making procedures of the province, it is the responsibility of the head of department concerned and the execution authority to finalise the process if a submission to the cabinet following an organisation development intervention is required for a final approval.

Up to this point in this chapter factors such as the location, purpose, functions, key performance areas, working arrangements with provincial departments and the decision-making processes in respect of the organisation development function within the Western Cape Provincial Administration were discussed. Further to this, the author will in the following section reflect on the *status quo* of the organisation development unit within the Western Cape Provincial Administration in relation to the theoretical and legislative grounding as contained in the previous chapters.

4.7 Evaluation of the organisation development function in respect of the theoretical and legislative grounding

The execution of organisation development interventions and related responsibilities are centred in the Directorate Organisation Development in this province. The Directorate Organisation Development renders an organisation development service to thirteen (13) line function provincial departments in the Western Cape Provincial Administration. Therefore it can be said that the organisation development function operates from a centralised point within the Western Cape Provincial Administration, and therefore a centralised resource location and operation exist. However, the decision-making responsibility and/or authority in respect of the approval of the organisation development interventions are mainly vested in the management of provincial departments, and therefore a decentralised decision-making process exists.

In contrast to the organisational placement of the organisation development function, heads of provincial departments and their relevant executing authority are in general responsible for service delivery of provincial departments. To enhance effective and efficient service delivery heads of provincial department and line managers require organisation development to assist them in this regard.

In view of the decision-making ability of political office bearers and line managers the author deemed it necessary to compare the decision-making authority and responsibility in respect of organisation development activities/interventions that are commonly dealt with in the Western Cape Provincial Administration. For this reason the specific organisation development intervention and the decision-making authority and responsibility as contained in the new public administrative and legislative framework are reflected in the table 4-3:

Table 4-3: Common organisation development interventions in the Western Cape Provincial Administration and the related decision-making authority and responsibility

Organisation development intervention	Decision-making authority	Responsibility
A. Strategic and business planning		
1. Macro-strategic planning (Provincial)	Cabinet	Director-general
2. Departmental strategic planning	MEC	HOD
3. Business planning	HOD	Line manager
4. Operational planning	HOD	Line manager
B. Restructuring		
1. Macro-organisational structures	Cabinet	Premier
2. Micro-organisational structures	MEC	HOD
3. Staff establishment with financial implications.	Cabinet	HOD
4. Staff establishment without financial implications	MEC	HOD
5. Job design and evaluation	MEC	HOD
6. Utilisation of accommodation	MEC	HOD
7. Service delivery approaches	MEC	HOD
a. Outsourcing		
b. Public-private partnerships		
c. Privatisation		
C. Management and operational processes		
1. Best practices	HOD	Line manager
2. Service delivery norms and standards	HOD	Line manager
3. Work processes and procedures	HOD	Line manager
4. Procedure manuals	HOD	Line manager
5. Forms Management and Design	HOD	Line manager
D. Project management	HOD	Line manager
E. Organisation performance measurement	Cabinet	Director-general

Abbreviations: MEC = Executing Authority   HOD = Head of Provincial Department

Source: South Africa, 2000.

This table reveals that the majority of decision-making authority regarding the organisation development functions/interventions executed by the Directorate Organisation Development falls within the responsibility and accountability scope of heads of department and the specific executing authority (MEC). The Premier and the Director-general are *inter alia* only responsible for the macro- structure and the strategic direction of the province as a whole. In addition to this, and according to Section 7(3) (d) of the Public Service Act, 1994, the head of a provincial administration (director-general) may exercise no power or perform no duties that is entrusted or assigned by law to the head of the provincial department.

From the above it can be concluded that heads of provincial departments are accountable and responsible to their respective clients for effective, efficient functioning and optimal service delivery. These heads of departments should therefore be fully empowered to enable them to deliver these services and to contribute to the vision of the public service whose highest aim is service to the people.

4.8   Summary

This chapter concentrated on the current reality of the work arrangements relating to the organisational placement, purpose, function and the decision-making process regarding interventions of the Directorate Organisation Development within the Western Cape Provincial Administration. In view of this information, the author concluded that the directorate operates from a centralised base, whilst the decision-making process in respect of macro-organisational interventions and strategic planning is centralised, and the micro-organisation development interventions and provincial department strategic planning are decentralised.

In the final chapter the author concludes with recommendations that could be considered in the future management of the organisation development discipline within the Western Cape Provincial Administration.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1   Introduction

In Chapter 2 the author explained the nature and scope of organisation development. In Chapter 3 the author discussed the new public administrative and legislative framework that guides organisation development within the South African Public Service. In Chapter 4 the current reality of organisation development within the Western Cape Provincial Administration was discussed. The golden thread throughout this report is to determine the organisational placement and decision-making levels in respect of organisation development and to make a judgement-call on whether organisation development within the Western Cape Provincial Administration is centralised or decentralised. This chapter will evaluate the facts and come to a conclusion regarding the outcome of this research. Finally it will make recommendations that could be considered for the future management of the organisation development discipline in the Western Cape Provincial Administration.

5.2   Conclusion and recommendations

The research project has proved that the decision-making authority of the organisation development function and their organisational placement is out of sync. According to the new public administrative and legislative framework that mainly consists of the Constitution of the Republic of South Africa, 1996, the Public Service Act, 1994, the Public Service Regulations, 2001, and the Public Finance Management Act, 1999, the majority of the responsibilities, accountabilities and authority in respect of organisation development matters is allocated to the heads of provincial departments and their related executing authority or provincial department minister. On the one hand the provincial heads of departments and the related provincial department minister is responsible for making decisions in respect of the strategic planning and micro-

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organising of their provincial departments (e.g. decentralised decision-making) while on the other hand the Director-general and the Premier is responsible for strategic planning and macro-organising and co-ordination of the Western Cape Provincial Administration as a whole (e.g. centralised decision-making). In contrast to the decision-making responsibilities in respect of organisation development matters, the organisation development unit is organisationally placed within the Department of the Provincial Administration of the Western Cape, thus in a centralised location.

Therefore the current reality is that the organisational placement of the organisation development function is centralised, whilst the decision-making over the majority of the organisation development interventions is decentralised as part of the responsibility, decision-making authority and accountability of the provincial departments' senior management and executing authority or minister of provincial departments.

Managers need to understand that organisation development interventions have the potential to make the biggest difference in human development and the bottom line performance of the organisation. It is therefore possible to create organisations that are humane, developmental and empowering on the one hand and highly performing in terms of productivity, quality of output and feasibility on the other. Organisation development further takes a developmental view that seeks the betterment of both individuals and the organisation, and attempting to create win-win solutions is standard practice in organisation development.

In Chapter 2 the author demonstrated that the organisation development practice involves the use of a wide range of skills, methodologies and techniques. Organisation development also requires a particular attitude and approach in solving problems and utilising opportunities for continuous improvement of organisational performance. It can therefore be said that the organisation development is a highly developed and sophisticated practice. The author is of the opinion that the level of sophistication of the organisation development practice and the development level of those that practice it should be considered when making decisions in respect of centralisation or decentralisation of the organisation development discipline.

Chapter 3 clearly demonstrated a two-tier approach in respect of the management and the decision-making process within the South African Public Service. On the one hand the new public administrative and legislative framework acknowledges the importance of strategic planning, macro-organising and co-ordination of Provincial Administrations and on the other hand it acknowledges the importance of micro-strategic planning and organising of provincial departments. Organisation development contributes both on the macro-level, e.g. provincial administration level as well as on a micro-level, e.g. provincial department level, within the South African Public Service. Consequently the organisation development discipline executes an important strategic and co-ordinating role within the South African Public Service. This dual role of organisation development in the South African Public Service further needs to be taken cognisance of when determining the organisational placement of the organisation development discipline.

The new public service administrative and legislative framework further decentralised powers to the executing authorities, heads of departments and line managers to accept responsibility to manage their own resources. In addition the head of the Provincial Administration, e.g. the Director-general, exercises no power or performs any duties that are entrusted or assigned by any law to the head of a provincial department. The new public administrative and legislative framework assists provincial departments to become more client-focused by removing barriers that were perceived as being restrictive for effective and efficient service delivery. During the devolvement of the organisation development discipline to provincial departments, matters in respect of cost-effectiveness should be considered. Cost-effectiveness in this case includes whether the utilisation of shared resources, e.g. the retaining, reducing or expansion of resources and centralisation or decentralisation add value to the bottom line of the organisation. The cost-effectiveness and the sustainable application of the organisation development discipline in the South African Public Service are also underlying factors in determining whether the organisation development discipline should be centralised or decentralised.

According to Quible (2000:26-27) the location of operation and location of decision-making determine whether a function is centralised or decentralised. Decisions are the logical outcome of problem-solving. Organisation development core business is to diagnose and create interventions that call for decision-making before action planning and implementation. The issue of centralisation and decentralisation is a major source of dissension within the management of many organisations. This is a false issue, because every organisation must do some of both centralisation and decentralisation. The challenge is not to decide which to do, but rather to analyse the situation to determine which functions may need centralising and which functions may need decentralising. Such a determination can be helpful to the organisation's philosophy, values and practices.

Experimenting with "centralisation-decentralisation" variable is a way that lead many organisations to discover opportunities to cut costs and to get a competitive edge. In today's rapidly changing environment the premium is on acting quickly and keeping pace. Most conscientiously made decisions can become irrelevant and even disastrous if managers take too long to make them. In this context the operational location (where activities are performed) and decision-making location (by whom decisions are made) in the organisation have a crucial implication on the effective and efficient functioning and service delivery of an organisation. These aspects should be taken into account when deciding on the decentralisation or centralisation of the organisation's development discipline.

The new public administrative and legislative framework empowers provincial administrations to develop autonomously their own unique human resource and work organisation policies and practices within the broader scope provided for in the Public Service Regulations, 2001. These Public Service Regulations, 2001 set minimum requirements in the form of values, principles and specific measures, as entrenched in the Constitution of the Republic of South Africa, 1996.

In view of the aforementioned it is recommended that the Western Cape Provincial Administration revisit the current work arrangements e.g. operational location and decision-making authority, in respect of the organisation development function. The applicable new public administrative and legislative framework makes a clear distinction between the macro-work organisation, organisational structuring and provincial strategic planning *viz.* micro-work organisation, structuring and provincial departmental strategic planning. The aforementioned as well as aspects such as the sophistication of organisation development and the development level of the practitioners, the strategic and co-ordinating importance of organisation development, cost-effectiveness and sustainable application of organisation development and the protection of the independent freethinking ability of the organisation development practitioners should serve as basis to match the operational placement with the decision-making authority of the organisation development function. These aspects should inform the choice of whether the organisation development discipline should be decentralised or centralised or whether it should operate in a combination basis within the Western Cape Provincial Administration that is both centralised and decentralised.

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