

**CIVIL SERVICE TRANSFORMATION IN  
SOUTH AFRICA**

**A CASE STUDY OF THE NORTHERN PROVINCE**

**BY**

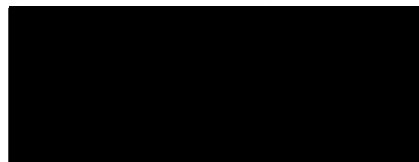
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A dissertation presented/submitted to the Faculty of Management Sciences, university of the North for the Degree of Master of Administration(M.Admin.) in Public Administration.

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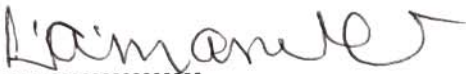
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I  
**DECLARATION**

" I hereby declare that this dissertation submitted to the University of the North for the degree of Master of Administration has not been previously submitted by me for any degree at this or other University elsewhere. I confirm that this dissertation is a product of my own work in design and execution and that all the material contained in it has been duly acknowledged."

Signed :  .....

Date : APRIL 2000

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**ABSTRACT**

Transforming the civil service has been one of the major priorities of the government in a democratic South Africa. Just as this is true at national level, it is equally important in all the other provincial administrations of which the Northern Province is one. The post 1994 civil service of the Northern Province was carved out from the former civil services of Gazankulu, Lebowa and Venda as well as the former Northern Transvaal Administration.

This study set out to examine the measures and attempts put in place to transform and reform the civil service in the Province. The aim was to try and establish how effective or useful the strategies employed have been, especially in increasing the effectiveness of the new civil service in facilitating the developmental role of the government.

The study discusses the rationale and necessity of transforming or reforming the civil service from one which was embedded in the apartheid 'hang over' with all the weaknesses therein. A crucial aim in this regard was to establish successes and milestones in addressing and directing the objectives of the new government.

A major portion of the study analyses the evolution and development of the civil service sector right from the pre-colonial days. A brief discussion of the administrative systems of the 'indigenous people' before the arrival of the white man in South Africa is presented. Similarly a trace is made of the structure/s and philosophy/ies of the civil service in the early days of colonialism i.e. from 1652 up to 1910 and from 1910 through to 1948 and thereafter to 1994.

The study attempts to probe the obstacles and problems that institutions face in trying to bring about the necessary changes in the civil service. It was the aim of the study to find out the the best possible ways of effecting transformation reform and change with as little disruption in service and development provision as possible.

In an attempt to explore and suggest some of the best possible mechanisms which may bring about the desired transformation of a particularly development oriented civil service, the study embarked on an interview process served to a cross section of civil service personnel in the Province. A survey questionnaire was administered to senior and mid -level government officials including women and disabled persons.

It is these personal responses on questions such as, the course of affirmative action, women and black empowerment, redressing of past imbalances, and issues of ethnic and cultural tolerance which were analysed to enable us to draw conclusions such as, that the introduction and implementation of the affirmative action since 1994 had brought considerable measure of improvement in the civil service to empower the previously disadvantaged groups (i.e. blacks, women and the disabled), that transformation and reform process can only be effectively implemented within a longer period ( e.g. five to ten years) to yield positive results, that ethnicity and cultural differences is not necessarily an obstacle in transforming and reforming the civil service and also that the apartheid legacy continues to have an impact on the present civil service.

The responses further enabled us to make recommendations such as, that a new era society has emerged in South Africa since the introduction of democracy in 1994 and that transformation and reform initiatives should thus be introduced in line with the change, that since the previous central and homelands' governments spent large sums of money in building large infrastructures as former capital seats of homelands at Giyani, Lebowakgomo and Thohoyandou, these should be better utilized rather than left to lay waste.

Lastly that ethnicity and cultural differences should be regarded as heritage for our province and should be treated with respect and honour. In addition secondary sources from Departmental offices, libraries and official documents were used to supplement the survey questionnaire answers.

The study concludes and makes strong recommendation to ensure that more of the previously disadvantaged groups like women, blacks and the disabled be given accelerated opportunities so as to occupy senior civil service positions previously reserved for the white males. It is also suggested that heads of institutions and departments be so empowered as to recruit staff in such a manner which would bring about a balanced representation of the province's population groups.

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# CHAPTER ONE

## *INTRODUCTION*

### **1.1. Introductory Remarks**

The demise of the apartheid regime and the introduction of a democratic dispensation in South Africa in 1994 ushered in a multitude of demands on the government and society in general. One of these had to do with the civil service. It became necessary to re-organise the civil service into one which reflected the true elements of the South African society. That re-organisation would have to look into a variety of factors. These may include political and structural influences in the civil service corps, demographic and attitudinal behaviour of civil servants in public institutions.

Two major reasons made it necessary to reform and re-organise the civil service so that it reflects the true demographic features of the country. The apartheid era civil service was characterised by colour and gender discrimination. Top positions in central government civil service were largely occupied by white males while in the homelands' administrations employment to top positions was practiced on the basis of ethnicity, culture and language. Moreover, women and disabled persons were not offered opportunities to compete for employment in top management positions. Probably there was a need to have a civil service that is development oriented and which had the attitude and readiness to deliver on social needs as effectively and efficiently as possible.

### **1.2. Statement of the Problem.**

The establishment of a democratic South Africa meant that civil services from the so-called independent and self-governing homeland states as well as that of the apartheid national and provincial administrations had to be integrated into one civil service. The need for a single non-segregated civil

service is something that had eluded South Africa for a long time .

The creation of new provinces in South Africa involved many physical changes, such as shifting of boundaries , relocation of civil servants from one area to another in order to avoid duplication of services such as existed in the previous homelands system under the apartheid rule. In the Far North of South Africa for example , the civil services of the former territories of the Transvaal Administration, Gazankulu, Lebowa and Venda homelands were amalgamated to form one civil service.

Since the present Civil Service in the Northern Province is comprised of officials from the former three homelands, (i.e. Lebowa, Gazankulu and Venda ,) and the Transvaal Provincial Administration, the likelihood exist that they might be influenced in their attitudes and behaviour by the legacy of the previous apartheid era . The influence of the long standing practices of ethnicity, inequality of gender and race in the work place, superiority and bossy complex of the civil servants in the past era, might have a continuing impact in the new civil service in the Northern Province and other provinces of South Africa. It is hoped that this research will determine the extent of the impact of the previous behaviour and attitudes of civil servants on the new civil service.

It should be noted that the mere redrawing of boundaries to form new provinces did not necessarily mean that the people's attitudes had changed nor that they would automatically change to suit the new order and its challenges. However, unlike the previous civil services of the apartheid era, which were routine-like in nature, effective transformation would need commitment on the side of the civil servants holding positions in the new civil service to change attitudes and behaviour and to co-operate in building the new civil service that is development oriented.

It is against this background that the restructuring, integration

and the implementation of the new policies will be investigated in this research to find out how far this had been effected in the new civil service. This characteristic had been lacking in the previous civil service. Segregationist attitudes had been so stringent that ethnicity and tribal differences were regarded as the corner stone for any future development at that time.

In the homeland governments in particular, language, culture and tradition played a major role in influencing attitudes and behaviour of civil servants. This to a great extent affected the civil services' ability to deliver goods and services since there was no uniformity of operation in the various civil services. As Hugo, (1992:71-72) puts it, " the activities of the civil servants were reduced to routine-like activities for the purposes of maintaining law and order and collection of taxes."

Another issue of no less significance is related to gender equality at work. The former civil service/s was/were characterised by strict occupational segregation which resulted in women having less opportunity to achieve the qualifications, training and expertise required for appointment and promotion to top positions in the civil service.

However, the Interim Constitution (Section 212(2) Principle xxx of schedule 4) (b) and (d) stresses the principle of representativeness as one of the main foundations of a non-racist, non-sexist and democratic society in the country. The measure also stresses that women and persons with disabilities, irrespective of race or gender should be accommodated in any position of influence within the civil society if they so qualify.

Since the first democratic elections of 1994 a number of steps and measures have been taken to try and rectify the mistakes of the past. Laws, Bills as well as policies were put in place; to remove acts of discrimination and, to introduce



reforms on a variety of issues. The question/s one has to ask is/are, to what extent have these measures been successful? How far have they gone in changing the attitude of the civil service toward the populace? To what extent have they contributed to the capacity of the civil services in delivering goods and services more efficiently and effectively?

This study will address itself to these and more questions. It wishes to examine the achievements and short comings in the efforts of transforming the civil service.

### **1.3. Scope and Aim of the Study.**

South Africa is currently comprised of 10 government structures, these being, Government at National level and 9 provincial governments. The provincial governments are further demarcated into Local governments, districts and TLC's.

This study confines itself to the Northern Province as a case study. It examines how the province has grappled with the issues of transformation and reform in the civil service especially in its process of integrating the three homeland administrations and the former Transvaal provincial administration to form one civil service.

The specific objectives of the study are as follows:-

(a) To investigate the effect which the integration of the civil services of the former three homelands( i.e. Gazankulu, Lebowa and Venda) as well as the former Transvaal provincial administration had on the level of competence, performance standards, service rendering and accountability.

(b) To seek and examine methods that could be utilized to improve the commitment to duty of the civil servants of the

Northern Province. Also to make investigations on the methods and practices that could help raise the level of performance in rendering goods and services to enhance development projects in various communities.

(c) To find out what impact ethnicity, culture and tradition have on the integrated civil service and how best to cope with the results of such impact. The study also wanted to investigate the extent to which some civil servants may be still conditioned by the past history of the apartheid civil services.

(d) To find out effective methods of rationalization of the civil service and the restructuring of the organizations to determine their effectiveness and efficiency

#### **1.4. Literature Review.**

Civil servants can be defined as people who play a major role in the implementation of decisions of the political-office bearers. As Gladden (1966: 167-168) puts it, the term "public servant," covers every one employed by the state." However, as he further explains, there is a particular body of officials employed specifically to operate specialized techniques of the civil service which are governed by rules and regulations coming from the decisions of the government-of-the-day. This fact emphasizes the need for efficient and effective administrative system in any civil service. This is the ideal the Northern Province Government would like to achieve.

One of the major priorities in the Northern Province Civil Service was to introduce new reform initiatives and to review the functions of the civil service. From the establishment of Northern Province Government in 1994 until 1998 this task had been largely the responsibility of Provincial Public Service Commission which has now devolved its powers to different

departments. These tasks involved activities such as taking decisions, which implies the interpretation of the situations, administration, which covers processes such as planning, arranging and co-ordination of the civil service activities. This body was also responsible for operation of every stage of the reform initiatives to ensure that someone decides, someone administers and someone performs. However the powers of the Provincial Public Service Commission have since then been delegated to various Departments to take own decisions while it remains a liaison and advisory body to Departments.

However, any reform effort should be approached with careful diagnosis of the main problems of the civil service. All the possible solutions should be identified before any concrete action can be taken. In the Northern Province for example this may begin with introducing efforts to eradicate corruption, to redress the imbalances of the past and to promote effectiveness and efficiency of the civil service.

The criteria for selecting which areas of performance to tackle first should be clearly defined. Areas which are crucial for civil service transformation in the Northern Province include among others, improving levels of competence by offering on the job training opportunities, setting performance standards for the civil service as well as making service rendering and accountability a commitment by the civil servants. However the solutions proposed should be within the capacity of the Provincial Government to carry out. It is important to ensure that the administrative functions are strictly performed. This can always be achieved owing to the fact that most civil servants today are virtually administrative experts who are most concerned with policy, which they must understand if they are to do their job effectively.

Certainly, issues concerning efficiency, competence and commitment of civil servants should become a priority whenever a new civil service is established. This can be achieved especially if public opinion is also regarded as vital

factor in the transformation of the civil service and if every one is allowed to contribute towards it. This can be done as Gladden (1966:167) puts it, "through the press, as members of the interest groups and learned societies, and as writers all working within the traditions of people."

In this way it can be ensured that the development oriented civil service carries out its duties in compliance with the needs and demands of the people concerned.

Different approaches may be adopted in order to transform the civil service. The following measures may help much to improve the civil service in the Northern Province. Firstly personnel management need to be strengthened by conducting what Gladden (1966:98) calls "diagnostic studies." This implies that the government officials need to be retrained to be able to cope with new responsibilities involved in reforming rules and regulations. Further, redundant workers need to be identified, trained and relocated to areas where their services may be needed. However, this should be designed in a way that it will control public employment.

Also to avoid the 'brain drain' of highly skilled officials who leave the public sector to join the private sector, the civil service compensation should be raised and when necessary make it to be more closely in line with that of competing positions in the private sector. Intensive training programs are also needed to improve capabilities of Government personnel.

When South Africa became a democratic country in April 1994, it also inherited many problems from the previous apartheid regime. The shortage of experienced and well-trained civil servants was one of these. Of course this was the result of the educational disadvantage and discrimination against blacks under the apartheid regime. This prevented them from competing for top positions in the middle and senior management levels in the civil service. Moreover, there was a

general lack of women and disabled persons in top management positions. Therefore in order to overcome the personnel crisis the government embarked on the process of transforming the civil service and to bring about some reforms measures such as, affirmative action, that would address the injustices of the past and empower the previously disadvantaged groups. This was an appropriate attempt as research studies show that reform measures are being carried out everywhere in the developing countries to make civil services effective and efficient.

In other post independence African States like Uganda, Kenya and Malawi for example, an attempt is/was being made as Mutahaba, (1993:99) puts it, " to rebuild Organizational Management to provide for Black empowerment." In other words the civil services are being reorganised to provide more promotion opportunities for the people who were previously disadvantaged as a result of segregatory policies.

To facilitate such reform initiatives, public officials can contribute to the process by providing valuable guidance, based upon experience and accumulated information, to the political policy makers.

However , current levels of performance by the civil service in the developing countries do not equally compare with those of the developed Western countries. About this many observers concur with the view that civil service in the developing countries is poor. Productivity, effectiveness and efficiency is comparably low.

As Mutahaba, (1993:99) puts it, " the inefficiencies can be identified by actions such as delays in decision making, project and program implementation and also the laissez faire attitude with regard to the way many public activities are carried out." The Northern Province Civil Service emerging from the apartheid era and homelands system, cannot be immune to similar circumstances . However it should be born in mind that the levels of performance of the civil service in one country or

province cannot in all respects be similar to that of another. This is because the functions of the civil service depend upon the particular Government and people they are designed to serve. It should further be noted that the scope of civil service development is shaped by factors such as traditions and ideologies of the particular society as well as the stage of development reached by the community for which the Government is responsible.

One of the chief characteristics of efficient civil service is the capacity to service activities which will lead to the satisfaction of public needs. According to Gladden, (1966:167) both the politicians and administrators need the skill to understand the limits of available administrative capacities in the civil service. This implies that even where the system of Government is not essentially flexible, it is advisable to ensure that the highest measure of flexibility should be present in administrative structure so that the needs of the people can be met.

The process of integrating the civil service in Northern Province requires thorough knowledge of the composition and operation of all activities in the civil service. The civil service is normally associated with the Executive, for whom most of its work is done and by whom it is generally controlled.

In order to correct the irrelevant approaches and undemocratic strategies and practices which the civil servants inherited from the apartheid era, the new civil service in the Northern Province need to be geared along the line that will bring change which will benefit all the citizens in the Province.

This would enhance the reforms which are already initiated in the civil service in the past five years since South Africa became a democratic country in April 1994..

The Provincial Government lay down rules that are necessary to control the activities of the civil servants. Normally the civil service operate through the ministerial Heads of Departments

or MEC's who are solely responsible regarding financial control measures and other procedures on the civil service. Moreover, the Provincial Parliament can legislate any new measures for control of the civil service whenever it deems it necessary.

The transformation and change envisaged concerning the civil service in the Northern Province should be geared to become development oriented. This would help to redress the inequalities of employment of the past era which existed in South Africa and also in other African States before independence.

In most independence states in the developing countries of Africa, the organisation of the administration, as Mutahaba, (1993:77) puts it, was highly hierarchical, inhibiting lower level participation in decision making. The system was highly suppressive and did not respond to the public demand. In South Africa the same situation prevailed and it seemed as if nothing could change apartheid rules to empower the blacks. Personnel management systems of the civil services were built on rigid rules. However, a new era dawned when this country became a democracy in April 1994. As a result changes in the Administrative culture, orientations and capacities became inevitable. In the Northern Province the Government became involved in organisational restructuring, Personnel management systems, reforms and enhancement of competent levels in the civil service.

The initiation of reforms in the civil service may involve various agencies (e.g. University Institutions). However, the involvement of so many agencies in the civil service may sometimes have adverse effects because there may be so many voices claiming to lead the Civil Service that, as Bertrand, (1976:97) puts it, "no particular agency is actually leading." This implies that if the responsibilities of reform are dispersed among so many agencies, this may lead to lack of development of the civil service in competence and capacities related to the management.

As a result research on the right procedures for control of the civil service in the Northern Province is imperative. In other countries of Africa such as Kenya and Nigeria, as Mutahaba, (1993:78) puts it, "Commissions of Inquiry were appointed to examine the appropriateness of existing structures, processes and procedures and make recommendations on desired change." An example in this regard is the Ndegwa Commission of 1971 in Kenya".

The influence of culture, values and traditions on the integrated civil service of the Northern Province cannot be underestimated. It is also a fact that no nation can be totally undressed of its own culture and traditions. Development is expected to take place within these cultures and traditions. Addressing the World Bank Conference on 2nd and 3rd April 1992, Salim, (1992) stated that cultural values and traditions are not necessarily obstacles to modernization. He pointed out that ethnic identity in itself is not an evil. He also referred to his research studies in the case of Japanese Development, where he put it that, "a people can achieve socio-economic development in harmony with their beliefs and cultural values." This Of course emphasizes the fact that a civil service corps cannot be established totally free from influences of values and cultural background from which the people come from. These influences can always be involved to facilitate the efficiency of the civil service in harmony with the beliefs and cultural values of the multi-ethnic people of the Northern Province.

However, the civil service like any other institution is not static. Policy makers are continuously modifying the previous requirements of organizations while on the other hand citizens' demands are changing. It is therefore obvious that still much need to be done in the civil service transformation in the Province to add to what has been already started since April 1994 when this country became a democracy. As Mutahaba, (1993:98) puts it, "civil service reforms may involve among others the following measures: Firstly, restructuring, restaffing and orientation of policy making units. Secondly, it may involve



reinvigorating and monitoring of the implementation system. Thirdly, entrepreneurial development skills, economic and management process need to be improved. Lastly, and very important, the human resource, its management skills and its utilization need to be developed. Measures such as these may enhance transformation of the civil service in the Northern Province.

The implementation of policies to deliver goods and services to the communities is one of the major roles of the civil service in the Northern Province. This implies that goals and objectives have to be translated into action through the implementation process. As a result there is a need as Gladden, (1966:24) puts it, "to streamline and rationalize the public service personnel management system by establishing one authoritative organ to be responsible for all public service management issues." In the Northern Province the Provincial Public Service Commission served this role before it devolved its powers to the departments. This central agency had important function, among others it co-ordinated, improved structures and work methods, maintained personnel records, policies and developed appropriate performance appraisal instruments. These processes Ofcourse need to be done on a continuous basis.

While change in the civil service is necessary, this should not be left to government alone, much more has to come from other areas in society, (e.g. input by individuals) such a step may help to prevent a tendency usually practiced by government institutions to replace one repressive, inefficient system with another. In the case of the Northern Province this would be exchanging one set of discriminatory measures for another. An example in this regard is the long standing record on discrimination against women in the work situation. Bayat and Meyer, (1994:261-26) put it that, "the project of gender equality should be regarded as challenging those unequal social relationships between men and women in the civil service that structure their capacity to influence the theory and practice of public administration." This can be done by restructuring the public service and the existing Civil Service institutions in the Province, to bring about change that will

benefit all people irrespective of sex or race. Consequently research on strategies for civil service transformation is essential.

To sum up, the survey of literature has shown the necessity for public service to be restructured so as to provide effective public administration. However, this can be achieved if the civil servants can comply with among others the following requirements: Firstly they should be non-partisan, career-oriented and function according to fair and equitable principle.

Secondly, the civil service should be regulated by laws dealing specifically with such service. Finally, the civil service should execute the policies of the government-of-the-day in the performance of its administration functions. Normally the civil service should be reorganised in departments and other organizational components with Head of Department at the top of the hierarchy. As for the optimum functioning of the civil service in the Northern Province, besides measures already mentioned, still more need to be researched, especially regarding the techniques and technologies relevant to modern management.

### **1.5. Conceptual Frame work.**

The survey of literature reflects that to improve the administrative arrangement and the attendant processes in managing the public service institution, there is a need to streamline and rationalise the public service management systems. In the Northern Province the Provincial Public Service Commission was established for this purpose though its powers were later devolved to the individual departments.

Such a commission was involved with procedures, regulations and guidelines to assist in executing functions. This body was also to be responsible for demanding regular reports and

make periodic checks and audits to ensure that the directives and guidelines of the decision makers are implemented.

The integrated civil service of the Northern Province has just been established within the past five years. Like in any other civil service the major role of the government would be to set organisational objectives and also to provide an environment which would enable the civil service to achieve those goals.

Since the civil service in the Province is composed of officials from different ethnic backgrounds, the Northern Province Government should see to it that ethnic influence does not jeopardize the working conditions of the public servants. Instead positive interaction between the groups should be encouraged.

Against this background, the hypotheses of this dissertation are set out to verify the feasibility of the establishment, behaviour, effectiveness and efficiency of the newly integrated civil service in the Province.

## **1.6. Hypotheses.**

This study was conducted to test the following hypotheses :-

1. The new integrated civil service of the Northern Province is representative, development oriented and seek measures and methods to correct the weaknesses of the past civil services.
2. The previous apartheid legacy will not have a measurable impact on the performance of the civil servants in the new civil service which is development oriented.
3. Differences of ethnicity, cultural backgrounds and attitudes will not impact on the behaviour of the civil servants coming from different homelands civil services.

4. Previously disadvantaged persons, irrespective of race, colour or gender are accommodated in positions of influence within the civil service.

### **1.7. Research Methodology.**

The data and information used in this study was assembled and analysed from the following sources:

- (a) A random sample of 150 government officials were served with questionnaires which they were to answer on issues like structures of Departments, organograms in offices, effects of the integration of the civil service and the position of women and the disabled in the new era.
- (b) To supplement these, formal interviews with top government officials were arranged. Officials from the levels of administrative officers (all grades), Principal and Chief Administrative Officers and their deputies were targeted at Provincial Headquarters in Pietersburg and Regional Offices in Giyani, Lebowakgomo and Thohoyandou.
- (c) Document information concerning the civil service corps was also used from libraries and within various Provincial Departments's offices. All information concerning various attitudes of civil servants, conditions of service for public officials was gathered for interpretation.
- (d) New Legislation documents concerning the civil service were also used to obtain data, such as White Paper on the transformation of the Public service 1995, Public Service Commission in the Northern Province for (1995, 1996, 1997).
- (e) Information obtained from these sources was interpreted and weighed against the findings of the investigations on performance of the civil servants in the Northern Province.

## 1.8. Significance of the Research Study.

(A) To establish how the civil service in the Northern Province was formed through the integration of the civil services of the former three homelands of Venda, Lebowa and Gazankulu as well as the Transvaal Provincial Administration. Also, it was necessary to find out whether the integration of the various civil services will not impact on the performance of the civil servants as they previously operated on ethnic lines. As a result research was necessary to discover effective methods of civil service transformation that will be relevant to the situation in the Province.

(B) Since ethnicity is based on culture, tradition and language, research was necessary to find out whether these do not have any room for modernization (i.e. whether culture and tradition cannot be improved at the same pace with modern change and development). The integration of the civil service would provide room for this.

This is significant, so that the behaviour of different ethnic groups may not be regarded as an obstacle for performing duties in the civil service.

(C) As the civil service take the largest share of the budget in any government, research on methods and procedures of performance by the civil service will assist the Legislature to have a good assessment of civil service before any votes can be passed on the budget.

(D) Although transformation process may not necessarily bring sudden changes in the civil service, it will however offer an ample opportunities for the redress of the previous imbalances and for the new democratic principles and structures to be accommodated in the newly integrated civil service of the Province.

## **1.9. Outline of the Study.**

The research consists of five chapters which are briefly categorised and outlined in the following order:-

### **Chapter One.**

The introduction highlights the problem under examination as well as the scope. The chapter also presents conceptual framework, hypotheses and methodology to collect data and the significance of the research study. The coverage of the study and the survey of literature which guided the theoretical and practical applications of this study is also presented.

### **Chapter Two.**

The chapter deals with the development of the administrative systems in South Africa covering the following periods: pre-colonial Indigenous administrative systems, colonization by the Dutch (1652-1795), by the British (1795- 1802), by the Dutch again (1803-1806) and again by the British (1806-1910). The chapter further outlines the origin and development of the civil service in South Africa from 1910 to 1994.

### **Chapter Three.**

The chapter outlines how the new civil service of the Northern Province was formed, and the measures which were introduced to correct weaknesses of the past civil service, the introduction of the new measures of transformation, achievements and the limitations of the new civil service.

The new measures of restructuring and rationalisation and

The new measures of restructuring and rationalisation and Affirmative Action are also outlined.

#### Chapter Four.

In this chapter the responses to the questionnaires as well as responses to the personal interviews with the top officials in various departments of the civil service are analysed and interpreted. Further, information from literature reviews, speeches of politicians and prominent public speakers is also analysed and interpreted.

#### Chapter Five.

This chapter is a summary of the whole discussion. It is followed by discussion on findings. General conclusions and recommendations will also be given.

## **CHAPTER TWO**

### ***EVOLUTION AND DEVELOPMENT OF THE SOUTH AFRICAN CIVIL SERVICE :***

#### **2.1. Introduction**

The evolution and development of the civil service in South Africa can be traced as far back as the early periods of colonization by the British and the Dutch in South Africa. However, even before that period administrative systems of the indigenous people existed in the country long before colonization. Since there had been many governments before the present one, a brief survey will be made in this chapter of the past governments and their civil services from the pre-colonial days up to the present.

Developments to be considered over the historical period of South Africa will be among others, first, the administrative systems of the indigenous people of South Africa. Of interest here will be the traditional administrative set up. Second, the policies that came about as a result of the contact between the White colonists and the local inhabitants will be discussed. Of importance to note in this regard will be the governance and the policies that existed, especially as history reflects that the policies introduced at that time minimally served the interests of the "local people".

It should be noted that though the political authorities play a prominent part to establish the political and organizational institutions and also to make directives on how these should run, the role played by civil servants cannot be underestimated. It is they who advise the political policy makers and eventually implement the decisions of their political masters.

Since the civil servants play a major role in Government institutions, they need to keep up with changing times, otherwise



they become outmoded in their approach to their tasks and thus become inefficient in their jobs.

The development of the civil service within the period of the Union of South Africa (i.e. 1910-1960) and that of the Republic of South Africa, (1961-1994) will also be discussed. This will cover among others, segregation policies towards the Blacks, apartheid rule (i.e. Self-governing states and TBVC States). However, the focus over all these periods will be on the development of the civil service.

In summing up, the establishment of the new democratic, non-racist and non-sexist South Africa will also be discussed. Special emphasis will be made on equal opportunities in the civil service especially for women and the disabled who were totally neglected in the past era. The establishment of the nine Provinces will also be explained. Special emphasis will be on the Northern Province which was formed from the amalgamation of Lebowa, Venda and Gazankulu homelands as well as the former Transvaal Administration, especially that this forms the centre of the whole discussion.

In conclusion, forces that press for changes in the civil service will be discussed. These will include the attitudes and behaviour of civil servants as well as the civil service corps in the Northern Province and South Africa as a whole. The role played by the civil servants especially with reference to politicization, training and empowerment will be discussed.

## **2.2 Indigenous Administrative systems prior to Colonization.**

Like many nations of the world, African nations in the early days were organized into kingdoms. These kingdoms were like mini states. Each kingdom was under the authority of a chief mostly structured around a hereditary monarchy and his Council. Both the political and administrative duties were carried out by the officials appointed by the chief or king himself.

Each tribe as a social group had its own customs, experiences, history, value systems, political, economic and administrative systems. The tribes had noteworthy features in their governance. The Legislative and administrative powers, for example, were made by consensus of the chief and his Council. However the chief or kgoshi had absolute powers on some matters which were regarded as most important for the nation, such as declaring war, arranging ritual ceremonies for the tribe and also concluding peace treaties with other kingdoms. It was also the duty of the chief to nominate men in the Council to implement activities of the government. Those nominated were able men who were regarded as specialists in matters relating to customs, circumcisions and appeasing ancestral spirits.

The kingdoms had their own typical civil service institutions. For example, a number of officials were appointed to see to it that laws were implemented. The number of officials to be appointed depended on the size of the tribal government institutions. Some of these officials were entrusted with the task of maintaining law and order. They were given powers to arrest the law trespassers and bring them before the court (i.e. the chief and his council). Although the officials of the chief or Kgoshi did not receive any payment, they were treated with favour by the chief.

For example they could enjoy of all the privileges of the court such as sharing from the booty paid by those found guilty by the tribal court. However, after colonization of the Cape by the Dutch in 1652 and later by the British in 1795, administrative systems of the "local people" and the Tribal Kingdoms in the whole of South Africa were put under the Administrative Systems of the white people. (Marais, 1993: 226-24) From what has been so far discussed, it will be realized that even though a modernised form of administrative system did not exist among the Africans at that time, law and order did prevail. However, like in many other nations of the world, warfare did sometimes occur. Of importance though is the fact that even under the present day administrative systems, small traditional systems are still practiced, especially in the rural areas. No surprise that the role of traditional leaders is still an unresolved issue in the politics of South Africa today.

Experience has shown that the neglect of the demands of traditional societies created problems of civil wars in many African countries where democratic independence was granted. Presently the South African Government and Governments in independent African countries are trying to find solutions on how best to accommodate some aspects of traditional administrative systems to function within the area of Local Government.

In South Africa for example, a large area is still populated by rural people. There are many instances where some tribes were forcefully removed from their land and were resettled in other areas. This was usually done to create land for development projects of the White farmers. Many victims of these forced removals are today laying their claims with the Land Commission to win their land back.

The traditional administrative systems of Africa revealed the need for good governance. Further, these administrative systems formed a foundation for national identity and cultural pride. These elements were either neglected or intentionally suppressed when the colonial powers imposed white supremacy over the African tribes. Even in the present democracies of Africa, these elements still give signals in the form of civil wars and coup 'd etats for those claiming to win back their national identity.

### **2.3. Administrative systems of the early Colonial days.**

Dutch colonists first settled in South Africa (the Cape at that time) in 1652. Later the Cape was occupied by the British in 1795. Since then there was a continuous expansion of white settlement towards the interior of the Cape.

As the white settlement expanded towards the frontier of the Cape, all inhabitants were declared subjects of the white

government at the Cape. The government of the Cape took the task of maintaining law and order among the inhabitants of the Cape and its interior.

The Cape was again occupied by the Dutch in 1803-1806 a period called the Batavian period. It was during this period that public efficiency and public responsibility were considered important principles in the administration of the Cape. To achieve this, trained officials were recruited locally and overseas to serve in the administration of the Cape. The public service was kept free of party politics to avoid clashes between the English and the Dutch colonists at the Cape.

Another important achievement during this period was that, for the first time, payments to public officials was made by way of salary. Measured by Western Standards this was the right step towards building an efficient civil service and to encourage effectiveness of the civil servants. Before this period payment of civil servants was done "in natura" such as meat, wheat, firewood and by fees and money paid for service rendered. This was the only form of remuneration. During this period all officials and councillors were appointed by the Governor's discretion.

Although the government and public administration established at the Cape (South Africa) by colonial government was meant to be applied to all inhabitants of the Cape (i.e. both colonists and local people) serious problems were encountered. Not understanding the new administrative system, the indigenous African groups continued to practice their own traditional administrative systems. However, Governor de Mist succeeded in clearly defining the boundaries of the districts at the Cape and also made clear the distinctions between different functions of government institutions. Public responsibility and public efficiency were to be effected by well defined functions and institutions.

## **2.4. Development of the Civil Service(1806-1910).**

The development of the civil service in South Africa during the British occupation in 1806 until the formation of the Union of South Africa in 1910 helped to shape the civil service as we know it in this country today. Also this was an important period of interaction between the British, Blacks and the Afrikaners. It was also a period in which Britain extended its supremacy over all the peoples of South Africa, something that made the Afrikaners to be dissatisfied and decided to leave the Cape to establish their own Republics in the interior of South Africa.

### **2.4.1.English versus Afrikaner Administrative Systems.**

The British administrative system at the Cape as from 1806, supported policies such as centralization, encouraging emigration from Britain to South Africa and anglicisation of the Cape. The anglicisation policy meant that English was to be introduced as the only official language at the Cape. English-speaking teachers were used in schools while only English-speaking ministers served in churches. Moreover, the British administrative infrastructure and the British educational and legal systems were introduced in South Africa ( i.e. the Cape).

From 1806 onwards the Afrikaner-speaking population of the Cape became politically silenced. By introducing the policies of anglicisation, emigration and centralization the British aimed at converting the Cape into an English speaking colony and in the process influence the local people to accept British rule. From that time onwards the Afrikaans-speaking population of the Cape became politically dormant. Only the English-speaking population and those who favoured English could demand political rights. The Afrikaner-population became more uncertain and dissatisfied when only the British constitutional institutions were established to function at the Cape. As a result , the Afrikaners (Boers) at the Cape organized themselves into groups and planned to leave the Cape and get into the interior of South Africa.

There, they hoped to establish their own republics or independent states which would be based on Afrikaner-nationalism and be free from British influence and interference. This period was called the Great Trek and covers the period from 1836-1850's. During this period of turmoil very little development took place in the civil service institutions.

#### **2.4.2. Contact of Blacks and Whites in the interior.**

From the time the White colonists settled at the Cape in 1652, there had been gradual expansion to the interior. Here contact was made with Black tribes.

The Afrikaners established three Boer republics in the interior of South Africa. These were Transvaal, Orange Free State and Natal. These territories were declared self-governing territories because the Afrikaners wished to be away from the British Administrative system of the Cape.

The Boer republics were founded on the principle of Afrikaner-nationalism and racial discrimination. Black tribes for example, who resided within these Boer republics were not allowed to exercise political rights in the Government of the Republics. They could only exercise their own traditional administrative systems within their own territories.

In other words the civil services of the Boer republics did not serve the interests of Blacks who resided within these territories. Even after the Treaty of Vereeniging in 1902 whereby peace was signed between the British and the Afrikaners following the three Year War of 1899-1902 between these two groups, little was done to qualify the Blacks for franchise in the Boer republics even though these republics were now under the rule of the British. In fact, Article 8 of the Treaty of Vereeniging as Marais, (1993:228) puts it,

stated that "the question of granting the franchise to natives will not be decided until after the introduction of self government (meaning the Union of South Africa which was later formed in 1910). The British Government was faced with , either allowing the establishment of a Union of South Africa with the extension of franchise to Blacks or to be faced with the non-acceptance of the unification by the Afrikaners. The British chose the latter because they considered it to be of overriding importance to unite the Afrikaners and the British in South Africa into one integrated nation.

However, this never materialized, but caused lack of unity among the people of South Africa and also developed lack of trust in the British administrative system by both the Blacks and the Afrikaners. The Afrikaners were not satisfied because they felt that they were not equally treated with the English-speaking people. The Blacks on the other hand were not satisfied because they were denied the franchise in the Government of the Union of South Africa. However, later the administrative system of the Union of South Africa took another turn to consider giving the Blacks a form of representation in the Government of South Africa.

## **2.5. Development of the Civil Service after 1910.**

The civil service that was created in 1910 was comprised of the amalgamation of the civil services of the three Boer Republics of Transvaal, Orange free State and Natal together with that of the British Cape colony. Apart of its reforms, this civil service was characterised by development of separate policies on racial lines. There was for example, policies for blacks, whites and other races in South Africa. This culminated with the introduction of the apartheid policy as an official policy of the government when the Nationalist Party won the elections of 1948. This resulted in racial tensions in South Africa until this country became a democracy in 1994.

### **2.5.1. The formation of the Civil Service of the Union.**

The establishment of the Union of South Africa on the 31 May 1910 meant that the four former autonomous colonies, i.e. the Cape, Natal, Orange Free state and Transvaal were now united to form a single unitary state. As a result the civil services of these four colonies had to be integrated into a single civil service. The main objective of the new government was to unite the Afrikaans and the English-speaking people in this country in terms of its policy of reconciliation.

The civil service in the Union of South Africa from 1910 developed steadily in a period of political and historical flux both internally and externally. As a result the civil service had to adapt almost continuously to these changes. For example a new departmental infrastructure had to be created. The new civil servants under the authority of the newly elected Government of the Union and the personnel of the old colonial services had to be appointed to the newly created posts. However, some officials could not be absorbed in the new posts and thus became redundant and had to be retrenched.

From what has been said above, it will be noted that the first signs of redundancy in the civil service could be traced back to the early days of the Union of South Africa in 1910. In other words the civil servants who formerly belonged to the former colonies which were now amalgamated (i.e. Transvaal, Cape, Orange Free State and Natal) could not all be absorbed in the civil service of the Union of South Africa. A similar problem is faced by South Africa today, since it became a non-sexist, non-racial democratic South Africa in April 1994. Civil servants who formerly belonged to former homeland governments and the apartheid civil services could not all be absorbed by the structures in the new civil service.

In the case of the present civil service, such a problem would need mechanisms to retrain and redeploy some officials who are



affected to other structures in the service of the Government. Thus transformation of the civil service is not only concerned with research on methods for the embetterment of the civil service, but also for the capability of Government to create more job opportunities in the civil services.

When the Union of South Africa was established on 31 May 1910, the well established civil service of the Transvaal colony served as an interim civil service. However, the new government was faced with many political problems. Politically South Africa was divided into Afrikaner and English, based on political parties. On the other hand was the problem of black groups who settled in the four colonies of the Union of South Africa but were denied franchise, especially in the former republics of Orange Free State and Transvaal. As already mentioned earlier in the chapter, the main objective of the Government of the Union was to unite these groups in terms of its policy of reconciliation. The development of the civil service was however interrupted by Two World Wars (i.e. 1914-1918 and 1939-1945) as many of the South African civil servants joined the army.

It was only after the Second World War that civil service set out on a programme of self-development. Inservice - training was started and was gradually improved. This was augmented by academic studies and also by contact with civil service development institutions in Britain and other developed countries.

However, when the National Party took over the government of South Africa after winning the 1948 elections things took another turn. By this time the majority of officials in the civil service were English-speaking people. During the period of the National Party rule more Afrikaners were employed in top management posts in the civil service. This measure was tantamount to the Afrikanerization of the civil service in South Africa. This was further complicated by many resignations of English-speaking officials who left the civil service to join the private sector. As a result the civil service in South Africa remained dominantly Afrikaner in character.

## **2.5.2. Status of Blacks in the Civil Service of the Union.**

Since Black franchise could not be allowed by the Government of the Union of South Africa in 1910, it was left to each of the four colonies of the Union to decide on the policy towards the Blacks. It should be borne in mind that before the Union the principle of racial discrimination in former Boer republics ( i.e. Natal, Orange Free State and Transvaal) always debarred all the Blacks from participation in the government of those republics.

After unification in 1910, various Acts dealing with the administration of Blacks were passed. For example, the Black Land Act, 17 of 1913 initiated the territorial segregation between black and white in South Africa. This Act provided that there should be areas to be exclusively occupied by Blacks. However, only 13% of the land was allocated for Black development and occupation while the rest of the land was reserved for white settlement and development. All state-owned land in proclaimed Black areas was vested in Development and Land Trust to develop it for the benefit of Blacks. Section 1 of the Black Land Act of 1913 provided that Blacks could only be granted rights in the area allocated for them. Upon this The South African National Congress, established in 1912 and renamed the African National Congress (ANC) in 1923, objected and sent a deputation to London to request the repeal of the Act, but the request was turned down . (Marais, 1993:237).

By 1927 the various Acts of the colonies dealing with the administration of Blacks were consolidated into the Black Administration Act, 38 of 1927. Section 1 of the Act empowered the Governor -General of the Union of South Africa to be the Paramount chief of all black tribes and in terms of section 3 of the Act he could appoint and depose a tribal chief.

Further, the Native Land and Trust Act, 18 of 1936 was passed according to which all state-owned land in the proclaimed Black areas was vested in the Development and Land Trust for the Black development.

The Governor-General as the Paramount chief of all the Blacks was also empowered to appoint a chief Native Commissioner as well as Assistant Native Commissioner to assist him. A provision was made for the establishment of a Commissioner's Court with various Criminal and Civil Divisions. (Marais, 1993:238).

### **2.5.3. Policies regarding separate Civil Service Institutions.**

According to Marais, (1993:238) the promotion of Black Self-Government Act, 46 of 1959 provided for the emergence and development of self-governing National States or Homelands. This act had a number of objectives given in its preamble.

For example that the black peoples of South Africa were not a homogeneous race, but consisted of separate ethnic units, each with its own language and culture and that welfare of these units was to be sought within each unit. Although this explanation was correct, it had in my view nothing to do with the granting of franchise to the Blacks or equal treatment of the people of South Africa if the Government intended to do so.

However, homelands states like the TBVC states were established and were granted nominal self governing autonomy and independence within the borders of South Africa. These were Transkei, Bophuthatswana, Venda and Ciskei. Six other territories were also established and accorded self-governing status. These were Gazankulu for Tsonga, Ka Ngwane for Swazis, Kwa Ndebele for Southern Ndebele, Kwazulu for Zulus, Lebowa for North Sotho and Qwaqwa for South Sotho. Blacks in the urban areas were placed under the control of Administration Boards which later developed into Community Councils. Their functions included among others, provision of housing, health services, providing recreation facilities, levying of fees for services rendered and control of labour bureaus.

As for the homelands, each of them became a self-governing territory. For example in the area now called Northern Province three homeland territories were established. Lebowa obtained Legislative Council on 2 October 1972 and thus had its own civil service. Gazankulu obtained a Legislative Council on 1 February 1973 and Venda obtained first, Legislative Council on 15 and 16 August 1973. It became an independent state on 13 September 1979, in terms of Venda Act, 107 of 1979. Each of the three territories mentioned had its own infrastructure of Legislative, Executive and thus civil service institutions.

However the surface areas of these states, like most other former homelands in South Africa did not form a geographical unit but comprised of separated and isolated areas. The Northern Transvaal Administrative region was formerly part of the Transvaal Province.

Of crucial importance were the administrative systems that were established in these territories. Although each territory had its own civil service, the civil services of all the homelands including that of White Central government performed overlapping functions. One of the main weaknesses of these civil services was that the gender equality issue was totally disregarded. Women and the disabled persons were not offered equal opportunities for benefits and promotions in the top management posts.

The homeland administrative systems, because of their apartheid practices or even ethnic segregation, failed to get the support of all the people in the country. Moreover, more agencies were created to perform overlapping functions. Most of these functions were performed without effective supervision and control.

The homeland governments were thus characterised by many incidents of corruption, poor communication networks and expensive but poorly managed infrastructure. Up to 1994 when democracy for all was established in South Africa, most of the rural areas were still under-developed with a high rate of illiteracy though the self governing and TBVC homelands states were controlled by Pretoria.

In April 1994 when the non-sexist, non-racial and multi-party democracy was established in South Africa, all the former civil services of the homelands and the apartheid civil service of the Central Government were to be amalgamated. The civil service became so large and many problems were created which up to now are not yet fully resolved. Transformation and restructuring of the civil service then became necessary to avoid problems of redundancy, ineffectiveness and corruption. The Provincial Civil Services were thus given a measure of autonomy to run their civil services as long as these operated in line with the policies of the Unitary State of South Africa.

#### **2.5.4. Apartheid Philosophy and the Civil Service( 1948-1990's).**

The Nationalist Party took over the Government of the Union of South Africa(later Republic of South Africa) after winning the elections of 1948.

Soon after taking over Government, it embarked on a policy of separation, also called apartheid. The apartheid policy reached its pinnacle during Verwoerd's rule (i.e. 1958-1966). During that period, official documents and official speeches emphatically stressed that blacks were not part of White South Africa but belonged to National States or homelands. During the years that followed various policies were promulgated dealing with different aspects of the relationships between the different races of South Africa.

The National Party rule between 1948 and 1993 was characterised by apartheid structures. The apartheid policies protected the whites in the public service. A whole set of policies were introduced which offered whites more job opportunities in the civil service than Blacks. Further, preference was given to male officials rather than female in civil service employment. Women were traditionally regarded as incapable to hold high positions in the civil service with the exception of a few Departments.(e.g. Departments of Health and Social Welfare

and Education). Women employees in the service of the Government were mostly employed on a temporary basis.

The government at that time was committed to the policy of apartheid and to enforcing bilingualism in the public service (i.e. English and Afrikaans languages). This was a measure of "Afrikanerization" of the civil service. The Nationalist Party however had inherited this from the previous governments. In 1948 when the Nationalist Party came to power in South Africa, the higher ranks in many departments were still predominantly occupied by the English Speaking Nationalists as they virtually filled all senior positions. In other words the civil servants became the servants of the Government rather than the servants of the State. Civil servants who served as junior by 1948 were promoted to senior positions under the same party. However, very little was done to accommodate women, Blacks as well as the disabled persons in the senior positions of the government.

Close examination of the apartheid philosophy shows that it influenced the civil service to operate on racial lines. Administrative systems that were established were created not because of their immediate need to the public, but mainly for political reasons. In the homelands for example government departments that were established practiced segregation policies which led to the fragmentation of the civil service and to the rendering of services based on a particular race, colour, ethnicity and gender. Consequently, Blacks were denied the opportunities in the apartheid civil services and their needs, demands and aspirations were deflected to the homelands' governments. (Marais, 1993:206).

#### **2.5.5. Civil Service Changes of the 1990's.**

In 1980 the apartheid government tried to accomplish rationalization of the civil service by shifting away from fragmentation towards unity. However, the rationalization process

did not imply the integration of existing departments, what it really meant was combining departments into larger groups. For example 44 departments were grouped into 22 large departments. This task was performed by the Civil Service Commission which was later renamed Commission for Administration whose function was to establish departments, re-organizing departments, scrapping of posts and the establishment of new posts and salary scales. In the whole of the reform process, no measure seem to have been taken to make the civil service to be development oriented. The main activity of the civil service seem to have been the routine-like activities and maintenance of law and order.

However, as Marais, (1993:244-246) put it, " the rising level of education among the Black militancy, foreign pressure, changes in the Afrikaner class composition and the atmosphere of crisis that was prevailing in South Africa, made the Apartheid regime to realize that the inclusion of the Blacks in the Government of South Africa was imminent." It became clear that segregation policies could not successfully serve the interests of the Blacks.

The dawn of democracy in South Africa in April 1994 came at a period when most of the political organizations, business sectors and most South Africans could no more longer contain the malpractices of the apartheid rule. Infact one cannot deny the fact that the multi-party negotiations for peace settlement and the establishment of the non-racial, non- sexist democracy came at a time when this country was at a brink of intensive civil war.

To sum up, it might be said that this chapter attempted to show the development of the civil service in South Africa from 1910 up to the present moment. There had been for example many developments and changes in the civil service since the establishment of the Union of South Africa in 1910 up to the present. Of course the operation of the civil service in any country is continually changing, depending on the demands and needs of the people at that time. This had also been the case with South Africa when it became a democratic government in April 1994. People have developed high expectations about it as the only machinery to

meet demands and needs of the civil society. It is for this reason that research about mechanisms for transformation of the civil service forms an essential part of this document.



## **CHAPTER THREE**

### ***THE NEW CIVIL SERVICE OF THE PROVINCE :***

#### **3.1. Introduction.**

The previous chapter outlined how the past governments had practiced policies of segregation which they have inherited since the early days of colonialism. The chapter further outlined how the Apartheid Government under the Nationalist Party capitalized on these policies to pass laws that were oppressive, inhuman and unjust as they undermined the rights of the non-white citizens of this country. Laws of segregation in terms of colour, language, traditions and Pass Laws were some of these offensive laws. The creation of the Homelands Governments as explained in the previous chapter, was the only outlet through which the Blacks could exercise their rights as they were denied the right of participating in the then, whites only Parliament of South Africa.

This chapter will in turn concentrate on how the new democratic Government of South Africa will affect the civil service institutions. Aspects such as; need for change, human resource development, relationships in the work situation, Affirmative Action, training of civil servants as well as management of incentives in the Northern Province Civil Service will be covered.

The redress of the past imbalances would be the right start in the process of transformation. Practices such as racial discrimination in the job situation need to be avoided while gender equality, Affirmative Action and demographic representation in the civil service need to be promoted. This implies that the people within the public and private sectors need to be trained while they in turn should train and develop their subordinates.

How this can be done is of crucial importance. Many people believe

that Black empowerment is simply putting knowledge and skills into the Black people and then expect it to function in an environment which remains fundamentally unchanged. This would be missing the point. It should be remembered that most Blacks have currently acquired knowledge and skills to succeed in management of organizations, both in public and in private sectors. All that is now needed, is to continue to educate, to train and develop them and place them in organizations as they are being established.

One of the major priorities in transforming the civil service in the Northern Province would probably be to focus attention on the correction of the weaknesses of the past civil services. Perhaps liaison with universities and other tertiary institutions in the region might help because seemingly there has been an emergence of Development Management in the curricula of University degree programs in some institutions in South Africa today. These tertiary institutions would then be able to see themselves as part of an ever-expanding network of development management in the Province and thus participate in the change process.

For South Africa, including the Northern Province to have a bright future, transformation which involves human resource development and capacity building should also enjoy immediate attention. Of course development may comprise multiple dimensions that influence each other such as cultural factors, social and economic factors to mention but a few. Experience in many independent African states has shown that a society cannot commit itself to a development undertaking unless that undertaking corresponds to its deeply, felt needs. In other words people should be able to derive the means and motivation for their development, from their own cultural roots.

The process of transforming the civil service in South Africa, and for the Northern Province in particular need to have a clear formulated vision of what should be achieved. The mechanisms through which this vision can be achieved should be clearly spelt

out. This chapter will dwell much on strategies of transformation and how best these can be achieved.

### **3.2. Focusing on Transformation and Change.**

According to the White Paper on the Transformation of the Public Service (November 1995, Chapter 1: 11) the public service has a major role to play as the executive arm of the government. Consequently, when the new Government (ANC Government) took over in 1994, it became necessary to transform the civil service into a coherent, representative, competent and democratic instrument for implementing government policies in order to meet the needs of all the people in the country. However, both successes and failures have been experienced in the implementation of this vision.

The Public Service Act of 1994 (Procl. 103/1994) was introduced as the basis for integrating the fragmented system of state administration inherited from the apartheid era into a unified national public service. This became the focus of the transformation and change in the civil service and it was well accomplished.

Further, it should be realized that the goals of transformation are to be achieved within an anticipated time frame of two to three years, while the process of reform on the other hand is an ongoing process.

Through the civil service that is representative, coherent, transparent, efficient, accountable and responsive to the needs of all, the lives of many South Africans can be improved. Although in theory these have been put in place, still much need to be done in practice to make our civil service effective and efficient.

The civil service transformation in South Africa since April 1994, aimed at achieving among others the following:- to promote human resource development and capacity building as a necessary precondition for effective change and institution building; to create an integrated and adequately decentralised public service which is capable of undertaking development tasks of government and to respond to the challenges of the change process; to facilitate the transformation of the attitudes and behaviour of public servants towards cooperative and democratic service corps; to create representative civil service which will reflect the major characteristic of South African demography without compromising its efficiency and competence ; to upgrade the standard of efficiency and effectiveness and to improve the quality of service delivery; to encourage effective accountability and transparency in public management processes and to promote the commitment of the civil servants to serve the interests of the nation as enshrined in the constitution of the country.

The question/s to be asked is/are how much of these, is/are already achieved since the new government came into power?

### **3.2.1 Weaknesses of the Past Civil Services.**

As reflected in the White Paper on transformation of the Public Service (November 1995, chapter 2: 15) the civil service in South Africa need to be transformed to achieve new roles. Presently the civil service is characterised by a number of important challenges and constraints which emanated from the legacy of the past apartheid era and also from the current situation in South Africa which need to be addressed.

The following are some of the measures which need to

be redressed, which if left unchanged, could seriously impact upon the ability of the new Government to achieve its major goals of transforming the civil service.

### **3.2.1.1 .Lack of Representativeness in the Civil Service:**

The previous Government promoted and defended apartheid institutions. Employment and promotions to high posts in civil service institutions were mostly reserved for white male officials. Blacks, women and disabled persons were discriminated against on the basis of race, gender and disability.

The majority of senior positions in government were held by white officials. Only a small number of Black civil servants benefitted from the Homeland dispensation. Moreover, women and disabled persons, irrespective of race or gender were not appointed in any positions of influence in the civil service. As a result many potential talents and skills were wasted because of these exclusions.

The Interim Constitution (Section 212 (2) (b) and Principle XXX of Schedule 4) stressed the mechanisms the Government intended to embark upon to address these weaknesses.

By introducing the transformation process the government aimed at improving the quality and equity of service delivery in the new civil service and enable it to draw and utilize the skills and talents of all South Africans irrespective of race, colour or gender.

### **3.2.1.2. Lack of Popular Legitimacy.**

In the previous apartheid civil service public servants were seen as agents of the apartheid oppression. Their major functions were concerned with the application of rules and procedures and maintaining law and order. Any form of

development was based on culture and tradition(i.e. ethnically based).

This made the system of service provision to be discriminatory and to concentrate on some areas while excluding others. As a result one of the urgent roles of the present Government was to correct this measure by provision of effective civil service delivery.

### **3.2.1.3. The Centralised System of Management.**

The previous civil service was oriented towards control of the majority of the population in Central Government and in the Homelands. As a result, it became highly authoritarian, centralised and rule-bound in its operation. The role played by the civil servants was neither creative nor responsive to the needs and demands of the people of this country. Instead, the civil service was characterised by the development of a vertical, top-down management structure which created no room for democratic practices. To inherit such a civil service without a measure of reform would be disastrous to our new democracy.

### **3.2.1.4. Lack of Accountability and Transparency.**

One of the major weaknesses of the past civil service was that civil servants were mainly held accountable for adherence to the rules and procedures rather than for efficiency and productivity. Besides, any other form of accountability was limited to the bureaucracy and not to the public. Civil servants' accountability to the public was seldom done. This led to many incidents of corruption. In order to address these imbalances, the present government was faced with the task of promoting democratic accountability and transparency in the civil service. Government departments and departmental agencies were to be encouraged to provide access to information to the public

irrespective of their level of education. This could as well be done through the media, government regulations and circulars.

### **3.2.1.5. Low Productivity.**

Most civil servants in the previous civil service were involved in essentially duplicative administrative functions. The majority of the staff particularly the Blacks were offered very little opportunities for appropriate on - the - job - training or development education. This resulted in serious understaffing at the level of essential service provision.

The major priority therefore, in improving the productivity was to provide the basic needs of all citizens in the country. This measure could not be achieved without effective and efficient civil service. Civil service transformation was therefore a priority.

### **3.2.1.6. Incompatible Pay Levels.**

The previous civil services were also characterised by unequal pay levels for civil servants. Pay levels for white managers were for example relatively high while for those in the lower and middle levels( predominantly Blacks) were disproportionately low. Likewise pay benefits were historically biased along the line of gender and race. Housing and pension benefits for Blacks for example were low in comparison with those for whites.

Even the few women that were employed in the lower levels of the civil service received very low wages. Many civil servants were demotivated by these factors and their morale and productivity became low.

It therefore became necessary to find out some measures to redress these imbalances. As a precondition for

development of an efficient, productive, honest and well-motivated civil service it was imperative that equitable and non-discriminatory pay and employment conditions for civil servants should be introduced.

#### **3.2.1.7. Lack of Professional and Work Ethics.**

In many institutions of the past civil service mismanagement, inefficiency and corruption were the order of the day. The ineffectiveness was largely contributed by lack of career paths for civil servants, lack of staff development and training and lack of more participatory forms of management.

In order to promote a more professional ethos among all civil servants, the government intended to build a highly motivated and development-oriented civil service. This would include the introduction of the code of conduct and measures to eliminate corruption in the civil service.

#### **3.2.1.8. The Past Civil Services and Labour Relations.**

In the previous apartheid civil service, Labour relations could not be freely practiced. The Government regulated it according to race. Blacks for example were denied the opportunity to improve their conditions of service through collective bargaining. These oppressive measures made the relations between the Government as employer and the civil servants as employees not favourable. All disputes that arose between the civil servants and the Government were mediated by force rather than by negotiation.

To avoid repetition of such mistakes the new Government ensured that the relations between the civil servants as employees and the Government as employer should be managed and negotiated effectively



so that the levels of labour conflict should not grow and cause serious and disruptive effect in the civil service. This was to be done by introducing model for collective bargaining based on effective negotiation structures and practices.

### **3.2.2 Impact of Challenges and Constraints.**

Even though the new Government in South Africa have introduced new measures of transforming the civil service and to eradicate the injustices of the previous public service as discussed above, many of these problems did not automatically disappear. They still remain and will have to be overcome if the public service is to fulfil its new role effectively.

These problems, some of which arise from the current situation in the civil service are among others the following:

#### **3.2.2.1. Fear of Change.**

As a result of the rationalization and affirmative action programmes that have been put in place in the civil service since 1994, many civil servants are uncertain about what will happen about their future in the civil service. Situations such as these has a negative impact on morale of the civil servants. This is further been compounded by the delays in formalising new staffing structures or redeployment processes in many departments and provincial administrations. This is invariably accompanied by anxiety and resistance to transformation measures in some institutions.

### **3.2.2.2. Resistance to Change.**

Usually resistance is motivated by opposition to change process itself. In some cases civil servants will oppose change itself although they are not sure what its consequences would be. In such cases there may be some deliberate efforts to sabotage any measure of change from the status quo.

### **3.2.2.3. The Danger of Brain Drain.**

Many civil servants are uncertain about the eventual consequences of the transformation process in the civil service. If their fears and anxieties are not adequately addressed, they may intend leaving the civil service. This may result in a risk of brain drain, especially for those who possess the marketable skills and professional ethos required by the new civil service. Such a measure may worsen the severe shortage of skills which is already experienced by the civil service.

However, some brain drain may be caused by those civil servants fearful about change, that they decide to leave the public service to join the private sector.

### **3.2.2.4. Popular Impatience at the pace of Change.**

The transition to democratic governance in South Africa arose expectations about the ability of the new government to deliver goods and services to provide for peoples' needs.

Taking the time from 1994 up to the present, there is a growing public perception that the civil service is taking too long to turn itself into an efficient and responsive machinery

of the new government. This has in many cases led to people being sceptic and impatient about the outcome of the transformation process.

#### **3.2.2.5. Lack of Clear Vision for Change.**

Not all sections, subsections and structures of the public institutions have a clear vision of the intended goals of the transformation and change in the civil service. Moreover, in some cases the purpose and nature of the transformation process are not clearly communicated to the public servants.

This may only serve to exacerbate anxieties and impatience in the civil service. To an extent this implies that, to date, insufficient attention has been placed on communicating clear objectives of the transformation and change to all the civil servants.

#### **3.2.2.6. Lack of Clearly defined Roles and Responsibilities.**

For the public service to be effectively transformed, there should be clearly defined roles and responsibilities for the institutions charged with drawing the transformation process at both national and the provincial levels. However, roles and responsibilities should not be defined too rigidly as they were in the previous apartheid era. In other words, there should be scope for flexibility and innovation.

#### **3.2.2.7. Lack of Co-ordination.**

For the process of transformation to succeed, the main reform agencies and role players in the civil service will need to be effectively co-ordinated. This implies that

appropriate co-ordinating structures should be developed to enforce collaboration within the public service.

### **3.2.2.8. Devolution of Management powers.**

To ensure innovation, creativity and responsiveness to the needs of the people, devolution of management and decision -making powers with defined lines of accountability had been effected in the new civil service since 1994.

However, many committed and potentially innovative managers feel that the many rules, regulations and Legislation which they are to implement are burdensome. This might be contributed by the fact that many officials in the lower levels are not yet trained to effectively take this task further. This was further aggravated by the manner in which these were to be perceived, controlled and operated. This was the role of the Public Service Commission before its functions and powers were delegated to various departments as from 1997.

### **3.2.2.9. Lack of Skills and Capacity.**

The civil service in the apartheid era was characterised by lack of representativeness, inefficiency and ineffectiveness. This measure was contributed by the discriminatory practices of apartheid education system, coupled with the relative lack of opportunities for inservice-training for the disadvantaged groups within the civil service.

This resulted in many instances of incapacity in the civil service which must be addressed if the civil service is to be representative and become more efficient and effective.

### **3.2.2.10. Financial Constraints.**

The new Government in South Africa inherited a situation in the civil service where the greater part of the budget was devoted to the salaries, wages and benefits of civil servants, and only about nine percent was devoted to the expenditure on development projects. This implies that additional resources should be available to meet extra costs involved in the transformation process.

### **3.3. Achievements of the New Civil Service since 1994.**

According to the White Paper on the Transformation of the Public Service (November 1995, Chapter 8:43), comprehensive measures of administrative restructuring and rationalization were put in place already by 1994. These measures were aimed at creating a unified and integrated service, restructuring the senior management echelon and also creating a more cost effective civil service.

Although some of the steps have already been achieved in transforming the civil service, still much need to be done to make the new civil service effective and efficient.

The following are some of the steps already taken:-

#### **3.3.1.A Unified and Integrated Civil Service.**

As stated in the White Paper on the Transformation of the Public Service (1995, Chapter 8:43), the creation of a unified service involved the transfer of the administrative functions of the three former homeland administrations

and the former Transvaal administration to form the new civil service of the Northern Province, rationalization of the conditions of service and the staffing of the new structures.

Despite what has been done already to unify previous civil services, not much has been achieved in the transformation process since 1994. Conditions in the new civil service are still in a state of flux as transformation and change attempts to develop rapidly the programmes necessary to achieve a range of goals and objectives. The situation is further complicated by the co-existence of different agencies trying to accomplish the same objectives. To an extent the rapid change produces confusion among the employees in the civil service.

To transform the civil service, it was first necessary to create a unified and integrated civil service. Civil servants for example, were deployed from the eleven former administrations of the Republic of South Africa, TBVC states and self-governing territories at both national and provincial levels in order to effect a balance in staffing the civil service institutions.

Thirty-three (33) National Departments and Nine (9) Provincial Administrations have already been established. Each of the Provincial Administrations had its own Provincial Service Commission. Further, the provinces were granted powers in accordance with the provisions of Schedule 6 of the Constitution of South Africa, 1996, Act No. 108 of 1996 to control civil service institutions in harmony with the national policies of the Civil Service in South Africa.

So far, the Provincial Governments have already made progress towards the integration of the former TBVC states,

self-governing states and provincial administrations of former central government

In the Northern Province, the civil services of the former Independent State of Venda, self-governing states of Lebowa and Gazankulu as well as the former Northern Transvaal Administration, have been amalgamated to form the Northern Province Civil Service.

With regard to the transformation of the civil service in the Northern Province, agreement has been reached with the unions on the rationalisation of the conditions of service. Civil servants have also been redeployed to many areas to staff the new structures, particularly at the senior management level.

### **3.3.2. Institution Building and Management.**

According to the White Paper on the Transformation of the Public Service, (Chapter 9:48), the government put in place changes in management philosophy and practice in the civil service rather than leaving the civil service to operate on the fixed rules and procedures as in the previous apartheid era. The changes were further aimed at empowering and motivating the civil servants to work productively with commitment and initiative towards the achievement of the goals of the new public service.

However, to achieve more efficiency in the transformation process, attention should be given to the conditions of service of the civil servants. The degree to which they may be motivated to commit themselves to their work fully, depends in part on how far they expect to be able to achieve given goals. Possibly among the officials there seem to be those whose strong desire is to advance

their own careers, both by developing themselves in the job they currently hold, and by advancing through the organizational hierarchy.

It should be noted however, that officials are anxious to accomplish concrete objectives in their current jobs and thus to contribute to the development of the nation. A measure of personal rewards related to performance of officials might motivate them to be committed to their work. Such a measure may also make the new civil service to be different. To improve the output-related performance, accountability and responsiveness of the civil service, the following measures have already been taken in the Northern Province.

A new system is already introduced under which the responsibility of the top management is devolved and decentralised, while on the other hand accountability for performance against specified goals and objectives is increased. For example the term of office and contracts of Directors-General is now determined by the achievement of specific objectives and targets. The same measures are introduced within departments regarding the performances of the Heads of Departments.

In the Northern Province Civil Service the members of staff in a department are encouraged to take decisions and solve problems within their own area of competence. In the past even the smallest decision was referred to a higher authority. These measures are taken to make the civil service more open, flexible and to allow participation of civil servants.

### **3.3.3. Representativeness and Affirmative Action.**

Representativeness is one of the main foundations of a



non-racist, non- sexist and democratic society and it is therefore a necessary precondition for transforming the civil service and driving it towards equitable service delivery. Affirmative action on the other hand is comprised of laws and programmes designed to redress the imbalances of the past and to improve working conditions of individuals and groups who have been previously disadvantaged on the basis of race, colour, gender and disability.

However, although affirmative action measures have been introduced in the civil service, very little change can actually be realized in the day to day activities of the public officials. To improve the quality and equity of service delivery the Northern Province Government has already embarked on a process according to which women, disabled persons and all previously disadvantaged groups , irrespective of race or gender, will be employed in any positions of influence in the civil service.

### **3.3.4. Transforming Service Delivery in the Civil Service.**

In the White Paper on the Transformation of the Public Service (1995 , Chapter 6:34), guidelines are provided for the establishment of the Presidential Review Commission whose main function would be to review the structures and functions of the civil service , focusing in particular on the division of roles and tasks of the civil servants.

As further explained on (Chapter 11:57 of the same White Paper(1995) the guiding principle of the public service in South Africa is " service to the people."This principle, if fully implemented will play a major role in transformation of the civil service.

The process of transforming the civil service should not be left to individual-oriented schemes of motivation when implementing measures of transformation as these may not be sufficient to inspire the desired levels of effectiveness among the civil servants. It is therefore essential that the effectiveness of the civil service should be rapidly facilitated in development - oriented areas. In other words there is a minimum level of performance required of the civil servants if the goals of the transformation are to be achieved

To meet basic needs of the people in the Northern Province and South Africa as a whole needs the commitment of the civil servants in the improvement of service delivery. People await delivery of services in the fields of job creation, land and housing, water and sanitation, electricity, transport education health . This would be a step in making life better for all South Africans.

As an urgent need to redress the imbalances of the past in service provision, and to promote equity, the Government has decided to base its service delivery priorities on corrective action principles. In other words delivery will focus first on meeting the basic needs of the previously disadvantaged persons. However, effort will also be made to ensure continuity of services at all levels of society.

### **3.3.5. Enhancing accountability in the Civil Service.**

Accountability and democracy within the operations of the new civil service will ensure that relationships between the public and the civil service are transparent, consultative, participative and democratic.

However, the success of public service managers in directing development programmes and transformation should be related to a mixture of the resources available

to them and their own commitment to make the most of these resources.

One other aspect which delays the process of transformation is the inconsistency in the job performance by the civil servants. These are visible in instances of failure to be on time in the place of work, lack of motivation to work full hours by certain members of the civil service without been accountable to any one.

In the Northern Province and all other provinces of South Africa, measures have already been taken to ensure the development of a democratic and accountable civil service. Mechanisms are provided in each department for regulating transparency and accountability. The Public Service Commission before devolving its powers to various departments in the Province, also served as a liaison in this regard.

### **3.3.6. Human Resource Development and Training.**

The success of good governance depends greatly on the effectiveness and efficiency of the civil servants who advise and implement the decisions of the political-office bearers. As outlined in (Chapter 14: 68 of the Transformation of the Public Service (1995), the government and other institutions such as, community organizations, private sector agencies and institutions of tertiary education should be partners in building capacity for good governance.

It should however be noted that although steps have been taken to improve the management of the public service by the transformation process, it may take considerable time to increase growth or to bring about change, and progress is often spread unevenly across

the country and sectors.

In other areas, especially where institutional and managerial changes are involved, progress is difficult to quantify. However, the signs of progress in the transformation of many institutions is clear.

To transform the civil service, the Government both national and provincial embarked on the process of training and educating the civil servants to promote and develop their professional capacities and to promote institutional change.

The training process is undertaken in compliance with both the national and the provincial programmes. The Directors -General are placed in charge of all these programmes.

### **3.3.7. Labour Relations and Employment Conditions.**

Professional service ethos and work ethic is a necessary precondition for the development of an efficient, productive, honest and well motivated public service. More commitment on the part of the civil servants would depend largely on the introduction of more equitable pay and employment conditions of the civil servants.

However, some measure of weaknesses still prevail in the civil service where civil service institutions are still struggling to get their priorities right.

Often the right motivation for officials to commit themselves to transformation and change are lacking and problems encountered in the day to day activities of the officials are ill-defined and record keeping as a major

tool for information gathering analysis, is poorly practiced. As a result the government may as a measure to extend the transformation process, make training facilities more accessible to larger number of public institutions in the country.

The introduction of the Labour Relations Act 66 of 1995 was an important step in promoting more effective labour relations within the civil service. This Act was further intended to assist in the transformation process and in institution building by promoting flexibility, responsibility and accountability in the civil service.

According to the Labour Relations Act, the Government would respect the constitutional rights of workers to collective bargaining, right to strike in pursuance of their social and economic interests except in case of workers in essential services. The Government would further expect unions and associations to exercise this right in a responsible way.

### **3.3.8. The Promotion of a Professional Service Ethos.**

Most probably, highly motivated civil servants with a strong morale will be the solution to implement the transformation measures in the civil service and to bring about better conditions of service in the new era.

However, in many instances public officials often find it difficult to anticipate what will be practicable to achieve and at the same time feel neglected by comparison with the officials in top executive institutions at Provincial and National offices.

Nevertheless, if personnel policy during the transformation process can be designed to assist public officials in

coping with the chaotic and uncertain working environment that surrounds them, civil servants may become more productive compared to the previous apartheid era.

As a measure of transforming the civil service the Government also introduced a code of conduct for civil servants and measures to eliminate corruption. The code of conduct was intended to regulate behaviour and to guide civil servants to use their creativity and their discretion to perform their daily activities and functions. (White Paper on the Transformation of the Public Service, 1995, Chapter: 15:72).

The code of conduct was also intended to contribute towards greater honesty, integrity and efficiency in the Northern Province Civil Service.

### **3.4. Extent and Impact of Transformation and Change.**

In this section some measurable achievements which have been attained since the establishment of the new civil service in April 1994 are outlined. Also some weaknesses of the past civil services which continues to make an impact on the present civil service in public schools and government institutions are also outlined.

#### **3.4.1. Rationalization and restructuring of the Civil Service.**

One of the major tasks faced by the new Government since April 1994 had been to create a unified and integrated civil service. To that regard progress is being made towards the staffing of the new structures, especially at the top executive level. Measures are also being taken to improve the efficiency and effectiveness

of the civil service.

As outlined in the White Paper on the Transformation of the Public Service(1995), the following are some of the measures being put in place through the civil service transformation process: "Rightsizing" of the Public Service. This implied that a comprehensive review of personal requirements and staffing structures is being made in all departments and institutions with the aim of improving delivery of services to the people. The rationalization process was among others comprised of the elimination of duplication of services and the introduction of improved work practices.

Another important measure in reducing the size of the public service, is the government's well-considered policy of retrenchments, early retirement and the filling of vacancies created through natural incapacibilities of civil servants. However, to ensure that retrenchment and redundancy is handled in a just and fair manner, policies have being introduced to facilitate the retraining and redeployment of staff. (White Paper, Transformation of the Public Service,(1995).

The new measures are already employed in the new Northern Province Civil Service which established its Head Quarters in the city of Pietersburg. The Government consists of eleven Departments, all with their Head Offices in the same city. This ofcourse implied that civil servants had to be relocated from various geographical areas to staff the Departments at Head Office. This process was, to begin with, not a smooth one owing to the previous nature of separate homelands' civil services.

It should be noted that the creation of homelands had resulted in the duplication of services to be performed by the civil servants. For example if there was a Director of Education in one homeland, a similar position and

department would exist in every homeland including the central government. Also when the civil services of the former homelands were to be amalgamated to form one civil service in April 1994, there was an imminent problem of redundancy in the civil service. This situation was aggravated by the fact that the previous civil service of the apartheid era was not development-oriented. The civil servants were used to perform routine-like activities. As a result the present civil service is currently faced with the problem of a large civil service. However, the general view expressed by the public, the civil servants and their trade unions was that, the civil servants should not be retrenched but instead should be retrained and be redeployed to serve in other areas in the service of the Government. This ofcourse is a process that will take a long time to be completed. On the other hand the relocation of the civil servants to new areas of work has also a financial implication in the sense that they either have to pay for their lodging or traveling costs for long distances. As a result of factors mentioned above, research for mechanisms of transformation is necessary in order to improve the new civil service and make it capable of meeting the needs and demands of the new non-sexist, non-racial society of South Africa.

In any government the civil servants play a major role to make it function effectively. It is their role to deliver goods and services to the people. It is for this reason that the transformation of the civil service becomes a very important factor to focus on. In other words the new civil service need to be able to manage interactions with the new South African society full of expectations. The various departments also have to manage internal change in the civil service. However, it may not be clear at this stage what issues and challenges should enjoy priority. Moreover, as Bayat and Meyer, (1994:117) put it, " if public administration should move towards a more practical involvement in the issues of the day, it will have to acknowledge development as an issue in real life."



Certain issues in the civil service need immediate attention. For example the previous civil service in South Africa was characterised by favouritism, nepotism and many other cases of corruption. It was the practice for example that in Venda only Venda speaking civil servants could be employed, Lebowa for North Sotho speaking and Gazankulu for Tsonga speaking. In other words ethnicity played a major role in the civil service.

However, it is expected that the behaviour and attitudes of the newly integrated officials will play a crucial role towards the relationships of civil servants in the work situation.

It will be expected for example that the civil servants have to understand the aspirations and the needs of the people they serve and develop effective responses to meet them. The civil service should also manage the disparity between the needs of the people and the resources available to meet these needs.

### **3.4.2. Establishment of New Civil Service Institutions.**

For the civil service transformation process to achieve its goals, it is imperative that there should be a change in management philosophy and practice as well as in organizational structure and culture of the civil service in order to improve its performance, accountability and also its responsiveness. (White Paper on the Transformation of the Public Service , 1995, Chapter 9:101).

The establishment of the new civil service in the Northern Province, has brought about many changes. Civil servants were for example relocated from various Regional Offices of the homelands to staff departments at Head Offices in Pietersburg. The transfer of officials to higher offices created a co-ordination gap in some departments especially because this was targeted at senior officials in the regions. The result was that some Departments such as Public

Works and Agriculture almost ground to a halt because the lower level offices were left under-staffed and this weakened the rendering of goods and services by these institutions.

The newly established civil service of the Northern Province is currently faced with challenges of change. Among others this may include the changing of goals and also adapting the existing goals to new circumstances. This may also entail renewal of structures and procedures in the civil service focusing on knowledge, skills, behaviour and attitudes of people within the civil service who will be responsible for implementing these procedures in their daily tasks. In a democratic country like South Africa today the majority of people would expect the civil service to pursue development-oriented goals and to follow a well-managed process to pursue those goals. New roles may be introduced side by side with tactical changes in organizational management. Considering the factors of change mentioned above, it is therefore evident that transformation of the civil service is one of the major priorities in the Northern Province Government.

### **3.4.3. Need for Human Resource Development.**

The success of the transformation process will more generally depend on the effective mobilization, development and utilization of human resource capacity within the civil service. Education and Training of the civil servants will further help to develop their professional capacities and to promote institutional change.

Although it is the right of every province to manage its own change in the civil service this should however be in harmony with the broader transformation process in South Africa. This should not in any way be a prescription of what the civil service should do, rather it should provide a framework within which choices can be made. Transformation

may involve personnel establishments and skills, organizational structures and cultures.

There is a need for human resource development in the Northern Province. As Bayat and Meyer, (1994:119) put it, "an educated civil servant is an asset for any country." However, it should be noted that academic education alone cannot directly be exchanged for practical training. While academic education equips the civil servant with knowledge that leads him to an understanding of public administration, practical training, on the other hand, enables an occupant to do his job perfectly. He becomes a specialist in the job he is trained to perform.

However, human resource development need to go hand in hand with restructuring and transformation of the civil service. Certain practices in the civil service need to be corrected. For example unlike in the past civil services, women and the disabled need to be equally equipped with skills and training so that they may perform their duties with confidence. Tapping on practices such as these will enable the civil service to adapt to change so that it may become its own agent of transformation.

In other words new management approaches in the civil service should enjoy a priority. It is necessary for the civil service to be development-oriented. Managing development may then lead to a more productive future in the delivery of goods and services. Moreover, civil servants should be offered the opportunity to participate in change. This implies that they should become interpreters and communicators of transformation and change.

For managerial and organizational performance to be improved, circumstances prevailing in any province, for example the Northern Province, should be taken into account. In that way precise obstacles impeding performance can be removed. This factor is important because behaviours and attitudes, which may be

influenced by culture and ethnicity, to an extent determine performance or production and motivation of public servants. Particularly this might be of relevance to the Northern Province Civil Service which is formed from the integration of civil services of former Lebowa, Gazankulu and Venda homelands as well as that of former Northern Transvaal Administration which were basically ethnic in character.

Further, it should be ascertained that the staffing of the civil service institutions is done in accordance with the new policies of the non-racial and non-sexist and democratic South Africa.

This had to be speedily done so that these institutions could start functioning. In other words the officials could not all receive chance of being retrained before they are redeployed to higher offices and other departments. It is for this reason that there are at times reports of incompetency by some officials. They may well, not be clearly acquainted with the requirements of the new democratic principles included in the new civil service. It should be noted that transformation of the civil service include among other things: accountability, transparency and responsibility. This cannot simply take place because it is included in speeches of politicians. Civil servants will have to make this happen through commitment to work. Effective participation in change process is also essential because the civil service in any country does have a continuous changing role of patterns.

#### **3.4.4. Challenges of Affirmative Action.**

Affirmative action is comprised of laws, programmes and activities to redress the imbalances of the past and to ensure that people who have been previously disadvantaged on the basis of race, colour, gender or disability should be identified and appointed through proper procedures within all departments and at all

levels of the public service.

Likewise, in the Northern Province, civil service reform programs should focus on the new approach to more efficient management practices by allowing group dynamics especially regarding the previous disadvantaged groups (i.e. women and the disabled). There should also be an appreciation of indigenous culture values. Through Affirmative Action the previously disadvantaged groups would be allowed objectively to release of their energies and creativeness and also be allowed to take responsibilities for their own societies.

For transformation to take place effectively in the civil service, there should be an agreement of commitment to development that is internalized between the Government and the public servants. If more Blacks are absorbed in the promotion posts of the civil service, success for development would then depend on the recombination of external ideas with valued behaviour of public servants. This is important because when they are positioned to participate in the change process, they become the interpreters and communicators of departmental policies (i.e. change agents).

Affirmative Action concentrates solely on the employment, development and promotion of the disadvantaged group. It is essential that in the new South Africa, there should be a conscious effort to redress imbalances of the past and to increase representation of marginalized groups of the population in leadership positions in society. This would be the equalizing of opportunities for the traditionally marginalised groups in the country.

However, it should be noted that Affirmative Action means equal opportunities not equality. All men are not born with equal intellect, talent and abilities. In other words people will always be unequal in spite of equal opportunities. Moreover, Affirmative Action should not become a

unilateral decision of top management. The concept should be introduced and be discussed by the employee officials. The fundamental reasons and the benefits to be gained by every employee through Affirmative Action should also be explained.

#### **3.4.5. Challenges on Matters of Policy Development.**

The new South Africa needs to have a bureaucratic corps who could be relied upon by the new order. The solution to this problem lies in a value-oriented public management approach both in teaching and practicing public administration. In other words there is a need for civil service institutions that will ensure that government administration at local, provincial and central levels is in harmony with the needs and expectations of the community.

The present civil service, which developed out of the policy of separate development, which controlled the civil service for decades, is not yet free from the influence of the practices of the apartheid era. As a result, the civil service is in need of a system which promotes tenets of democracy and which will provide the public service on a non-discriminatory basis (i.e. in a fair and reasonable manner) to the citizens of the country.

A considerable clear policy process needs to be developed within the civil service. Much can be achieved if civil service institutions restructures the civil service and formulate procedures which will also incorporate greater participation by political parties, interests groups and institutions in civil society.

It should be realized that the civil service of any country plays a major role in administrative, political and social institutions and often provides administrative and development goals

and may thus help in initiating development projects in the communities.

### **3.4.6. Challenges of Democratic Realism and Change.**

In the new civil service there are, however, positive strengths and achievements that can be built upon in the transformation process. These include among others, agreement between the Government and the employee organizations on matters relating to the rationalization of the public service, process of administrative transformation and rationalization of the four former administrations to form a unified and integrated civil service in the Northern Province.

The historical development in the South African Civil Service has resulted in imbalances among the various people in this country. Blacks were relatively under-privileged and could not occupy management positions in the civil service. However, mechanisms have already been put in place to provide a satisfactory response to these needs and demands.

Black people had been long excluded from top and middle management personnel in the public sector. The need for Black advancement should be seen as a response to future public service manpower needs. Previously recruitment and promotion policies in the civil service were in theory based on the principle of merit and efficiency only, yet in practice it was different as ethnicity and nepotism had a strong influence in the process.

As the previous civil service did not reflect the demographic population of South Africa, measures are being taken to make it more representative in racial terms.

However, caution should be taken that this requirement should be met without compromising the high standards of performance in the civil service. For this reason transformation of the civil service is necessary to move it closer to the ideal model( i.e. that of equal employment in the civil service).

Moreover, the disadvantaged groups( i.e. women, blacks and the disabled) should be allowed chance to recover from the effects of previous disadvantages by giving them special attention. This can be done by training this group and qualify them for positions which they can achieve by deliberate selection over better qualified candidates or by merit.

#### **3.4.7. Building a united nations state of South Africa.**

The introduction of the Public service Act of 1994(Procl.103/1994) created the basis for integrating the fragmented system of state administration inherited from the apartheid era into a unified national public service. However, much more need to be done to transform the civil service into an agency that is coherent and representative.

The process of transformation of the new civil service was aimed at achieving among others the following ideals of a responsible management which the civil service in a democratic country would eagerly desire to achieve. These are accountability, responsiveness, representativeness, transparency, competence, non-partisan impartiality, legitimate legality, discretion, virtue and courtesy.(Bayat & Meyer, 1994:24).

Similar to post-colonial Africa where indigenous Africans had to take over from the expatriates, the post 1994 South Africa had to build a unified civil service corps even though



there were no departing expatriates.

The post-apartheid civil service machinery and policy have to be directed towards planned growth and change so as to meet the needs and demands of modern society. This can be done by providing training for civil servants for initiating, undertaking and controlling administrative functions and development according to publicly proclaimed goals.

South Africa can learn lessons from independent African countries. There, public administration adopted a basic function far different from that which formerly characterized the colonial days. Instead, measures were taken to make the public administration to be oriented towards change and development.

However, it is not enough merely to respond to change as it comes, but change should be anticipated. In other words public administration structures and procedures must be designed to the characteristics of such change. New managerial procedures should always be introduced at the same time as structural changes that take place.

The administrative machinery to implement transformation should consist of National ministries, Provincial and Local Committee. In the new democracy, it will be to the benefit of South Africa, for both blacks and whites to learn to build development and economy of this country together. However there may be still some whites who feel that blacks have not yet advanced to a stage of holding top management positions in the civil service. Such a superiority complex may jeopardies race relations in the new civil service.

On the other hand there are also blacks who seem to understand "equal opportunities for all in the work place" as meaning the substitution of white officials by blacks. Such attitudes and behaviour might develop poor

relationship between Black and White officials. Such inferiority complex should be avoided. It should be clear that both Blacks and Whites are included in the new democracy and that job opportunities are open for all irrespective of race, colour or ethnicity.

#### **3.4.8. Lack of Service Attitudes in the Civil Service.**

In South Africa like in most ex-colonial countries in Africa, fundamental changes have to be made in the structures and procedures of public administration. It is expected that the civil servants in the new civil service will be committed to the delivery of goods and services to the public.

However, it is sometimes easy to theorize about change in government institutions. But for some people change is an imposition, especially for people who were secure in the previous apartheid organizational structures. The only way to achieve change is to change our attitudes. Now it is necessary for Blacks to change as it is for Whites. Emerging from the apartheid era, we know that apartheid mentality had been ingrained into our minds and it might be around for several years even if the Legislation is gone. For South Africans living under apartheid system that has meant to them, a certain approach to life.

Despite all that has happened before, both Blacks and White South Africans will have to grasp the opportunities that become available as the laws change. Since South Africa became a democratic country in 1994, there is a general feeling that too many people are paying lip service to change, and they are not conducting their lives differently. Unless every South African starts participating in change, no change will come at all.

### **3.4.9. Need for Development-oriented Institutions.**

Unlike in the past when the civil service was characterised by inefficiency, mismanagement and corruption, the new civil service need to be adaptable to change.

Through a transformed public service which is transparent, representative, effective and efficient, accountable and responsive, the lives of the people in this country can be improved. (White Paper on the Transformation of the Public Service, 1995, Chapter 2:14). South African civil service institutions should be adaptable to change. For example, it is expected that present institutions will have to concentrate on the development of placing Blacks into future decision-making and in the building of the nation in this country.

In all departmental institutions a careful evaluation should be made of its specific culture and needs to enable it to select the model and options that will achieve its specific required objectives. It should be noted that every institution is subject to the needs and pressures of its own corporate culture in which it is striving to achieve for itself a process of ultimately attaining equality for all, which will also be acceptable for the civil servants. However, each department must consistently adapt to the changing environment.

The previous government institutions lacked commitment or support for the process of Black Development from the management. Moreover, job objectives were not clear to all employees. In other words there was no transparency of aims and objectives decided by the management. It is therefore necessary that when government institutions plan for their manpower, they should keep in mind to meet the

demographic realities and political demands.

Also there is a fear of the probability that the new civil service might have an ethnic or tribalistic influences that may hinder the civil servants in the performance of their tasks. However, there is a strong need to change behaviour and attitudes by the civil servants and to adapt to the new civil service of the Northern Province.

#### **3.4.10. Challenges for Training Managers for Change.**

In the new South Africa, particularly in the Northern Province, it would be of utmost importance if the technical and managerial competence of civil servants can be improved gradually to bring about effective policy, planning, financial and personnel management to mention but a few. The role that government plays makes a large impact on institutional performance in general. For example institutional problems may multiply rapidly when government policies seriously distort the organizational environment of civil service institutions.

However, sometimes civil service institutions lack the capacity to attract and keep competent staff and fulfil organizational activities. If the government intervenes to control and implement policies, this must be carefully planned so that it may not have a damaging effect. For example an unplanned interference with the abilities of managers to carry out their responsibilities may make them frustrated, uncertain and defensive. Perhaps the establishment of a body like an investigating task team with a mandate to review the workings of the civil service as a whole and to recommend solutions may be an effective step.

The post-independence civil service today is faced with

contradictory situations, such as the imbalances that exists between civil service institutions in the urban area and those in the rural areas. On the other hand there is a measure of disparity between traditional values and modern attitudes towards the rule and principles of democracy. Another problem which is so widespread and common in the rural areas is illiteracy and poor infrastructure. To overcome these problems needs the establishment of viable development-oriented institutions which will be suitable as tools of societal transformation.

However, although the Government may be prepared to make significant adjustments to its new policies of training and upgrading the civil service, problems would still be cropping, stemming from the previous apartheid era practices by certain members of the corps. However, specialized skills may benefit the civil service institutions in this country.

It is a fact that currently there is a shortage of experienced and well-trained management manpower in South Africa. Of course this is the result of educational disadvantage, and discrimination against Blacks under the apartheid regime. It would be remembered that Blacks were prevented from entering top level employment in public sector management. As a result they were under-represented at middle and senior management levels. Another factor was the general lack of women in management positions. However, if the human resource potential of this country is to be fully exploited, the management crisis should be speedily addressed. Universities and Technicons can play a major role towards the achievement of this if their courses and curricula may be restructured in such a way as to provide education and training for management that is development-oriented.

To sum up, in this chapter an attempt was made to outline

the weaknesses of the past civil services as well as some measures of transformation which have been so far introduced to redress them. Some measurable achievements which have been attained since the establishment of the new civil services in April 1994 were also outlined. The next chapter will focus on real research on the activities and operations of the civil service in the Northern Province.

## CHAPTER FOUR

### ***'CIVIL SERVICE REFORM IN THE NORTHERN PROVINCE':***

#### **4.1. Introduction .**

In the previous chapter, the effect and impact of factors such as the following were discussed: weaknesses of the past civil services such as, lack of representativeness, lack of popular legitimacy, centralised system of management, lack of accountability and transparency, labour relations and lack of service attitudes, work ethic and professional ethos.

Secondly, what had been achieved in the civil service since 1994 is also outlined such as ,creating a unified and integrated civil service, institution building and management, introduction of participatory organizational structures, representativeness and affirmative action, human resource development and others.

Lastly, the chapter also gives a short prospective survey of the challenges of transformation and change which will possibly be faced by the Northern Province Civil Service, such as rationalisation and restructuring, establishment of new civil service institutions, need for human resource development, organizational and managerial challenges, challenges on matters of policy development and others. Although most of these mechanisms are already in the implementation stage following the establishment of democracy in South Africa in 1994, research was however necessary to find out factors which might contribute towards efficient and effective operation of the civil service in the Northern Province.

This chapter therefore, reports the findings of the study obtained from the research which was aimed at obtaining data concerning areas mentioned above and to find out how these impact on the daily performance of administrative tasks by the civil servants.

#### **4.2. Area Covered by Interviews.**

The Northern Province Departmental institutions and offices at Head Office level(i.e. in Pietersburg) as well as the regions (i.e. Lebowakgomo, Venda and Giyani) were visited for the sake of conducting research. The research findings were based on the Research Methodology as stated in chapter one. The written questionnaire and the unstructured questionnaire were used to secure relevant data. Personal interviews were also conducted with officials such as Directors, Deputy Directors, senior and middle-level officials, while written questionnaire was distributed at random to an overall number of one hundred and fifty officials to make their input.

To compliment the overall findings of this research document, the findings of both the personal interviews and the written questionnaire are discussed to validate these findings. These findings will be linked with the documentary survey which was done to gather information concerning the functioning of the civil service.

#### **4.3. Findings.**

Although the process of transformation was introduced in the new civil service of the Northern Province, seemingly there are still more other factors that would need immediate and decisive measures in order that the civil service may function effectively and efficiently to meet the needs and demands of the Province and the South African society



today. The following sections expose issues that need urgent attention. These are a result of the research study conducted in the period 1997/2000.

#### **4.3.1. Affirmative Action.**

In the past, black people were excluded from all positions of influence in the civil service. Moreover, women officials as well as persons with disabilities, irrespective of race or gender were not considered for promotion to senior positions in the civil service. This in a way resulted with an enormous waste in human talent- and skill potential.

However, through the process of civil service transformation priority was assigned by government to increase representativeness in the civil service as shown in Table 4.1. below. The demographic percentage growth of 82,4 per cent for Blacks , as compared with 14,6 per cent for Whites and 3,0 per cent for Asians for the period 1994 to the present really shows the intention of the Government to take corrective action in the civil service.

A large percentage of officials in the Northern Province Civil Service were interviewed concerning the issue of Affirmative Action. About 50,8 percent of the officials interviewed are of the opinion that there is a narrowing of a gap towards the demographic representation in the civil service as table 4.1. below shows .It would be realized that in the apartheid era, a great gap had been created between the different administrations as a result of the inequalities and segregationary measures that existed between them.

**Table 4.1. Affirmative Action in Top Echelon(1994-1998).**

YEARS	BLACKS		ASIANS		WHITES		TOTAL		GRAND TOTALS
	M	F	M	F	M	F	M	F	
1995	84	11	3	0	15	3	102	14	116
1996	90	14	4	0	14	4	108	18	126
1997	91	15	4	0	14	4	109	19	128
TOTAL	265	40	11	0	43	11	319	51	370
% GROWTH	71.6	10.8	3.0	0.0	11.6	3.0	86.6	13.8	100
TOTAL S	82.4		3.0		14.6				

Source: Annual Report:(Provincial Service Commission, 1995,1996,1997).

One of the characteristics of the past civil services showing inequality in the job situation was that, civil servants having same qualifications and occupying similar positions in the civil services of the former homelands and those of the former Central Government were in many instances not equally paid. The White civil servants were always a notch or two higher than their Black counterparts. This was segregation. However, with the dawn of the new non-sexist, non-racial democracy in South Africa in 1994, inequality in the job situation need to be eliminated.

Affirmative Action as introduced in many Departments of the Northern Province Government, is a measure whereby the previously disadvantaged groups such as women, the disabled and the Blacks are given the opportunity to compete for positions in the top management of the civil service.

In other words the recruitment and selection as requirement measures for appointing officials is relaxed to

accommodate the previously disadvantaged groups to be employed in the top management positions. However, Affirmative action should not be regarded as lowering of standards of performance in the civil service and should thus be followed by training of the new incumbents in the new affirmative posts.

Although it is expected that people who are promoted to higher positions through Affirmative Action would receive guidance and also learn from other experienced officials who hold similar positions, there are cases in the Northern Province Civil Service where this does not receive full attention. As a result there are regular cases of mismanagement and corruption which occur as a result of lack of proper control and guidance to the newly appointed officials in top management posts. It is therefore imperative that any Affirmative Action promotion should normally be preceded or followed by training of the new officials in their new posts. The new officials should not be left alone to gain experience of doing the job by trial and error.

However, even if it is the policy of the new Government and Provincial Governments to implement Affirmative Action, it should not be expected that this may show positive change overnight. It has to be done in an orderly and effective manner. The fact that there is a considerable growth of women officials in the top echelon of the the civil service indicates the commitment of the new civil service to redress the imbalances of the past.

However, the promotion of the previously disadvantaged groups should not be misunderstood to mean that white officials are to be demoted, lose their jobs or never to be promoted at all. Through the principle of assessment and promotions all officials, Whites included, are entitled to be assessed and if found capable for promotion this should be done so. On the other hand salaries of such officials may be increased by one notch or two above those of their counterparts on the same level.

Another important fact to note is that the institutions responsible for Affirmative Action should not randomly promote any official whether black, woman or disabled without first applying measures to identify their capabilities. This can further be developed by training.

Proper assessment methods and Affirmative Action can serve as incentive for civil servants to be committed to their work so that they may also qualify for this achievement.

#### **4.3.2. Representativeness and Gender Equality.**

As reflected on the previous Table 4.1. the percentage of women and disabled persons employed in the top echelon of the civil service is still very low. On the average about 45 percent of the responses of officials interviewed in the Northern Province Civil service confirm of the fact that gender equality should enjoy priority in the job situation. However, there is a report for progress and capability of some newly appointed women officials in the civil service who are said to be delivering goods and services to the satisfaction of the public. The general feeling is that training and proper guidance should be urgently given, so that there should be no situation which may lead to a deterioration of work standards and performance in the civil service.

The principle of gender equality in the job situation should not necessarily mean that only women should enjoy preference and that male officials no more longer deserve to be offered opportunities for promotions. Unfortunately gender equality in the job situation sometimes overemphasize women preference in the promotion positions that some institutions discriminate against male officials when promoting officials.

Most officials interviewed seem to appreciate the issue of women empowerment and equal job opportunities in the civil service. Women officials who already hold top positions in

the civil service, though most of them through affirmative action, seem to be remarkably performing well.

However, on the issue of the disabled persons, very little seem to have been done in the Northern Province Civil Service. In many instances no provision at all is made within departments regarding infrastructure and equipments to cater for disabled persons.

#### **4.3.3. Ethnicity and Tribal Influences.**

Separate development as seen in the apartheid era implied that people be grouped according to their ethnic identity which took language and cultural differences into consideration. This measure polarised any attempt to find common grounds for development and any move towards unity. However, the research showed that since the establishment of the new non-sexist, non-racist democratic government in South Africa in April 1994, the integrated civil servants, coming from various ethnic groups, seem to be working together well in the new civil service of the Northern Province.

In fact, the diversity of ethnic and cultural backgrounds of the civil servants can be regarded as an enrichment to the civil service because as co-workers they now have much to learn from one another in issues of behaviour, attitudes and interests.

However, there had been many incidents of racism reported from some civil service institutions in the Northern Province and other provinces of South Africa, where officials would either resist change or impede transformation and change by their ill-performance. Such practices however, are strongly condemned by Government authorities.

Even though there are sporadic incidents within School Governing Bodies of certain multi-racial schools like in Potgietersrus Primary School, Kuschke Agricultural High School in the Northern Province, and Vryburg High School in the North West Province where racism seem to be cropping up, a positive attitude of acceptance of

one another between black and white pupils seem to be gradually developing. As will be shown on the following Table 4.2., the new Northern Province Government took some measures to redress the imbalances of the past by applying the principle of equal opportunities for all in the employment of the civil service irrespective of race or colour in the top management of the civil service.

**Table 4.2. Restructuring of Management Posts.**

PERIOD	DG	SG	DDG	CD	D	TOTAL
1997/98	1	2	14	26	97	140
1996/97	1	2	13	27	97	140
1995/96	1	2	12	27	99	141

KEY: DG=Director General; SG= Superintendent General; DDG=Deputy Director General; CD=Chief Director; D=Director.

Source: Annual Report:(Provincial Service Commission,1995,1996 ,1997)

When the new Government came to power in April 1994, many managers in the public service felt that their powers to lead and direct the changes process in a creative manner had been limited by the fixed rules inherited from the past civil services.

In order to overcome this situation, the government embarked on the system under which managerial responsibility in the civil service was devolved and decentralised to make it more effective and efficient. Further, this measure was taken to ensure that effective, timeous and responsible decision-making takes place at all levels within the civil service.

#### **4.3.4. Restructuring.**

As Table 4.2. on ' Restructuring of the Management Posts' has shown above the new Government regarded the restructuring of the senior management echelon as a precondition for effective transformation of the civil service. This further involved the creation of a unified and integrated service from the four administrations as well as the staffing of the new rationalised structures.

Many civil servants interviewed in the Northern Province Government departments are of the opinion that there is a need for well-planned restructuring in the civil service. In other words the restructuring of the civil service should enjoy a priority. This involves devolution of powers to all departments to enable them to effect internal restructuring of their posts, tasks and duties.

In other words conditions attached to every post should be clearly stated such as qualification requirements, experience, benefits and incentives attached to the post as well as performance requirements of the envisaged incumbents. Documents explaining procedures and methods pertaining to the created posts should be available. Effective restructuring will always include training or retraining of the incumbents of the new posts. However, an estimated scope of time within which the restructuring should be planned and implemented should be clearly laid out. The restructuring should not be done in a haphazard manner resulting in some jobs or positions not having enough work load or proper job description.

Restructuring of the civil service cannot be divorced from the provision of enough infrastructures because all the various activities are performed in one office or another. Civil service activities cannot be effectively executed without proper office accommodation, furniture and equipment.

Currently the Northern Province Government has hired different offices in the city of Pietersburg for accommodating Departmental Head Offices. However, according to the views of officials in many departments, the Provincial Government pay exorbitant amounts of money monthly as rental for these offices. Moreover, the different departmental offices are situated at different places and as a result supervision, control and co-ordination is not easy to carry out.

Although restructuring is one of the priorities in the Northern Province Civil Service, this should however not result in the creation and delegation of work among the public servants without an assurance that this will be done in a responsible and accountable manner. Lack of well displayed organograms in most departments for example, as the research has shown, clearly indicates lack of pressurising need to co-ordinate and communicate goals and objectives with other divisions even within departments.

Lack of organograms showing hierarchical lines of authority contribute to failure to observe proper channels of communication in the civil service. The observation by many officials in different departments is that some civil servants would rather communicate with officials in higher or lower offices by contacting officials they are personally acquainted with rather than following lines of procedure.

However, among the officials interviewed there is a general feeling that the decentralization of powers to various departments to effect internal restructuring was done too soon before each department could be sufficiently self-functioning.

Seemingly the decentralization of powers to other



departments was done before any clear guidance on some measures of uniformity of functioning in departments could be given. As a result most departments do not operate uniformly in the delivery of goods and services to the public. It would be proper that enough consultations and co-ordination should take place so that a measure of uniformity and effectiveness can be achieved in the civil service.

#### **4.3.5. Human Resource Development.**

Already from 1995 the organizational structures of all departments were investigated and rationalized. However due to the fact that the Province has inherited structures from mainly four administrations of the past era (i.e. homelands' system), it was not possible to improve all structures within a short period. Hence this process is continuing.

The Provincial Government has given the Human Resource Management or Labour Relations Department the responsibility to manage career matters such as assessments, Affirmative Action and representativeness in co-ordination with other departments and policy guidelines provided by the Public Service Commission in order to achieve the singleness of the public service.

Section 9 (1) of the Provincial Public Service Commission Act 1994, read with section (3) 3 of the Public Commission(PSc) made recommendations regarding the establishment and abolition of departments, creation and abolition of posts of civil servants, management of departments and the civil service appointments, transfers and termination of services of civil servants as well as prescribing many other rules and policies concerning the civil service.

The Public Service Commission would then at its own discretion delegate some responsibilities to the Heads of Departments through personnel attached to the Directorate in every Department. The Commission would then render support and advice to departments regarding personnel administrative actions.

The role of Human Resource Management is to develop and implement policy on human resource matters and also providing consultancy to other departments.

Another important measure which the Northern Province Civil service had already put in place is the arrangement that officials should have a periodic assessment and that some form of rewards or incentives be given to hard-working officials. If this plan is fully implemented it may serve as a major incentive for civil servants to be dedicated to their jobs.

However, care should be taken that the machinery or procedures used in the development of human resource should be flexible so as to respond quickly and effectively to changing environment. This factor is important because if the civil service institutions adapt rigid and inflexible rules and regulations, they will not be able to deal with changing situations in the new democracy.

It is also worth to mention that the personnel function should not only be in relation to the overall efficiency of the civil service in the Northern Province ,but also in the light of the National Government's responsibility for making effective use of national manpower resource.

In conclusion, the analysis in this chapter has shown how the new Northern Province Government took some measures to redress the imbalances of the past by transforming

the civil service. The following Table 4.3. on responses to questionnaire by the Northern Province Civil Service officials indicates the need for transformation of the past civil services.

**Table 4.3. Responses to Interviews By Officials in Depts.**

RESPONSES GROUPED IN SUBHEADINGS:

QUESTION	S A	A	TOT AL	%	UN	%	D	S D	TOT AL	%
1.Gender Equality	16	13	29	44.6	11	16.9	13	12	25	38.5
2.Affirmative Action	9	24	33	50.8	11	16.9	13	8	21	32.3
3.Cultural Influence	16	28	44	67.7	7	10.8	9	5	14	21.5
4.Efficient Service Delivery	17	36	53	81.5	5	7.7	4	3	7	10.8
5.Existence of Racism.	12	31	43	66.2	8	12.3	9	5	14	21.5
6. Evidence Corruption.	16	33	49	75.4	8	12.3	6	2	8	12.3

Key: SA= Strongly Agree, A=Agree, UN=Disagree, SD=Strong Disagree.

The overall concern of the workforce in the civil service as responses to interviews above shows, is that the transformation process should be speeded up, first to correct all the imbalances of the past and second to keep up with modern change.

However, this may not be a simple task to achieve. It should be noted that all measures of transformation introduced in the civil service are not constant. These may be influenced by, new social contacts and interaction of the people of this country after decades of separation

by apartheid as well as change itself. These may keep on having an impact on the transformation process.

Since there is no model of the effective and efficient civil service of any country which can be exactly applicable to another, South African government has since April 1994 embarked on the process of transformation and reform to develop a civil service that will effectively respond to the needs and demands of the new South African society. South Africans will have to work with care and patience if the transformation process and change are to bring fruitful results to them.

Although all the mechanisms of the transformation are already put in place, this does not not necessarily spell out their success. The eventual outcome may not be exactly as it is intended. The civil service should always be subjected to the process of reform.

## CHAPTER FIVE

### ***CONCLUSION AND RECOMMENDATIONS:***

#### **5.1. Introduction.**

In the previous chapter the responses to both the written questionnaire and the personal interviews with some officials in the Northern Province were analyzed and discussed. This was done in conjunction with the findings of the study survey of literature dealing with the civil service in the Northern Province, South Africa and other countries of the world.

Aspects analyzed in that chapter highlighted the transformation of the civil service with regard to the following: representativeness, Affirmative Action, development - oriented civil service, ethnicity and tribal influences, democratization of institutions, Human resource development, Labour relations, rationalization and restructuring.

The practices of the previous apartheid civil services were briefly outlined to show how these may impact upon the newly integrated civil service in the Northern Province. However, the most important measure worth mentioning is that the previously disadvantaged groups such as women, disabled persons and Blacks, are now allowed the opportunity to compete equally with other officials for employment in the top management of the new civil service.

Another important aspect to note was that despite the fear of negative impact that ethnicity and tribal influences might have on the newly integrated civil service, there

emerged a spirit of harmonious team work, trust and cooperation.

## **5.2. Summary**

The scope of the study was limited to the Northern Province with its diversity of ethnic groups such as Venda, Tsonga, North Sotho, and other racial groups such as Whites, Coloureds and Indians. It would be remembered that the Northern Province Civil Service was formed from the integration of the former administrations of the homelands (i.e. Lebowa, Venda, Gazankulu ) as well as the former Northern Transvaal Administration.

As a result, the objectives of the study were among others, to study the effects of this integration and to examine what influence ethnicity might have on the integrated civil service. It was also important to find out effective measures to effect transformation of the civil service through processes of rationalisation, restructuring and reform.

The information on literature was gathered from different sources such as Libraries, Provincial departments and from speeches of politicians and prominent public speakers.

The conceptual framework was focused mainly on how the Provincial Civil Service was formed from the integration of the former homelands administrations and the mechanisms that can be employed to make it effective and efficient.

The hypotheses which were postulated for the study and were set to verify the functioning of the newly integrated civil service included: testing the representativeness of

the new civil service, finding out the impact of the apartheid legacy on the new civil service, finding out the impact of ethnicity and to find out the extent of the success of the implementation of Affirmative action in the new civil service.

The method of research for gathering information was comprised of 150 questionnaires from which the officials of various Departments were to give their responses. Also personal interviews were conducted with top government officials and their responses were gathered to be analysed and interpreted. Further, more information was gathered from Libraries and from Legislation documents in Departments.

In view of the responses made to the research investigations and interviews as outlined in the hypotheses; the following findings were revealed:

Firstly, regarding the redress of the imbalances of the past civil services, the information gathered and analysed had proved that the measures of civil service transformation such as representativeness, development-oriented civil service, had been put in place since April 1994.

However, most of these measures are not yet fully implemented. Incidents of malpractices such as racism, corruption that occasionally occur, indicate that still much need to be done to make the transformation of the civil service a reality.

Secondly, regarding the issue of previous apartheid legacy having an impact on the performance of the civil servants in the new civil service as shown in the hypotheses, findings from the responses and interviews

has revealed that the civil servants in the Province cope up well with one another in the integrated civil service despite the fact that they come from different ethnic backgrounds.

This factor shows how the people of South Africa welcome the new racial integration in the country after many years of separate development and segregation in the apartheid rule.

Thirdly, as to whether the differences of ethnicity, cultural backgrounds and attitudes of civil servants have impact on the new civil service, many incidents had proved this to be a reality. The racial intolerance had not as yet been rooted out although the new Constitution had ruled out all apartheid laws and practices in the country since 1994. Racial intolerance still exists in some public institutions in the Province.

Lastly, although measures such as affirmative action, gender equality, redress of the imbalances of the past should actually form a central focus on which the transformation of the civil service in the Province and in South Africa in general should be based, very little of these have been really achieved. More policies will need to be introduced and implemented to make this effective.

The study was aimed at examining the effects and impacts of the transformation of the civil service in the Northern Province. The study was significant in as far as it tried to discover effective methods of civil service transformation, encourage ethnic cooperation and tolerance, how to cope with change and the cost effective way of operating the civil service.

Against the background of what is said above, this chapter concludes, summarizes and compares the findings of the study concerning the civil service



transformation in the Northern Province. A brief survey of each chapter of the study will be done.

Thereafter a brief conclusion of each chapter concerning the issues of transformation of the civil service in the Northern Province and South Africa in general will be proposed. Research issues will also be raised, which can be undertaken by researchers in the field of public administration, scholars and practitioners in the future. At the end general conclusions and recommendations will be given about overall transformation of the civil service in the Northern Province and other provinces of South Africa.

The study starts off by highlighting the problems that necessitated research in the processes of transformation and integration of the civil service in the Northern Province. In other words aims and objectives, strategies and methods that can be taken to transform the newly established integrated civil service of the Northern Province are also outlined. Here the need is emphasized of the effective and efficient, as well as development-oriented civil service in the Northern Province and South Africa in general.

The study further compares civil service structures of the apartheid era with those of the newly integrated civil service in the Northern Province. It is further explained that transformation of the civil service is aimed at highlighting methods and procedures that can be utilized to build competent civil service to meet the needs and demands of modern society. It would be remembered that the past civil services were characterised by weaknesses such as exclusion of women, Blacks and disabled persons from the employment in top management positions in the civil service. Moreover, civil service activities were operated on ethnic basis. Main emphasis was put on maintaining law and order in the civil service institutions.

In addition the evolution of the civil service is outlined. We compare and analyze the traditional administrative systems of the indigenous African people prior to colonization as well as the latter colonial administrative systems. This included the segregation policies which were later developed into apartheid policies by the Nationalist Party in 1948.

It was further revealed that there is a need for civil service structures to be able to serve the interests of the people. The survey even showed how indigenous people put their administrative system in place so that their needs and demands may be met.

One can then imagine, the frustration and gap that existed between Blacks and Whites when Blacks were denied participation in the civil services of the past era, but were directed to participate only in the homeland civil services.

However, the present civil service has already embarked on the process to redress the imbalances of the past. For example, for the first time the civil service started to accept newer and newer tasks. Sometimes if this cannot be willingly done it may be done under pressure of interest groups. The civil service attempts to keep pace with change and the modern democratic principles of equality, responsibility and accountability within its structures.

The study goes on to outline the transition to democracy in 1994 which necessitated transformation and change in the civil service. There is need for change because the civil services of the former homelands' system could not well serve the interests of the people in the new non-racial, non-sexist and democratic South Africa, where it is expected that people should have equal opportunities of employment irrespective of colour or race.

Other major aspects discussed in the study were the following : weaknesses of the past civil services and some measures to redress them, lack of representativeness, lack of service delivery, centralised system of management, lack of accountability and transparency, low productivity, incompatible pay levels, lack of service attitudes and lack of professional ethos and work ethic. These were the measures that characterised the South African Civil Service in the apartheid era. Their impact on the present civil service is also outlined.

The steps taken by the South African Government and the Northern Province in particular, since 1994 to transform and reform the civil service is also outlined. Here emphasis is put on measures taken to reshape the civil service in the new democratic South Africa.

Measures introduced to redress the imbalances of the past in the civil service included among others the following: creating a unified and integrated civil service, institution building and management in the Northern Province, representativeness and affirmative action, transforming service delivery in the Province, enhancing accountability, Human resource development and training, Labour relations and promotion of professional service ethos. However, restructuring and Human Resource Development should go hand in hand with training in order to equip the civil servants with new skills to man the new tasks of the civil service.

The study proceeds to reveal that the integration of the civil services of the former homelands and the formation of one civil service (i.e. Northern Province Civil Service) had positive outcomes. This is shown by the responses to the written questionnaire and the personal interviews with the officials including women and lower-level officials in the Northern Province Government departments.

Further, the responses to the questionnaire and the

views of the officials interviewed are highlighted. The interviews covers the democratic principles which were introduced in the new integrated civil service to make it development-oriented and to accommodate transformation and change. Measures such as Affirmative Action in the new civil service, gender equality and representativeness, ethnicity, restructuring, human resource development were briefly outlined.

As is further shown in the study, the responses and views of the officials interviewed showed a strong confirmation of the need, especially of the Affirmative action as well as gender equality in the appointment and promotion of officials to higher positions in the civil service as a measure of redressing the imbalances of the past era. In other words the civil service in the Northern Province need to be recreated, renewed and revitalized to produce the changes and achievements required in the new era.

Responses of various officials also showed that the restructuring of the civil service is also necessary to address other problems that emanated in the past era such as ethnicity and racism and lack of Human resource Development. The new procedures used will enable civil servants to cope with changing circumstances as they have to face new problems and to perform new tasks.

The findings also showed that the new machinery or procedures used should be flexible so as to respond quickly and effectively to changing environment. This factor is important because if the civil service institutions, adapt rigid and inflexible rules and regulations, they will not be able to deal with changing situations in the new democracy.

To sum up, the study was aimed at examining the effects and impacts of the transformation of the civil service in the Northern Province. The research findings showed that the personnel function should not only be in relation to the overall efficiency of the civil service in

the Northern Province, but also in the light of the National Government's responsibility for making effective use of National Manpower resource.

### **5.3. General Conclusions.**

The summary of all the preceding chapters made it possible to give the following general conclusions.

The impact of the previous apartheid legacy on the new civil service might take longer to uproot than expected because in the present civil service, most employees were inherited from the past apartheid and homelands administrations. For decades in the past they have operated in separate administrations which were characterised by serious political, racial and social divisions as well as economic inequalities. Even if all the apartheid structures have been ended by legislation, it is the experiences that they have carried to the present civil service.

Although the Government has through the process of transformation integrated all the former administrations in the Province into one, the impact of the previous legacy seem to be still having a measure of influence. This can easily be seen in incidences where the civil servants show a measure of resistance to change in the carrying out of their day- to - day tasks or showing some measure of racism as it sometimes occur.

Although the new Government has put all the new mechanisms for transforming the civil service in place, the day to day activities of the civil servants in carrying out their duties cannot be without the influence of the past rigid rules and segregatory practices. It might, thus take longer than expected to make the new civil service to be development-oriented, united and committed in achieving given goals.

Secondly, the implementation of the principle of representativeness and affirmative action has its own problems as the research has shown. First, is the issue of gender equality. Before this country became a democracy in April 1994, a limited number of women, as compared to male officials, were employed in the civil service, especially in the homelands administrations. Most of those employed were ordinary labourers. Only a few held positions in the middle management of the public service. Besides accepting this as culturally normal, the women seem to have developed an attitude of entering the civil service, because even if the principle of gender equality had been introduced in this country since April 1994, the urge for women to aspire for top positions in the civil service had been very minimal except for Departments of Education and Health and Welfare.

Thirdly, with regard to disabled persons, the main problem seems to have been the provision of infrastructure and equipments fit to be used by such persons in the departmental institutions. This somehow limit the employment of disabled persons in the civil service and thus result in more potential talents been lost.

With the Provincial Government currently facing a crisis on the provision of infrastructure, it would probably take some time before infrastructure and equipments for disabled persons are provided in departmental institutions.

As a measure of redressing the imbalances of the past, the government had provided for creation of affirmative action posts in the civil service. Through the slackening of selection and promotion qualifications the previously disadvantaged groups such as women and Blacks could now qualify to be promoted to higher management posts in the civil service. This resulted in the increase in

number of these people in the civil service since 1994.

Concerning the influence of ethnicity on the transformation of the new civil service it should be noted that the main issue is not difference in ethnicity but attitudes. Differences of ethnicity and cultural backgrounds is not something that can be uprooted at the expense of democracy. Infact people should be encouraged to preserve their cultural heritage as a symbol of pride and honour. It is attitudes that breeds behaviour and eventually the belief of the particular group. Moreover, it is the diversity of ethnic and cultural backgrounds of the civil servants which will make the multi-racial and integrated civil service a reality.

In the Northern Province this might be caused by the government's approach to solutions of certain problems. Taking the issue of reorienting and reuniting the former homelands administrations towards a common purpose through the integration of all the administrations in the Northern Province for example, it has caused controversial feelings among various ethnic groups. The relocation of Government offices from former capital seats of Thohoyandou, Giyani and Lebowakgomo to the new Head Office in Pietersburg and the consequential transfer and redeployment of officials to various places, was at first accepted, but not without a measure of resistance. Some people felt that instead of bringing the government to the people, the reverse had happened.

Although it is presently difficult to measure the extent of attitudes towards civil service transformation in the Province, these will have a considerable impact upon the new civil service for some time, especially when the issue of infrastructure and other public institutions is handled.

It is not that the previous civil services of the apartheid era were not orderly. However, it was their practices, the rigid rules, the segregationary measures, the inequalities of race and gender as well as the inequity of pay measures that made it unacceptable. Thus when the new Government came to power in April 1994, the only way to correct these imbalances was to transform the civil service and to make it development-oriented so that the interests of all South Africans can be served on an equal basis.

It is also the overall concern of the workforce in the civil service as the research had shown that the transformation process should be speeded up, first, to correct the imbalances of the past and second, to keep up with the changing times.

However this is not a simple task. It should be noted that the transformation measures that were introduced could not hold time factor constant. Both the measures introduced and the environment in which these operate may be influenced by variables such as social change as a result of new interactions of the peoples of South Africa after decades of separation by apartheid, the influence of the outside world as well as change itself. These factors will continue having an impact on the transformation process for some time.

#### **5.4. Recommendations.**

In general this research study provided the possibility to make the following recommendations :

1. New behaviour of the South African society that result from the new interaction of races and new relationships in the new democracy should be taken into account when future reforms are made in the civil service as this might have a



considerable effect.

2. Differences of culture and ethnicity are not necessarily a hindrance to the transformation process. Instead people should be encouraged to preserve and honour their cultural heritage. This may help them to develop cooperation and acceptance of national cultural heritage of this country. However this can be achieved if the civil service is transformed into a coherent, representative, competent and democratic in implementing policies of the government in this country.
3. Current Research studies on Public administration and new development trends in the behaviour of society should be considered when future reforms are made. The introduction of Affirmative Action and gender equality in the employment of the civil servants for example, should be regarded as one of the major breakthroughs to make our civil service more representative. It would be of much benefit if this measure may henceforth be considered whenever future reforms are made so that measures of transformation and reform in the civil service may keep up with modern change.
4. Although the civil services of the former homelands in the Northern Province have been integrated to form one civil service, the strategical role played by the capital seats of the former homelands' should be considered of importance even in the new Government of the Province. These former capital seats(i.e. of Thohoyandou, Lebowakgomo and Giyani) are located right at the heart of the rural societies.
5. Government institutions could be decentralised in

such a way that the different government institutions may fully utilize these infrastructures to deliver goods and services to the people. People may regard this as an extension of democracy to them, rather than isolating one or two departments to these remote areas.

6. Lastly, although the redress of the imbalances of the past is currently one of the major factors to consider in the civil service, other factors should also enjoy important attention. For example, honour, respect for authorities and the public, as well as commitment to work by the civil servants should be an integral part of their daily job performance so that they may be able to interpret the decisions of political office-bearers and the Legislatures to the benefit of all the people in the Province and South Africa in general.

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## **APPENDIX 1**

### **RESEARCH QUESTIONNAIRE :**

University of the North  
The faculty of Management Sciences  
Private Bag x 1106  
SOVENGA  
SOUTH AFRICA  
0727

Tel. (0152) 268-2685/2647

Dear Sir/ Madam

I am a student at the University of the North currently undertaking my research based Master of Administration Degree in the Department of Public Administration under the supervision of Dr. AS Wamala.

To this end, I will greatly appreciate it if you could assist me gather information/input by completing the attached questionnaire at your earliest convenience. Take note that you need not have to sign your name on the questionnaire if you so wish. Further, I would like to give an assurance that all the responses will be treated with strict confidentiality.

Thanking you in anticipation

Yours faithfully

MARULE A.L

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SECTION A

SUPPLY THE APPLICABLE ANSWER.

7. Gender \_\_\_\_\_

1.2.1 Place of birth \_\_\_\_\_

1.2.2 Magisterial district \_\_\_\_\_

1.3 Previous occupation before joining the public service \_\_\_\_\_

1.4.1 Home language \_\_\_\_\_

1.4.2 Which other South African languages can you understand or speak?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

1.5 Nationality \_\_\_\_\_

1.6 Previous public service employment (e.g. Lebowa, Venda, etc.)  
\_\_\_\_\_

1.7.1 Years of experience in the public service \_\_\_\_\_

\_\_\_\_\_

1.7.2 Age in years \_\_\_\_\_

1.8 Present position in the public service \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

SECTION B

TICK IN THE CORRECT ANSWER

SYMBOL - (KEY)

Strongly Agree - SA

Agree - A

Neutral/Undecided - N/UN

Disagree - D

Strongly Disagree - SD

2.1.1 Development projects should mainly be concentrated in black areas

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_  
\_\_\_\_\_

2.1.2 I think the distribution of wealth in the past favoured only whites

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_  
\_\_\_\_\_

2.1.3 Seemingly, despite the so called separate development in the homelands, black did not rise above subsistence level

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_  
\_\_\_\_\_

2.1.4 I believe that top civil servants favour their home communities when allotting development projects



SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_

Give reasons for your answer \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2.1.5 In my opinion, culture and tradition does not influence civil service functioning

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_

\_\_\_\_\_

2.1.6 I believe that some traditional practices should be reformed

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_

\_\_\_\_\_

2.1.7 Seemingly, the ethnic groups in the Northern Province have very little in common

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_

\_\_\_\_\_

2.1.8 I think it will be possible for different ethnic groups to work for common goals

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_

\_\_\_\_\_

2.1.9 Some public officials still cherish the traditional belief that the place of the women is in the kitchen

SA \_\_\_\_\_ A \_\_\_\_\_ N/UN \_\_\_\_\_ D \_\_\_\_\_ SD \_\_\_\_\_

\_\_\_\_\_

2.1.10 It would seem that women's leadership is undermined by cultural values

SA\_\_\_\_\_A\_\_\_\_\_N/UN\_\_\_\_\_D\_\_\_\_\_SD\_\_\_\_\_

## 2.2 TICK THE CORRECT ANSWER

SYMBOL - (KEY)  
True - T  
False - F  
Uncertain - U

2.2.1 In my opinion gender equality in the job situation will deny black male officials opportunities for promotion which they were denied in the past

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.2 There is no doubt more discrimination is practised on sex basis than colour in the appointment of officials

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.3 I believe that the Northern Province Civil Service is not gender representative

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.4 Probably the only way to make the Civil Service gender representative is through the affirmative action

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.5 There is a general opinion that women in leadership positions tend to be biased in their attitude towards the subordinates

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.6 Seemingly many development projects in the Northern

Province have been diverted in favour of certain ethnic groups

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.7 I think married women in top executive positions tend to neglect family households' duties

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.8 There is no doubt, women in top executive positions tend to loose their feminine culture

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.9 Household duties for women officials hinder their efficiency in civil service functioning

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.10 To an extend favouritism, nepotism and ethnicity are still practised in the new Civil Service

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

2.2.11 It would seem that no Civil Service can totally eradicate corruption

T\_\_\_\_\_ F\_\_\_\_\_ U\_\_\_\_\_

## **APPENDIX 2**

### **LIST OF OFFICIALS INTERVIEWED IN THE NORTHERN PROVINCE CIVIL SERVICE:**

<b>TITTLE:</b>	<b>NAME:</b>	<b>POSITION:</b>	<b>DEPARTMENT:</b>
Mr-	Mutshaina	- Human Resource Manager-	Agriculture
Mr.-	Maserumule-	Personnel Officer	- Agriculture
Mr.-	Nemathandani	- Personnel Utilization	- Agriculture
Mr.-	Talakgale-	Personnel Training Officer	- Finance
Mrs. -	Patji	- Personnel officer	- Local Govt.& Trad/Affairs
Mr.-	Mahlare	- Director Human Resource	- Education
Mr.-	Mabande	- Personnel Officer	- Justice
Mr.-	Bam	- Director Human Resource	-Transport
Mr. -	Maluleke	- Director Human Resource	-Public Works