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**STRATEGIES FOR THE DEMOCRATIZATION OF THE
DEVELOPMENT PROCESS IN THE PUBLIC SECTOR**

by

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THIS RESEARCH HAS BEEN A LABOUR OF LOVE AND IS DEDICATED TO MY
LATE MOTHER EVELYN AND FATHER EZECHUEUS KHAMBULE
AND MY BEST FRIEND Dr. LEBUSA POTLOANE

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TABLE OF CONTENTS

	PAGE
1. INTRODUCTION	1
1.1 Background and reason for the study	1
1.2 Problem statement	2
1.3 Hypothesis formulation	3
1.4 Objectives of the study	3
1.5 Methodology of the study	3
1.6 Key words and concepts	4
1.7 Explanation of content	4
2. EXPLANATION OF KEYWORDS AND CONCEPTS	5
2.1 Strategy	5
2.2 Democratize	6
2.3 Developmental	7
2.4 Public Sector	7
2.5 Public Manager	7
2.6 Empowerment	8
2.7 Involvement	8
2.8 Decision Making	8
2.9 Implementation	9
2.10 Socio-Economic	10
2.11 Recovery	10
2.12 Transformation	10

3. EMPOWERMENT AS A DEMOCRATIZATION STRATEGY TO PROMOTE DEVELOPMENT IN THE PUBLIC SECTOR	11
3.1 Objective empowerment	11
3.2 Subjective empowerment	12
3.3 Empowerment in competence	12
3.4 Participative management	13
3.5 Management by objectives	15
3.6 Communication	16
3.7 Reward systems	18
3.8 Training and empowerment	20
3.9 Affirmative Action	22
3.10 Motivation and empowerment	24
3.11 Leadership and empowerment	28
3.12 Job enrichment and empowerment	31
4. INVOLVEMENT OF EMPLOYEES IN DECISION-MAKING AS A DEMOCRATIZATION STRATEGY FOR DEVELOPMENT	32
4.1 Involvement of employees in policy-making	33
4.1.1 Identification of the problem	33
4.1.2 Adoption of the policy	34
4.1.3 Policy Implementation	35
4.1.4 Policy Analysis	35

(v)

4.2	Involvement of employees in strategic planning	36
4.2.1	Development and planning as a strategy for democratization	36
4.2.2	Advantages of planning as strategies for democratization	37
4.2.3	Planning and management by objectives as strategies for development and democratization	38
4.3	The involvement of employees in Performance Appraisal (PA) as a strategy for democratization	41
4.3.1	Objectives of Performance Appraisal as a strategy for Development	42
4.3.2	Development opportunities in Performance Appraisal	43
4.3.3	The handling of an appraisal interview to promote development	44
4.3.4	The "sandwich" technique in a appraisal as a strategy for democratization	45
4.3.5	Performance Appraisal Ratings as strategies for development	46
4.4	The involvement of employees in the management of conflict as a strategy for democratization	50
4.4.1	Conflict resolution as a democratization strategy	51
4.4.2	Promotion of collective bargaining and workers participation	54
4.5	Transformation and involvement of employees in decision-making	55
4.5.1	Devolution and decentralization of managerial responsibility and accountability as a democratization strategy	56
4.5.2	The introduction of new and more participative organizational structures as a strategy to promote development	56
4.5.3	Consultation and communication	57

4.5.4	Internal democracy as an empowerment tool	57
5.	INVOLVEMENT OF EMPLOYEES IN THE IMPLEMENTATION PROCESS	60
5.1	Involvement of employees and the implementation of change in the public sector	61
5.1.1	The use of survey feedback as a strategy for democratization to promote development	61
5.1.2	Organizational mirroring as strategy for democratization to promote development	62
5.1.3	Process consultation as a strategy for democratization to promote development	63
5.1.4	Team building as a strategy for democratization to promote development	64
5.1.5	Five key strategies to implement change successfully	64
5.2	Involvement of employees and the implementation of a Total Quality Programme as a strategy for democratization to promote development	69
5.2.1	The basic principles for a Total Quality Programme	70
5.2.2	Implementing a quality improvement programme as a democratization strategy for development	70
5.3	Involvement of employees in the implementation of a training programme in the public sector	77
5.3.1	Gaining the interest of the audience	78
5.3.2	Involving participants during a lecture as a democratization strategy	79

5.3.3	Alternative methods to lecturing	81
5.3.4	Encouraging participation during the presentation	84
5.4	Involvement of employees in the implementation of projects and programmes in the public sector	85
5.4.1	Qualities of development projects in South Africa	86
5.4.2	Empowerment of employees during implementation of development projects and programmes as a strategy for democratization	89
5.4.3	Communication during implementation of projects and programmes as a strategy for democratization to promote development	90
5.4.4	Community facilitation during implementation of projects and programmes	91
5.5	Involvement of employees in the implementation of Information Management, Systems and Technology (IMST) in the public sector	93
5.5.1.1	The objectives of implementing new Information Management and Technology (IMST) as a strategy for democratization to promote development	93
5.5.2	Overcoming resistance to IMST	94
5.5.3	Involvement of employees through consultation as a strategy for democratization to promote development	95
5.5.4	Involvement through job redesign	96
5.6	Involvement of employees in the implementation of the Employment Equity Plan in the public sector	97

5.6.1	Generic duties and responsibilities of Employment Equity managers and senior managers	98
5.6.2	Communication and making employees aware of the Employment Equity Plan as a strategy for democratization to promote development.	99
5.6.3	Consultation in implementing Employment Equity Plan	100
5.6.4	Training and development during the implementation of the Employment Equity Plan	101
5.6.5	Career planning, career management and development.	101
5.7	Involvement of employees in the implementation of the customer care strategy in the public sector	103
6.	Conclusion	105
61.	Recommendation	109
	Bibliography	110

STRATEGIES TO DEMOCRATIZE THE DEVELOPMENTAL PROCESS IN THE PUBLIC SECTOR

1. INTRODUCTION

Public managers are faced with many challenges since the government of South Africa has introduced a number of development programmes in its institutions. They are responsible for ensuring that government institutions are transformed in such a way that they are able to meet the needs of all those that they serve. Because the Reconstruction and Development Programme is said to be "people-driven", it means therefore that it should deepen democracy by enabling people affected by development that takes place within public institutions to participate in the management and planning of the public sector programmes.

The process of democratizing the developmental process in the public sector means that public managers must develop the capacity of government for strategic intervention in social and economic development. By ensuring that the developmental process is democratized, the capacity of the public sector to deliver improved and extended public services to all the people of South Africa will be increased.

Public managers have a task to ensure that they use and apply a strategy to democratize the developmental process in the public sector so that social and economic transformation can be attained in South Africa.

1.1 BACKGROUND AND REASON FOR THE STUDY

In order to meet these demands it has become necessary for government structures to transform and change their modes of operation and the manner in which government meets individual and collective needs. The reason for this study emanates from the commitment of new government to reconstruction and development, national reconciliation, democratization and community empowerment that have placed considerable emphasis on the need for transformation of the public service.

The inherited administrations in the South African public sector are based on regulatory frameworks and scientific management practices. This results in over-reliance on rigid regulatory frameworks which centralize power in the hands of senior management. People need to be involved in the management and planning of all developmental processes in public institutions, and to be able to participate effectively they need knowledge, skills and capacities. In this kind of a situation, public managers can play a significant role by ensuring that the developmental process in the public sector is democratized by empowering the people, involving them in decision-making, and in implementation processes so that socio-economic recovery and transformation can be attained in the South African public sector.

1.2 PROBLEM STATEMENT

It has not been easy for the South African public sector to ensure that the goals and objectives envisaged in the Reconstruction and Development Programmes (RDP) are achievable in an accountable and sustainable manner.

The South African public sector has a bureaucratic culture which is locked into regulation and control and this is evidenced by the preservation of centrally directed, hierarchical bureaucracies and the limiting of the activities of hierarchical and grassroots organisations of civil society. There is a tendency for much of the debate about South African public services to ignore the developmental dimension to an extent that there is presently a need for strategies to bring about institutional capacity for development planning and management in ways that also promote democratization.

Debates have been entertained around the relations between democracy and bureaucracy which have various implications for development strategies that will ensure socio-economic recovery and transformation. This study highlights the fact that the democratization of the developmental process through empowerment of people, their involvement in decision-making, and in implementation processes will ensure socio-economic recovery and transformation in South African public sector.

1.3 Hypothesis formulation

For public managers to be able to democratize the developmental process in such a way that socio-economic recovery and transformation can be achieved in the public sector requires that they empower people, involve them in decision-making, and in implementation processes.

1.4 Objectives of the study

The aim of this study is to recommend to public managers that the strategy of empowering people, their involvement in decision-making and in implementation processes in the public sector enhances the democratization of the developmental process and that it is also a precondition for socio-economic recovery and transformation.

1.5 Methodology of the study

In preparing this research paper a literature review which entails books, periodicals, newspapers, magazines, journals, articles, publications, dissertations and theses will be used to gather relevant information.

1.6 Keywords and concepts

Conceptual orientation in this study entails delineation of applicable terms such as: Strategy; democratize; developmental; public sector; public manager; empowerment; involvement; decision-making; implementation; socio-economic; recovery and transformation.

1.7 Explanation of content

This dissertation commences with the introductory aspects of the theme. This section indicates to the reader what issues will be discussed in the entire document, from the beginning to the end of the research project. The introductory comments are followed by the second rubric that focuses on the clarification of operational concepts found in the whole research document.

These concepts usually serve as points of reference for easy understanding on the part of the reader.

The third rubric deals with empowerment of people and how it enhances the democratization of the developmental process in the public sector, in such a way that social and economic transformation can be attained. Cornwell (1997:69) states that when people play a part in their own development at social, economic and political level and the results prove to be beneficial, they will regard empowerment as successful and valuable because it has certain advantages for them.

The fourth rubric entails the involvement of people in decision-making as a way of democratizing the developmental process in the public sector in order that social and economic recovery and transformation can be achieved in South Africa.

The Institute for African Alternatives (IFAA 1993:29) states that sustainable development and democratization requires a perspective of structural transformation and an enabling political environment, it regards people as both means and ends of economic and social policy.

The fifth rubric will deal with involvement of people in implementation processes as means for the democratization of the developmental process in the public sector and the achievement of social and economic recovery and transformation. According to Latib (1997:146) if people are not involved in the implementation of the programmes of institutions within which they find themselves, democratic governance and accountability might be negatively affected.

In conclusion, all relevant aspects and issues discussed in the document will be summarised in brief to form a concise synopsis of the research itself. To balance the debate about the democratization of the developmental process in the public sector for the attainment of socio-economic recovery and transformation, support arguments will be made.

2. EXPLANATION OF KEY WORDS AND CONCEPTS

2.1 Strategy

Mintzberg (1994: 23-29) points out that a strategy is a plan, that has a direction, a guide or course of action into the future, a path to get from one point to the other. Strategy is a pattern, that ensures that the behaviour of people is consistent over time when they perform their activities in an organisation. Van der Waldt, Van Niekerk, Doyle, Knipe and Du Toit (2002:238) point out that: Strategy has the following characteristics:

- It is long-term and future orientated, meaning that it will be used for the success of the organization for its entire lifespan;
- it focuses on matching or creating the necessary fit between the organization (its internal environment) and its external environment which is competitive and constantly changing. This means that a strategy can be used to ensure that the internal and external environment of the organization must work hand in hand with one another;

- it is concerned with the mission and objectives of the organization as a whole and thus with its success within the environment of competition and change. This means that the strategy can be used to implement the mission and objectives of the organization and to make it successful within those organizations that are in competition with it and also the changes that occur around the organization (Swanepoel, Erasmus, Van Wyk and Schenk 1998:209).

2.2 Democratize

According to Mc Lennan in Munslow, Fritzgerald and Mc Lennan (1997:120) to democratize is to ensure that people make their own choices and to make the environment in which they live to enable them to make their own choices possible. It focuses on democratizing work practices, the devolving of decision-making and incorporating civil society organizations into administrative governance. Its advocates stress the need to develop participative work practices at every level of the organization.

2.3 Developmental

Cornwell (1997:51) states that in general the developmental process is that which leads to greater material and spiritual welfare of the society concerned and of individual people living in that society, and to the eradication of poverty. Development refers to growth and improvement of members of the organization. In addition to dealing with individual employee growth, development also often includes creating or changing the climate in the organization to facilitate greater cooperative effort (Cleary and Henry 1989:135).

2.4 Public sector

Odendaal (1998:8) points out that the public sector is that section of the economy where activities are controlled by the state or government...the provision of services in the public service is traditionally influenced by the political process and social values ...” In the public sector the public interests are applicable and constitute the universal source of motivation.

2.5 Public manager

According to Cavaye (2000:16) public managers do a large number of different things. Public managers are those who aim at the effective performance of functional activities in the public sector. Public managers also aim at directing an institution towards its predetermined objectives, at keeping the operations of an institution on a balanced course and at keeping the institution in equilibrium with its environment.

Public managers execute purposeful action in the application of human and other resources for the attainment of the objectives of the institution.

2.6 Empowerment

Empowerment is an act of enabling, allowing or permitting the masses to gain power and extend it in such a way that they can use it to share in changing social, economic and political structures. In so doing, they can use it to influence their own circumstances and participate in their own development (Cornwell 1997:68-69) .

2.7 Involvement

Kotze and Kellerman in Kotze (1997:37) state that participation implies "to share in", while involvement implies that there is a feeling of belonging and that people become involved on the basis of this feeling. In development, such a feeling of belonging follows when people can identify with development efforts. They therefore feel that they "belong" to the various projects or programmes, and vice versa. To be involved with and belong to development programmes means that participation is enforced. By participation it is meant that people involve themselves, to a greater or lesser degree, in organizations indirectly or directly concerned with the decision-making about, and implementation of, development (Coetzee and Graaff 1996:312).

2.8 Decision making

According to du Toit, Van der Waldt, Bayat and Cheminais (1998:207) decision-making is the essence of the job of the manager.

While planning, organizing, leading, controlling and coordinating are the basic functions of management, each of these involves decisions – decisions as to which plan to implement and what goals to pursue.

Decision making can be defined as the process of choosing between alternative courses of action. The decision making process is the sequence of steps completed to select a particular course of action.

2.9 Implementation

Du Preez (1999:21) asserts that implementing is the converting of the divisional human resource action plans into action. It is accomplished through the practical application of the programmes for human resource management, for example, recruitment, selection, and appointment, as well as the programmes for individual performance appraisal and development.

With the implementation of the human resource plans, change is introduced. There may be new policies, systems and programmes, new members of staff, new equipment, and technologies as planned by the managers in the divisions (Booyens 1999:22).

2.10 Socio-economic

Socio-economic is a word made up by combining the words "social" and "economic". The two words work together in order to accomplish a task (Cummings and Feyerherm 1995:218).

Social phenomena include among others, demographics, birth and death rates, gender composition, levels of urbanization, housing, provision, education, training and human development. Economic phenomena include among others, patterns of economic growth, inflationary trends, savings, investment, land and water, minerals, energy, competency and productivity of personnel (Schwella 1996:19).

In this research the word socio-economic would be used in order to mean the well-being of the people and the environment within which they live and the way in which they are effectively and efficiently utilizing the resources in order to attain the set objectives in the public sector.

2.11 Recovery

The Webster Comprehensive Dictionary, (1992:1055) defines recovery as being to obtain again after losing, to regain, to make up for, to restore to natural balance or restoration from sickness or from any undesirable or abnormal condition. In the context of this research, recovery means the upliftment or improvement of the conditions, that is, socially and economically.

2.12 Transformation

Wooldridge and Cranko (1997:333) assert that transformation means to rationalize, reform, reorganize, and democratize the organization. Transformation is the move an organization makes to start processes from scratch. It involves an enquiry into the underlying paradigm of the organization and a systematic attack on the strategy and operations of existing organizational elements. Transformation occurs when the majority of individuals in an organization change their behaviour (Swanepoel et al 1998:726). In the next rubric a discussion will be given on how empowerment can serve as a democratization strategy to promote development in the public sector.

3. EMPOWERMENT AS A DEMOCRATIZATION STRATEGY TO PROMOTE DEVELOPMENT IN THE PUBLIC SECTOR

According to Munslow, FritzGerald and McLennan (1997:24) an individual becomes empowered by feeling able to do things not done previously, gaining the ability to do these new things, and having opportunities opened up which were previously denied. Put another way, this involves subjective empowerment, empowerment in competence, and objective empowerment. Thus an important mechanism to ensure sustainable development is empowering people to sustain their own development in order to be the sustainers of development in their own communities.

3.1 Objective empowerment

Objective empowerment describes the movement of the individual from a position of no influence to a position in which the level of decision-making discretion is increased. Individual empowerment can include gaining promotion in the organization, but it should be seen as far more than that.

People can be empowered through objective empowerment without being promoted. This can be done through being exposed to strategies such as those included under the umbrella term of participative management, by job enrichment, by being included in communications networks, and by being offered appropriate rewards which reinforce human behaviour.

People can also be empowered by being exposed to empowering leadership, by organizational redesign which places decision-making authority at the level at which the work is done; and by belonging to a learning and affirming organization (Cook 1997:284).

3.2 Subjective empowerment

According to Cook (1997:287) subjective empowerment refers to the development of a sense of 'I can' within the person, relative to a specific task or function. In addition to self-efficacy, and contributing to it, are three other key aspects of subjective empowerment, namely: motivation, pygmalion effect and inner locus of control. In other words, people are empowered inwardly to the extent that:-

- Employees believe they can carry out different functions, this means that employees feel they possess the ability to carry out certain tasks;
- employees want to carry out these functions, by this it is meant that employees are motivated to do the functions given to them;
- employees are expected to succeed in carrying out the functions, this means everybody in the organization expects them to achieve the set objectives; and
- employees believe it is up to themselves and no one else to do whatever is required to achieve their goals, this means people take responsibility and they believe that they are accountable for the achievement of the objectives of the organization.

3.3 Empowerment in competence

Empowerment in competence refers to the process of developing the skills, knowledge, and attitudes required to carry out functions successfully. A person is powerless to perform without job competence.

What is less often recognized is that, particularly as they are promoted, people become disempowered if they lack interpersonal competence and competence in self management.

Interpersonal competence becomes the crucial determining factor in career success as the person enters management – a manager is someone who gets work done through others. Interpersonal skills include those intangible things like handling conflict well, knowing how to relate to bosses and to clients effectively (Cook 1997:289). If the knowledge of the people and skills are developed to an extent that they develop the ability to do their job well, to manage relationships effectively and to manage their own time, careers and health, they become competent in a way that empowers, and empowerment enhances the democractization process.

In the next discussions, an explanation will be given on how empowerment can take place through participative management, management by objectives, communication, reward systems, training of personnel, affirmative action, motivation, and leadership.

3.4 Participative management

According to Booyens (1999: 134) participative management takes place in flat organizational structures where there is increased association between employees and managers and where there are decreased number of policy manuals, managerial titles, and executive offices.

During participative management, employees are actively involved in problem-solving and decision making and this is democratic in the sense that by involving people in decisions that affect them, they are able to make their own choices.

The employees are allowed some measure of influence in the manager's decisions. This is done in a decentralized organizational structure. The process of participative management involves training and changed roles for supervisors, and changes in organizational communication.

The advantages of participatory management style include:

- Increased feeling of responsibility among employees towards organizational goals and objectives;
- better working relationships because of increased trust and mutual support among employees;
- better attitudes towards work among employees;
- increased productivity;
- fresh ideas for managerial decisions and problem-solving;
- identification of potential leaders;
- decreased turnover and increased stability of the workforce; and
- the development of mature, healthy, self-directed personalities among employees (Booyens 1999:135).

If the feelings of responsibility of employees is increased they take ownership of the achievement of organizational goals. Through participation of all employees, teamwork, skills and values are built and better working relationships develop and in this way trust, consensus decision making with strong communication are built. Involving employees in decision making also develops their positive attitude towards their work. If people have a positive attitude towards their work, they are likely to be productive.

It is also easy for management to identify potential leaders among employees if they are involved in decision making processes of the organization, because their input and their activity will reveal the leadership characteristics they possess.

3.5 Management by objectives

Management by Objectives (MBO) is a process whereby the manager in an organization and employees jointly identify the common goals of an organization, define major areas of responsibility of each individual in terms of the results expected, and utilize these measures as guides for evaluating the contribution of each worker. The process is democratic in the sense that employees are afforded the opportunity to be involved. It is a system which stresses the ability and achievement of an individual rather than personality. Management by objectives ensures the protection of individual idiosyncrasies and does not require personality changes, it is indifferent to activities, but deeply concerned with output (Booyens 1999:137).

Anthony, Perrewè and Kacmar (1999: 392) state that after the overall objectives have been set, individual objectives for employees at each level of the organization (for example, upper-level management, then middle-level management, then lower-level management, and finally the employees with no supervising responsibilities) are set. Employee objectives and the specified period of time for the accomplishment of these objectives are determined jointly by the supervisor and the employee, thus rendering the process democratic.

According to Van Dyk, Nel, Loedolf and Haasbroek (1997: 403-404) Management By Objectives (MBO) process involves three steps:

- (a) The employee meets with his or her superior and agrees on a set of goals to achieve during a specified period. Goals should be quantifiable and include an include those tasks that must be completed.
- (b) Throughout this period, progress towards goals is monitored, though the employee is generally left free to determine how to go about achieving goals.
- (c) At the end of the period, the employee and superior again meet to evaluate whether the goals were achieved and together decide on a new set of goals.

MBO can encourage innovation and creativity, since employees are free to determine how they will meet their goals. This approach can also lead to performance improvement, particularly if goals are specific, moderately difficult and accepted by the employees. A "coordination advantage" can also result: top managers set goals with goals of those below them. This cascading effect may help coordinate and relate to the overall objectives and strategy of the organization (Van Dyk et al. 1997:404).

3.6 Communication

According to Johnson and Redmond (1998: 94-95) employee involvement and empowerment can occur at different levels and involve different groups of people. Levels of communication include informing people, consulting with people, sharing decisions, delegating and negotiating. Consulting people involves two-way communication, inviting people to give their views and asking questions.

Two-way communication involves more than consultation. It includes encouraging people to make suggestions about matters that have not been raised by management. In formal consultation, typically representatives are informed about plans at a formative stage and views are sought. There is an implicit understanding that, where, possible, these views will be taken into account before final decisions are made. Through communication, people are given information and feedback on what is taking place in an organization. In this way they are empowered and once empowerment is attained, employees become willing to commit themselves to group and organizational goals, and democratization of the development process is enhanced.

Taking part in problem-solving, organizational policy setting, and work design can significantly increase employees' knowledge about the overall operation of the organization. This can facilitate coordination and communication among different work units, which can have a positive effect on those organizations in which significant levels of coordination and joint effort are required.

For communication and coordination to improve as a result of a participative process, employees need to be trained and to have communication skills to interact effectively with others and also to be motivated to use the knowledge of how others function (Edward and Lawler 1986:37).

Briefing groups are essentially a swift and systematic means of transmitting information throughout an organization. The aim of briefing groups is to transmit information, of any kind, through the management system, by holding regular meetings of fairly short duration. In addition it may be possible to call special meetings to communicate particular and important items of information.

One advantage of this approach is that the information is communicated through formal management channels, represented by the management hierarchy, and in this way can bolster junior management and supervision, who can easily be by-passed by other means of communication. Another advantage is that, owing to the control system and preparation of written briefs the information is unlikely to become distorted as it moves from senior management to shop floor (Guest 1979:66).

3.7 **Reward systems**

In an empowerment context, people can be rewarded on the basis of personal skills or by means of merit awards and bonus schemes. In order to make organizational development process democratic there may also be opportunities for individuals to make some choices about the benefit received. In any event, it is important to avoid rigid, mechanistic systems of rewarding performance if the requirement is for flexibility and teamwork.

An individual may be rewarded on the basis of the number of tasks he can perform competently (Johnson and Belbin 1998:49).

Johnson and Belbin (1998: 49-50) state that in skill-based payment systems there is often a grading structure where basic pay is linked to grades. People progress through the grades of acquiring more skills. This is particularly valuable if you are seeking flexibility. In such a system, management must work carefully to ensure that the following conditions apply:

- a. The grading structure must be considered to be fair by and to all concerned, it must be seen to be fair. This is best achieved by involving all concerned (by means of staff representatives and / or trade union officials, as appropriate) in discussions about the system.
- b. Grades can be fixed by using a system of assessing the ability of each individual to perform a prescribed list of tasks. In a particular section these will normally relate to the range of skills that are required in that section's work. In some organizations, the individual may be required to learn a skill in another section as well to gain the highest grade.
- c. A requirement to use all the skills must be built into the system. This means that, from time to time, individuals must be required to perform each of the tasks for which they are qualified, and to have refresher training if required.

For a merit award system to support empowerment and democratization the following conditions apply:

- The merit award system will normally be associated with a basic pay structure.
- The merit award system must be regarded as fair by and to everybody and be easy to understand because if it is unfair and it is applied selectively to the chosen few it demotivates other hard working employees. As with the grading system, this is best achieved by involving all concerned (by means of staff representatives, as appropriate) in discussions about the system.
- The merit award can be fixed in relation to a set of factors. These must be factors that everybody recognizes as being relevant and this can be done by making employees to feel a sense of involvement and ownership of the merit award system and in this way employees are likely to find it motivating.
- Each of the factors used must be clearly defined and understood by all concerned. This is vital if they are to anchor the assessment to the behaviour of the individual to reduce subjectivity. It may be necessary to provide training to help people grasp this concept and apply it sensibly (Johnson and Redmond 1998: 51).

If a merit award system is done in such a way that employees do not feel discriminated by it, employees are likely not to reject it. The system becomes acceptable to employees because it is viewed as fair and just to everybody. In this way the merit award system is understood by employees as a tool of empowerment for the development process in the public sector.

3.8 Training and Empowerment

Van der Waldd, Van Niekerk, Doyle, Knipe and du Toit (2002:49) state that the purpose of the Skills Development Act is to develop the skills of the South African workforce and to improve and promote the quality of life and their prospect of work and labour mobility and if the skills of the people are developed, they are empowered and empowerment is a powerful democratization strategy. This Act also aims to promote productivity and the competitiveness of employers, self-employment, and the delivery of social services. This should increase the level of investment in education and training in the labour market. Through the stipulations of the Act, employers are encouraged to use the workplace as an active learning environment in order to provide employees with the opportunities to acquire new skills and to provide employees with the opportunities for new entrants to the labour market to gain work experience.

Training for employees in the organization has the following benefits:

- It makes employees in the public sector to be productive and helps to make them to want to achieve the objectives of the organization.
- It improves the job knowledge and skills at all levels of the organization and helps people identify with organizational goals.
- It fosters authority, openness and trust and aids in understanding and carrying out organizational policies thereby increasing productivity and improving quality of work.

- It develops a sense of responsibility to the organization for being competent and knowledge and labour-management relations are improved. It also reduces outside consulting costs by utilizing competent internal consulting.
- It helps employees to adjust to change and aids in handling conflict, thereby helping to reduce stress and tension (Van Dyk *et al.* 1997: 377-378).

All of the above changes that occur as a result of training for employees have an impact on the morale of people, motivation and willingness to deliver effective services. Training is an empowerment strategy and empowered employees are more motivated, they deliver better customer service and employees are more loyal. Employees are entrusted with making the whole organization a success. Empowerment therefore enhances the process of democratization.

According to Kellerman (1997:53) participation is not a spontaneous process, on the contrary, eliciting and sustaining participation requires organizations that are accountable and responsive to their members. Having realized this, most development agencies now have institution building as one of their major objectives. This includes institution building at the local level, since in the final analysis, it is the local people who must make sustained development happen. Hard skills training usually includes various forms of technical training, as well as training for skills in organizations, management and supervision.

Throughout its history, a major criticism of the idea of participation of the worker has been the inadequate information base which workers have for entering into company decision-making. Management, by ensuring that employees are given more information that will enable them to contribute in the decision making process of the organization, will be empowering them, and this form of empowerment is also a powerful democratization strategy.

In modern industrial nations the problem is not as great as in the 19th century when the average worker was uneducated and illiterate, but even today's literate worker has little understanding of the technicalities of production and distribution, and insufficient insight into their intricate relationship to company policy. The supporters of industrial democracy have felt that workers can acquire adequate knowledge of company decision-making without difficulty, relying on the operation of the twin processes of formal training and practical experience (King and Van de Vall 1978:156).

3.9 Affirmative action

The goal of affirmative action in the public service is to speed up the creation of a representative and equitable public service and to build an environment that supports and enables those who have been historically disadvantaged by unfair discrimination to fulfill their maximum potential within it so that the public service may derive the maximum benefit of their diverse skills and talents to improve service delivery (South Africa 1998:11). A representative and equitable public service should be achieved through a democratic process. This means that public organizations must reflect the composition of the population in occupational groups and at all hierarchical levels. Equitable actions require considered judgement for justice to prevail.

Social equity requires a balanced approach to ensure that individuals or groups are not disadvantaged by public authorities. Special attention should be paid to the powerless, under privileged and disadvantaged.

According to Schwella, Burger, Fox and Müller (1996:92-93) conditions for the successful implementation of affirmative action are:

- Affirmative action must enlarge the pool of incumbents available for development; and the development of previously disadvantaged people should form part of the overall human resources development vision for all employees, i.e holistic, integrated approach;
- affirmative action should start at the selection and recruitment stage, thereafter all people in the organization should be developed and be promoted according the needs of the workforce;
- succession and career plans developed with due consideration to past disparities and in its implementation and monitoring. Human resources development should be distinguished as a salient strategic objective and should enjoy the support and commitment of top management;
- personnel, succession and career plans have to be developed so that employees have no illusions regarding job advancement, promotion and development. Racial and gender stereotypes and expectations should be managed and monitored through (re) training and work appraisal.

Managers and supervisors should be trained in people management skills and appraised on their performance in developing their employees; and

- an understanding of the process of development must be fostered among all employees. They must be encouraged to take an active part in their own development, and all stakeholders in the labour relationship, employees, employers and union members should participate in the development of an affirmative action strategy based on an organizational assessment.

Affirmative action not only requires removing obstacles to equal employment, it also requires the aggressive recruiting, selection, placement, training and development of people. It must inculcate leadership skills and provide opportunities for promotion. To aid this process, programmes to enhance skills and management development must be vigorously implemented. The training should include, inter alia, on-the-job training, workshops, short courses and intensive programmes (Penceliah 1996:124).

Madi (1993:81) states that it is impossible to improve productivity, thereby growing an economy, if there is no massive 'affirmative action' towards the training of the majority of our population because they will drag the country down towards economic failure and eventual collapse. Therefore, from that perspective, affirmative action becomes a positively patriotic exercise. Once people start seeing affirmative action as an investment in the future of the country rather than a philanthropic exercise, people will surely see more earnest activity in this area.

3.10 Motivation and empowerment

According to Cook (1997:288) the various needs-based theories of motivation suggest that one should begin by recognizing that each person has different needs, so the motivational strategy might differ from person to person. Goals which are challenging and inspiring are motivating.

A task of a leader is to clarify and communicate the vision which drives the organization, and then to help followers interpret that vision into specific goals or objectives which excite them. Then it is important that employees see the link between their effort and their performance, and between their performance and their rewards. In other words, employees should be able to see very clearly that the harder and more effectively they work, the better employees will perform; and then that the better they perform, the more employees will be rewarded in ways that employees value.

Rewards, information, staff development and authority levels are some of the systems that impact on the motivation of the people and ability to operate in an empowerment manner, and empowerment is a powerful democratization strategy. There is therefore a need for managers to motivate their employees in a way that is empowering so that the developmental process in the public sector can be democratized.

The question of motivation is more complex, but in general it can be argued that workers will only be motivated to participate when they feel that they will derive some benefit from so doing. This raises the question of the goals and values held by the workers. Before seeking to involve workers in any form of participation, management and unions, would be well advised to find out,

through interviews, attitude surveys or whatever means seem appropriate, what these goals and values are (Guest 1979:36).

Johnson and Belbin (1998: 54-55) state that in an empowered organization, management must set out to provide for a sense of security, belonging, recognition and achievement. Here are some ways in which it can do this:

- a. A sense of security can be encouraged by keeping people informed about developments in the business and at the workplace. Few people have job security these days, but people feel more secure if they believe management is not likely to surprise them with dramatic changes that will affect their lives. Organisations therefore need to put in place systems that enable people to feel successful, develop their skills and have these skills recognized.
- b. A sense of belonging arises when people are 'in the know'. Involving people in discussions about their work and personal development, their section, initiatives involving new equipment and procedures, protection, clothing and workwear – all this helps people feel that they 'belong'.
- c. A sense of recognition comes about when people are called by their names, when their opinion is valued and their queries or comments are treated seriously. This can be coupled with tokens that emphasize their worth-name badges, personal clothes lockers, smart uniforms (these can be as simple as T-shirts or overalls). The way these ideas are applied will obviously depend on the circumstances.

- d. A sense of achievement can be reinforced in a number of ways. It may be worth while to ask people what makes a day good for them, and what they find frustrating. This will give clues as to how a sense of achievement can be achieved on a daily basis.

Managers should seek ways of providing feedback on achievement on a daily basis to reinforce this. Numbers that go up as achievement improves are most helpful. This is preferable to keeping figures that emphasize failures. For example, it is better to talk about the percentage of deliveries that were on time than the percentage that were late.

Anthony *et al.* (1991: 458) provide the following motivational tips for human resources managers:

- **Select the best.** Motivation comes from within an individual. Therefore, if you hire only the people who have the potential to be motivated, half of the battle is won.
- **Use the Pygmalion effect.** If you truly believe in your employees, employees will believe in themselves. Take the time to psychologically invest in your employees.
- **Track success.** Provide challenging goals with which employees agree and compare their performance regularly to these goals. Make sure to do this in a manner that is not too critical or too demanding, because instead of being motivated, they would be demotivated.

- **Recognize contributions.** Provide public recognition for employees who have performed well. Be sure to be consistent about which rewards are provided. For example, select an employee of the week and announce his or her name at a weekly meeting.
- **Provide incentives and rewards.** Remember that the psychological reward of the incentive is often greater than the monetary reward. Also, incentives can be useful motivators in the short term.
- **Empower employees.** Make employees responsible for the company's services. Listen to what employees have to say and use their ideas.
- **Enhance career development.** Use training and development as a tool to prepare employees for the next step in their career paths. Invest in your employees just as you would invest in new equipment.

The process of democratization requires that managers in an organization empower their employees by motivating them, encouraging them to believe in themselves, providing them with challenging goals, recognizing their contribution, giving them incentives, and making them accountable and responsible.

Robbins (1990: 111) states that decentralization of the decision-making process can provide motivation to employees by allowing them to participate in the decision-making process. Professionals and skilled employees are particularly sensitive to having a say in those decisions that affect how they do their jobs. Because these people desire to share in the decision-making process, the opportunity to do so should be motivating. On the other hand, if management holds autocratic values and centralizes authority, employee motivation can be predicted to be low.

3.11 Leadership and empowerment

The use of empowerment is a broad-based approach to leadership devoted to helping every employees to use their knowledge and judgement to make a real difference in daily workplace affairs. It occurs in organizations where top management truly empowers others by supporting initiatives, respecting individual talents, and sharing power at all levels of operations. Currently changing work environments, managerial success depends on the willingness and skill to exercise leadership through empowerment (Schermerhorn 1996:100). Empowerment of employees is a requirement for the democratization process. As part of empowerment, managers in organizations must develop leadership qualities in their employees so that employees can gain the ability to look ahead and plan in way that will ensure the achievement of organizational objectives.

According to Norman (1991:174) successful leadership styles often involve the top manager in the heavy task to communicating directly with almost all employees, even in large companies. He or she may do it at institutionalized local meetings, in internal company magazines, by way of video films, or in various other ways.

Many means of communication are available, and there are many different 'stages' on which to perform. Some effective leaders actually choose to communicate with their own personnel by frequent appearance in magazines and newspaper interviews, for example simply because they know this to be an efficient way of reaching them (although people have seen leaders involved in flashy publicity campaigns to less functional advantage).

Norman (1991: 175) states that managers in high-involvement organizations need particular set of leadership skills that will allow them to do four critical things for the organization; namely:

- Build trust and openness. Because by building trust and openness employees turn to believe in themselves and they become motivated;
- provide a vision and communicate it. By providing employees with a vision and communicating it ensures that they achieve the set aims and objectives;
- move decisions to the proper location, this means that they will make decisions in a way that ensures that the vision of the organization is attained; and
- empower others, this means building, developing and increasing ability through cooperation, sharing and working together.

Trust is desirable in all organizations, but it is more so in high-involvement organizations. Openness and sticking to a vision are the best ways to build trust, and good leadership can be felt at all levels in an organization. It gives people direction, energy, and a sense of competence, in other words, "empowerment". Good leaders value other people learning, growing,

developing, and exercising their power with competence. When employees demonstrate knowledge and skill, it causes people to reach for higher levels of competence and to be motivated by their growth (Edward and Lawler 1986: 211-212).

Morrison (2002:59) states that leaders become influencers, facilitators and shapers rather than commanders. The move is from being isolated, controlling and secretive to being relational, open and honest, from possessing omniscience to being human and concerned. Leaders must listen, respond, encourage, build relationships, acknowledge, support and keep out; letting go in order to let others achieve what they can do better than the leader. Leaders have to create the environment for ideas and practices rather than mandating prescriptions. Leaders, then, cultivate conditions rather than direct practice; employees create disturbance and the need for innovation, but in a safe environment, maintaining an overview of where the institution is going (without being directive) and recognizing and fostering connections and relations within the institution.

3.12 Job Enrichment and empowerment

There are various approaches to the redesign of jobs and the terminology used to describe them can be confusing. Job enrichment is usually used to refer to the redesign of jobs to build in more scope for achievement, autonomy and the exercise of responsibility. Job enlargement refers to the process of building a wider range of tasks into a job, thereby providing more variety. Job rotation occurs when a worker moves from one task to another. Each of these three approaches – job enrichment, job enlargement and job rotation is concerned with the design of the job of an individual worker (Guest 1979:67).

Empowering individuals also involves looking again at people's jobs. This can be done through the use of work study techniques. The work environment of the employee must encourage individual commitment to the well-being of the organization. Empowering people by creating an encouraging work environment motivates them and this enhances the process of democratization.

According to Guest (1979:68) job enrichment and autonomous work groups are the more significant forms of job design in the sense that they extend the control exercised by workers into areas previously regarded as the responsibility of their manager. The redesigning of jobs to provide more control by workers leads to greater involvement and satisfaction and also to greater motivation, and hence to greater productivity.

In summary, empowerment makes people to achieve a significant part of their personal self-fulfillment within the workplace. Empowerment of people also creates opportunities for both social and economic involvement and thus the adoption of measures that would enable people in the organization to share fully in the development process.

If people are empowered in the workplace, they become committed to the organization's goals and work to enhance the success of themselves, their team, and their colleagues. In this sense, the developmental process becomes democratized in the public sector.

In the next rubric an explanation will be made on how the involvement of people in decision-making could enhance the democratization of the developmental process in the public sector.

4. INVOLVEMENT OF EMPLOYEES IN DECISION-MAKING AS A DEMOCRATIZATION STRATEGY FOR DEVELOPMENT

Cleary *et al.* (1989:125) state that effective managers also involve employees in decisions that affect them. Participation of employees in the decision-making process gives them a sense of ownership of the decisions; thus, they are likely to have a strong commitment to ensuring that the decision is implemented. Gaining that commitment is an important part of effective management. Democratic decision-making has broad application inside organizations. The democracy that governs decisions within self-managing teams is a basic building block of the intelligent organization. If democracy means any system that increases the rule of the people over their own lives, then anything that increases choice in the system increases the level of democracy. The more the organization uses the intelligence of every member, the more democratic it is (Pinchot 1993:99).

According to Cayer (1989:140) successful managers also provide feedback to employees and criticize constructively when necessary. Managers get employees involved in solving the problems of the organization and foster independence and participation in decision-making where appropriate.

At the same time, managers make every effort to ensure that the work is interesting and challenging. Providing independence to the employee can help in this endeavour.

4.1 Involvement of employees in policy-making

The interaction between pressure groups (or interest groups) may play an important part in the formulation of policy.

A pressure group usually acts as a link between the individual and the policy-maker, and the importance of the group determines its contribution to policy. Changes in the influence of the group on the policy-maker may have a direct bearing on policy, as a movement towards or away from the demands of the group'. It should be noted that the struggle between groups could have disruptive effects on the formulation of policy, especially if the policy maker is ultra-sensitive to the influence of groups, or if the policy-maker is inclined to favour the demands of a specific group to the disadvantage of other groups. Pressure groups do have the power to influence policy, and as a result cannot be disregarded when an analysis is made of a specific policy (Hanekom, Rowland and Bain 1987:31-32).

4.1.1 Identification of the problem

Before any public policy can be formulated the problem needs to be identified or brought to the attention of the policy maker. Sufficient information on the problem, such as the needs of the community and environmental factors, need to be made available before it is placed on the agenda of the policy maker. There are various ways in which the public can make their needs known to policy makers. These include:

- * Forming and using interest or pressure groups to relate information to policy makers;
- * writing letters to the policy makers on specific issues. The introduction of Batho Pele principles by government is a way of facilitating communication between government and its clients (the public) to make government services simpler and more accessible to everyone;
- * drawing up and signing petitions on issues that the policy makers should be aware of ;

- * communicating through the media to highlight specific problem;
- * taking up issues with particular public officials; and
- * contacting the political representative (ministers or councilors) directly on specific matters such as housing needs or crime (Van der Waldt *et al.* 2002:180-181).

4.1.2 Adoption of the policy

Decision-making is an important part of the policy formulation process, as policy makers have to decide on which policy amongst the various alternatives to implement. Jones (1984:111-112) argues that the final choice is legitimate if people were involved in decision making.

It involves authority, obligation, support and forms the basis of governmental relations between the government and its people. Public policies that are legitimate in the eyes of the community are more likely to increase public involvement in government activities than those perceived to be non-legitimate (Van der Waldt *et al.* 2001:184).

Prior to the formulation of a wage policy for public sector employees, the relationship between government and the public sector unions was characterized by conflict and disagreement and other tensions.

Public sector unions embarked on strikes to show their dissatisfaction with the wage increase issue. However, since the policy was formulated with both parties equal and active in its formulation, these problems have been resolved (Van der Waldt *et al.* 2001:184).

4.1.3 Policy implementation

According to Van der Waldt **et al.** (2001:186-189) policy implementation can be further enhanced by the utilization of reports from employees and observation of employees in action, as well as sampling of work units. Quality circles are productivity improvement techniques based on establishing groups of employees together in an area in order to identify, define and propose solutions to problems they find in their work area. Policy should be implemented as an orchestrated effort by the policy implementers.

The public officials, legislators, courts of law, interest groups and public should act together to ensure successful policy implementation. Important aspects to consider in this regard are communication and co-operation among all parties, and delegation of authority to all units involved in the policy implementation.

4.1.4 Policy analysis

Van Niekerk, Van der Waldt and Jonker (2001: 101) state that public policy is analysed for scientific, professional, and political reasons. The Scientific analysis of public policy is aimed at an understanding of the causes and effects of public policy on either society or the political system, whereas the professional analysis of public policy is aimed at the determination of those policies most suitable to resolve societal problems. The political reason for public policy analysis is assurance that the government follows appropriate policies to realize appropriate aims. Institutional analysis of policy is designed by the institution to discover whether and how institutions 'rig the game' in favour of certain types of public policy and against others.

It generally focuses on the agenda phase, policy formulation, and implementation stage of the policy process. It is important that when this form of policy analysis is done that employees in the organization be involved in the process (Van Niekerk *et al.* 2001: 102).

Involvement of employees in the analysis of public policy guarantees the civil and human rights needed for effective participation and the information flows that enable employees to make their choices. This form of participation renders the whole process of policy making democratic.

4.2 Involvement of employees in strategic planning

According to Du Preez (1999: 4 - 6), in the process of strategic planning, the mission of the organization is formulated, the external and internal environments are analyzed, objectives are set, strategies devised, and action plans drawn up for achieving the objectives in terms of the mission statement.

A strategic planning exercise is costly and results in raised expectations regarding the solution of organizational problems. The commitment of top management is essential in order to achieve success, but the involvement of employees in taking decisions within the strategic planning process is more essential. All five stages of the strategic human resource planning process, namely: investigating; forecasting; action planning; implementing and monitoring must be worked through, followed by ongoing application of the process. Strategic thinking must be promoted among all personnel in the organization.

4.2.1 Development and Planning as a strategy for democratization

Planning is the process whereby, during policy formulation, particular attention is paid to identifying and co-ordinating long-term goals and to determining the short-term objectives which must be set in order to achieve long-term goals.

In relation to this definition, Conyers and Hills (1990:62) define planning as a continuous process which involves making decisions about alternative ways of using available resources to achieve particular goals at some time in the future. In line with this, Argawala (1983:1) holds that planning involves anticipating the future and formulating systematic programmes of action to attain desired goals. Planning must be interdisciplinary and must include social as well as economic goals. Gant (1979:132) points out that "... planning is an instrument of making decisions about development goals, programs, projects and policies which become assigned responsibilities of designated agencies and officials within these agencies".

Theron and Barnard (1997:37) state that one of the essential conditions for true development and planning is participation. Participation is an essential part of human growth- that is, the development of self-confidence, self-reliance, pride, initiative, creativity, responsibility and co-operation. The process through which people take charge of their own lives and solve their own problems is the essence of development.

If employees are involved in the developmental planning that affects their lives and future, and are also allowed to participate in that planning, the process of development is rendered democratic. In this way, employees become empowered because the management allows them to participate in development planning in which employees themselves are beneficiaries.

4.2.2 Advantages of planning as strategies for democratization

Knipe (2002:142) states that the following advantages of planning, adopted from Smit and Cronje (1992:91-92) can be identified:

- * Planning improves co-operation between department and individuals in an organization;
- * planning gives direction to an organization or an effort by assisting in the formulation of development objectives;
- * planning requires from managers to have vision of the future which they should share with all those participating in the planning;
- * the increasing complexity of public institutions and the interdependence of the various functional management fields emphasize the need for planning, all the more because the community play an even more important role in the formulation of objectives; and
- * continuous change in the environment necessitates planning, which means that proactive management is promoted.

Planning improves cooperation between employees and management, it gives direction on what should be done and promotes the sharing of the vision between management and employees. In this way, planning is empowering, and empowerment is a powerful democratization strategy. In the following paragraph an explanation will be given on how planning and management by objectives can work as a strategy for development and democratization.

4.2.3 Planning and management by objectives as strategies for development and democratization

Management is responsible for drawing up plans to achieve the objectives and goals of the institution. Plans include the goals and objectives, standards, programmes, schedules, procedures, methods, rules, regulations and budgets.

Each level of management and employees convert the goals of the institution and objectives into goals and objectives that apply to their particular level of operation and also to other employees at the lowest level of the organization. This ensures that the goals and objectives at all levels are compatible.

The goals are part of the strategic plan and the objectives are part of the tactical and operational plans. All employees involved in MBO (management by objectives) must be aware of the purpose of the institution, mission, long term objectives and strategy. This enables them to set individual objectives which coincide with these components (Van der Waldt and du Toit 1997:293).

In the next paragraph, requirements are given on how Management By Objectives can be implemented successfully. These requirements indicate how MBO can be done in such a way that the development process is rendered democratic.

* **Requirements for successful MBO**

Van der Waldt and Du Toit (1997:294) agree with Kroon (1995: 175-177) and Smit and Cronje (1992: 83) who indicate that requirements to ensure that MBO is applied successfully are the following:

- The commitment of management and involvement in the process. This means that the management in the organization must be committed and be involved in the process of formulating the objectives;
- participation of all personnel, this means all employees must take part when the objectives are formulated;
- remuneration linked with performance, this means how employees are paid must be related to how they perform their work;
- effective measuring of outputs, this means the results of how employees perform must be measured by using a particular tool;

- adequate support and training for all role players, this means all employees who are using MBO must be provided with support by management and be given training; and
- flexibility in the application, this means, MBO must not be used in a rigid manner but it must be flexible.

* **Advantages of management by objectives as a strategy for development and democratization**

Van der Waldt and Du Toit (1997:294) state that according to Smit and Cronjè (1992:83), MBO has the following advantages:

- It improves communication and participation in the institution as a whole, which ensures clarity on organizational objectives, responsibilities and criteria for performance.
- It indicates the expected performance or results.
- It promotes results oriented planning because managers and employees focus on the performance to be achieved rather than on planning the activities as an objective in itself.
- Personal commitment to achieving objectives and resources that are used can be directed at performance determined in advance.

- Effective control is established, since every individual can evaluate his/her performance and adjust it where necessary.
- Co-ordination improves when the institution as a whole functions as a system and everyone pursues the same objectives.

By allowing employees to take part when the objectives of an organization are set, ensures that employees become committed to achieving those intended objectives. In so doing, development initiatives are owned by everybody, and this renders the process of development democratic. In the next paragraphs, a discussion will be given on how employees could be involved in performance appraisal system in order to ensure that the process of development is rendered democratic.

4.3 The involvement of employees in Performance Appraisal (PA) as a strategy for democratization

According to Lester and John (1990:192) there are three basic reasons for making an appraisal of employee performance and to ensure development, namely:

- (a) To encourage good behaviour or to correct and discourage below-standard performance. Good performers expect rewards, even if it is only a praise. Poor performers should recognize that continued substandard behaviour will at the very least stand in the way of advancement. At the most drastic, it leads to termination of services.

- (b) To satisfy the curiosity of the employees about how well they are doing. It is a fundamental drive in human nature for each person to want to know how well he/she fits into the organization for which he/she works. An employee may dislike being judged, but the urge to know is strong, and this curiosity may lead to development.
- (c) To provide a firm foundation for later judgements that concern an employee's career. Such matters as pay raises, promotions, transfers, or separation can be handled more smoothly if the employee is aware of the possibilities in time.

If performance appraisal is implemented with the intention to encourage good behaviour, to let employees to know how well they are doing and to also develop an individual, employees become motivated and also feel empowered. Empowerment is a powerful democratization strategy. The objectives of performance appraisal as a strategy for development are discussed below.

4.3.1 Objectives of performance appraisal as a strategy for development

One human resource objective for using performance appraisal systems is to determine who should be promoted, demoted, transferred, or terminated. However, these are not the only human resource functions that are related to performance appraisals.

For example, an organization may use the results from a performance appraisal to determine who needs formal training and development opportunities. Further, such opportunities may be used as a reward for individuals whose appraisals were positive (Anthony *et al.* 1999:369).

4.3.2. Development opportunities in performance appraisal

According Anthony et al. (1999:370) the following developmental opportunities can be used as rewards for effective performance:

- * Job rotation, this has to do with alternating of jobs or tasks and it enhances employee motivation.
- * Role play, this means reality practice in which employee can play the role of a manager to develop new skills.
- * Computer – Assisted instruction, through this, and employee can be assisted by a computer to master section of skills in an organization.
- * Organizational sponsored training, training, college courses, professional seminars, professional certificate programs and correspondence courses, all of these are used in organizations in order that employees can acquire new knowledge, skills and development
- * Special projects / Assignments, when employees are given projects or assignments to do, the work that they have done is put into a portfolio that will reflect knowledge, skills or progress they have attained.
- * Mentoring, this has to do with an experienced manager or supervisor who will provide guidance to an inexperienced employee.

All of the above development opportunities aim at making employees to perform better in their jobs or tasks. In so doing employees become motivated, they gain knowledge and skills. This form of an empowerment is a powerful democratization strategy.

In the next paragraph, seven steps are given on how a performance appraisal system could be handled in such a way that it will be understood and accepted by all employees thus rendering the process of development democratic.

4.3.3 The handling of an appraisal interview to promote development

Lester and John (1990:197) indicate that whereas there are many number of approaches a person might use, there are seven steps that form a pretty good path towards understanding and acceptance of the appraisal:

Step 1: Prepare the employee, as well as yourself to the meeting, expecting to compare notes. That way, the manager has the facts at hand and the employee has the same opportunity to recollect about performance during the previous period.

Step 2: Compare accomplishments with specific targets. The manager must not be vague or resort to generalizations. He/she must be specific about what was expected and how close the employee has come to meeting these expectations.

Step 3: The must be sure to give adequate credit for what has been accomplished. It is a temptation to take for granted those things that have been done well and to concentrate on the deficiencies.

- Step 4: Review those goals that have not been accomplished. Emphasize where improvement is needed. And explore together with the employee how this can be done and why it is necessary for the employee to improve.
- Step 5: Avoid the impression of your sitting in judgement. If there is blame to be shared, acknowledge it. Do not talk in terms of mistakes, faults, or weaknesses. Never compare the employee with a third person. Stick to a mutual explanation of the facts and what they imply to both of you.
- Step 6: The supervisor and employees should agree on targets to be met in the period ahead. Be specific about them. Relate them to what has not be accomplished during the current period. This sets the stage for a more objective appraisal discussion next time around.
- Step 7: The supervisor should review what he/she can do to be of greater help. Improvement is almost always a mutually dependent activity. An employee who knows that the supervisor shares responsibility for it will approach the task with greater confidence and enthusiasm.

The next paragraph explains the "sandwich" technique in a performance appraisal system as strategy for democratization. It explains the way a manager may handle a performance appraisal interview with employees in such a way that an employee would feel that he or she is being developed in an empowering manner, thus rendering the development process democratic.

4.3.4 The “Sandwich” technique in an appraisal as a strategy for democratization

The sandwich technique means to sandwich unfavourable comments between favourable comments. For example, the manager might say: “I’ve been pleased with the way you’ve stepped up your output. You’ve made real improvement there. I am a little disappointed, however, by the quality of what you produce. The records show that you’re always near the bottom of the group on errors. So I hope you’ll work as well to improve quality as you did quantity. I feel sure you will, since your attitude toward your work has just been fine”. The same technique is a helpful guide to the entire appraisal / review discussion. The supervisor must use it by starting the talk off with a compliment (Lester and John 1990: 200-201).

4.3.5 Performance appraisal ratings as strategies for development

According to Carrel, Grobler, Elbert, Marx, Hatfield and Van der Schyf (1996:283) peer and self-evaluations have increased, as have customer or client evaluations. Perhaps the most recent attempts to improve the performance appraisal (PA) process has included the use of subordinate or reverse ratings and the proliferation of team rating techniques. These are discussed in the paragraphs below.

*** Peer evaluations**

In some situations, if an employee is working very closely with other employees in a non-competitive work group environment, peers may be in the best position to evaluate the performance of a co-worker.

Peers can, in some situations, provide information that the organization could not get from the supervisor of the employee due to a lack of direct contact between the supervisor and the employee (Carrel et al. 1996: 290).

If employees are evaluated by their peers, they tend to be satisfied with the process and take the evaluation as being constructive. To them, this form of evaluation is not intimidating and they feel motivated for future performance. When managers motivate employees in this way, it is empowering, and empowerment is a powerful democratization strategy.

* **Customer / client evaluations**

An increasing number of jobs are now considered service jobs, so evaluation by customers and clients are becoming more valuable as part of the multiple-rater performance appraisal P.A process.

People are all familiar with customer comment cards located everywhere from banks to restaurants to electronics stores. Specialized customer questionnaires, telephone follow-up surveys and other techniques are used in addition to comment cards to try to get the customer's evaluation of the employee's performance (Carrel et al. 1996:290).

By allowing customers and clients to evaluate the services that they receive promotes transparency and develop trust between employees and the customers. In this way, the development process is rendered democratic.

* **Reverse appraisals as strategies to democratize development**

According to Carrel et al. (1996:291) while traditional appraisals have the supervisor rate the employees, in reverse appraisals, or upward evaluations, the employees rate the supervisor. It is important that these evaluations must identify particular strengths and weaknesses, rather than consist of vague comments, that are not helpful and developmental.

Anonymity is also necessary unless there is a high level of trust at the workplace. Finally, fear of retaliation must be eliminated for this employee voice mechanism to be effective.

* **Involvement of employees in a performance appraisal (PA) design and redesign**

Carrel et al. (1996:293) state that the following are suggested steps to involve employees in a performance appraisal (PA) design or redesign project:

- * Step 1 **Group formation.** A cross-functional team should be assembled similar to the manner in which other task groups are chosen. It is suggested by Careel et al. that group formation range from a maximum of 12-25 employees in order that a design or redesign can work effectively. This ensures full participation of employees, and participation promotes responsibility, cooperation and initiative which ensure that people take charge of their own lives and solve their own problems and this is an essence of democratic development. The change to this team from management should be clear.

For instance, what are the required outputs, deadlines and responsibilities, if any, during implementation?

* Step 2

Objectives and concerns. Team members should discuss their own goals and the problems they would like the new performance appraisal (PA) system to overcome. Employee surveys, customer inputs and inputs from other sources should be considered at this step. The team should generate a list of desired benefits of performance appraisal (PA) as well as concerns. It should develop general sections of the performance appraisal (PA) that conform to the objectives members have identified. These sections will likely address employee feedback, employee development, work goals and others. Giving people an opportunity to discuss goals that satisfy all members in the performance appraisal (PA) is empowering. Empowerment is a powerful democratization strategy.

* Step 3

Dimensions of performance. In this step, the team should identify the dimensions of performance that need to be evaluated. The supervisor must begin with brainstorming up to as many as 50 possibilities in order to create a long list enough from which job related dimensions can be selected. Then trim the list by requiring that each dimension of performance be directly observable, behavioural and job related.

Dimensions that are subjective personality traits, such as "attitude" or "personality" should be eliminated.

- * Step 4 **Policies and procedures.** Finally, the team should prepare guidelines for implementing the new performance appraisal (PA) system that support the objectives established in Step 2. The team must decide such issues as how often the forms will be completed, who will receive copies, how formal the process will be and what appeals process will be available, if any. Meetings and training sessions must be discussed. Review and evaluation of the new performance appraisal (PA) system should also be addressed. In this way, how the performance appraisal (PA) system is to be improved and developed will be known to every employee, and by giving employees information and sharing information with them, they become empowered and empowerment enhances the democratization of the process of development.

If employees are made to take part in the decisions on how performance appraisal system is to be implemented, it is easy for employees to take ownership of the system. By taking part in the development of the policies, goals and tools for implementation of the system, employees become empowered, and empowerment is a powerful democratization strategy. In the following paragraphs a discussion is given on how employees could be involved in the management of conflict as a strategy for democratization.

4.4 The involvement of employees in the management of conflict as a strategy for democratization

Conflict is a process in which one party consciously interferes in the goal-achievement effort of another party (Robbins 1996:408) or it is an antagonism or opposition between or among persons. There will always be a potential for conflict if:

- Communication mechanisms are not in place or ineffective, because if there are no such mechanism in place, information sharing cannot occur between management and employees.
- Public employees have different goals, and if employees have different goals, it is unlikely that they will achieve same objectives.
- People compete for scarce resources, like budget allocations, members of a group have diverse backgrounds such as education; beliefs, experiences and orientation, because if employees share different beliefs, experience and orientation and also compete for scarce resources they will not be able to perform their tasks.
- There is a considerable degree of resistance because of constant change, and resistance to change is an impediment for development (Van der Waldt et al. 2002:59).

Conflict that arises as a result of the above problems needs to be resolved by both management and employees in order that development in the public sector can be democratic. Involving employees in conflict management is also empowering and empowerment is a powerful democratization strategy.

What follows in the next paragraph is the resolution of conflict as a democratization strategy that can be used by managers in the public sector. Strategic that would be discussed are negotiation and collective bargaining.

4.4.1 Conflict resolution as a democratization strategy

According to Jankielsohn (2002:21) conflict resolution involves the steps taken by one or more of the parties involved in the conflict in order to solve the conflict between them. It includes the process in which institution and policy options which satisfy the needs of the conflicting interests are exploited in order to form a basis for conflict resolution (Swart, 1995:13).

Conflict resolution is the solving of conflict by the elimination of the causes. Both parties win from conflict resolution and a "win win" situation applies.

*** Negotiation**

Jankielsohn (2002:26) indicates that Anstey (1991:91-92) states that negotiation is a form of decision-making in which two or more parties talk with one another in an effort to resolve their opposing interests. In this process, a joint decision is made by two or more parties. The following may be concluded from the above definition:

- Negotiation is a process by which conflict is resolved, this means when negotiation takes place, management, employee unions and those involved in the conflict meet together in order to resolve the conflict.
- Negotiation is a social interaction in which two or more actors are involved, this means negotiation is a process in which many people interact with one another in order to solve problem.
- There is a difference in interests, but a common goal applies, this means that while people involved in a conflict have different interest about an issue in question, their goal with negotiation process must be to achieve the same goals of the institution.
- Negotiation is a communication process which is normally verbal in nature, this means through a process so of negotiation information sharing by way of communication must occur between management, employees and those involved in a conflict.
- It is a joint attempt to reach consensus, this means that the aim of any negotiation process is to reach an agreement between management, employees and those involved in a conflict.

According to Cheminais, Bayat, Van der Waladt and Fox (1998:269) democracy in the workplace implies a democratic style of management on the part of managers.

What is called for is a participative management style – that is, to draw individual employees into the problem – solving, decision-making process, to involve them and to integrate them (Kemp 1992:9-13). Conflict situations arise when unions believe that management has adopted an authoritarian as opposed to a participative leadership style, and when management perceives a union as basing its operations purely on political motives. It is for this reason that methods to resolve conflict situations need to be practised in order to manage the conflict.

* **Collective bargaining**

Cheminais **et al.** (1998:265) indicate that Kritzinger (1991:22) conceptualizes collective bargaining as '... a process through which representation of employees and employee organizations act as the joint creators of substantive and procedural rules regulating employment'.

Van Fleet (1991:285-286) further defines collective bargaining as '...a discussion process between union and management (that is, officials in managerial positions) that focuses on agreeing to a written contract that will cover all relevant aspects of the relationship between the institution and members of the union. In particular it defines wages, work, hours, promotion and layoff policies, benefits and rules for allocating overtime, vacation time and rest breaks. Collective representation of the need and interests of employees by unions can also benefit the employer and thus prevent conflict by improving communication and service delivery.

Further benefits of collective bargaining include providing stability to labour relations by limiting conflict opportunities and allowing labour problems to be brought to the attention of the parties (Cheminais *et al.* 1998:266).

By involving employees in the management of conflict that arises in the public sector an opportunity is created by the employees to raise their opinions without fear and this also promotes the development of positive employee morale, an easy, open and honest relationship between the supervisors and employees, thus rendering the process of development democratic.

4.4.2 Promotion of collective bargaining and worker participation

Collective agreements apply to all members of the parties to the agreement (that is members of the union and the different employers), and can, under certain conditions also apply to employees who are not members of the trade union (Carrel *et al.* 1998:469).

*** Workplace forums**

One of the most interesting developments in the new act is the establishment of the workplace forums (Sections 78 to 94). The aims of these forums are the promotion of the interests of all workers as well as efficiency in the workplace. For these forums to be successful, employees and employers should jointly aim to change their attitudes and skills. There must be better communication between the parties as well as a shift towards joint problem solving.

There are two ways in which workplace forums can provide this shift, namely through consultation and joint decision making (Carrel *et al.* 1998:470).

A workplace forum is entitled to be consulted by the employer about proposals relating to among others, restructure of the workplace, product development plans, education and training and job grading. This means regular meetings must take place between the employer and the forum. In this way information sharing occurs and this also renders the process of development democratic.

4.5 Transformation and the involvement of employees in decision-making

The Government regards transformation as a dynamic, focused and relatively short-term process, designed to fundamentally reshape the public service for its appointed role in the new dispensation in South Africa.

Transformation can be distinguished from the broader, longer-term and short term process of administrative reform which will be required to ensure that the South African public service keeps in step with the changing needs and requirements of the domestic and international environments (South Africa 1995:11). In the next paragraphs, devolution and decentralization, participative organizational structure, consultation and communication and internal democracy will be discussed as strategies used in transformation in order to render the process of development democratic. How employees could be involved in these processes is explained.

4.5.1 Devolution and decentralization of managerial responsibility and accountability as a democratization strategy

Currently many managers in the public service feel that their powers to lead and direct the change process in a creative and visionary way are constrained by the rule-bound culture inherited from the past. In order to overcome this situation, it is proposed to move towards a system under which managerial responsibility will be devolved and decentralized, while at the same time accountability for performance against specified objectives will be increased. As part of this process, it is proposed that the contracts of Directors-General be tied to the achievement of specific performance objectives and targets. In order to ensure that effective, timeous and responsible decision-making takes place at all levels within the public service, a similar process of devolution and decentralization will also take place to cost centers within departments, again tied to the achievements of specific performance objectives (The White on Transformation of Public Service 1995: 101). If management in the public sector devolves and decentralizes responsibility and accountability to other lower levels of management by involving employees in decision-making, employees become empowered. In this way, empowerment becomes a strategy of democratization of the development process in the public sector.

4.5.2 The introduction of new and more participative organizational structure as a strategy to promote development

The move towards the devolution and decentralization of managerial responsibility will be complemented by the creation of more open, flexible and participative management structures at all levels throughout the public service.

Although clear lines of responsibility and accountability will still be required, these structures will concentrate less on the application of rules and more on the creative use of consultation and teamwork.

To reduce the annoying and wasteful delays which resulted from the old system referring even the smallest decision to a higher authority, all staff in the new organization will be encouraged to take decisions and solve problems within their own areas of competence (The White on Transformation of Public Service 1995: 101).

4.5.3 Consultation and communication

According to The White Paper on Transformation of the Public Service (1995:107) responsibility for developing and implementing effective service delivery strategies will rest primarily with departments and provincial administrations. Departmental heads will need to ensure, however, that the formulation, implementation and monitoring of service delivery plans is carried out in close consultation with unions and staff, and especially with service users. The proposed transformation forums and units will play a key role in facilitating such consultation.

4.5.4 Internal democracy as an empowerment tool

Steps will be taken to ensure that each department and provincial administration has built-in mechanisms for regulating internal accountability. These mechanisms should promote a participatory approach to decision-making on the part of both workers and management. An important element in this process, will be the provision of the necessary information to staff and unions, including budgetary information.

Such information should be provided in clear and accessible language, and not in confusing and technical jargon (South Africa 1995:108).

Vollmann (1996:221-222) states that implementing transformation, sustaining it, and increasing the speed at which transformation takes place requires development and nurture of a culture that focuses on the transformation process – as opposed to only particular transformation objectives. Such a culture:

- * Seeks opportunities, this means that such a culture must identify all the opportunity that will make success of the implementation of the process of the transformation.
- * Has an ongoing sense of urgency; by this it is meant that such a culture must consider the implementation of transformation as an urgent matter to take place.
- * Accords with the objectives of key people, this means that such a culture must take into consideration all important people in organization who will ensure the successful implementation of transformation process.
- * Understands the critical necessity for trust, this means people who are involved in the implementation of transformation must have trust in each other especially management and employees.
- * Adopts new human resource practices, by this is is meant that when transformation is implemented, old human resource practices that are in place must be done away with; and

- * Fosters development of new psychological contracts, this means that when transformation is implemented, the behaviour, attitudes and abilities of employees must be developed for the new.

These dictates can provide a definitive advantage in obtaining the right degree of employee commitment, reducing the cynicism that accompanies all too many change programs, and focusing activities so that people again achieve the following several critical imperatives:

- **Productivity and value enhancement**, this means that employees must produce goods and services of high quality.
- **Cost reduction and personal development**, this means that cost of goods and services are reduced and the skills of people are developed.
- **Long-run results and short-term results**, this means that employees must produce good results of goods and services over the long and short term period.
- **Top-down direction and bottom-up implementation**, this means that there should be an interaction and coordination of activities from the top of the organization and the bottom of the organization.
- **Value to the organization and value to its employees**, this means that process of transformation must benefit both the organization and its employees (Vollmann 1996:222).

According to Finnemore and Van Rensburg (1999:471) managing the deepest layer of culture requires a participative approach..." (1989:12). And the reason? "Top down approaches yield changes that are relatively easy to bring about, but which are difficult to sustain ..." (1989:13). Sashkin (1984) even argues:

"Participative management is an ethical imperative". An interactive approach is best suited to goal setting, motivation, interaction among levels, communication and innovative decision-making. Transformation is not a one-person show or that visionary leadership is exclusively an individual activity. The transformer cannot go it alone but has to mobilize networks of leaders, especially "informal" leaders in order to make second order change happen.

In summary the involvement of people in decision-making process makes them to develop ownership of the achievement of the goals of the organization. It is such an involvement that ensures that the developmental process in the public sector becomes democratized in such a way that socio-economic transformation and recovery are attained sothat effective and efficient service delivery can also be realized.

In the next paragraphs discussion on how the involvement of people in implementation can ensure the democratization of the developmental process in the public sector will be made.

5. INVOLVEMENT OF EMPLOYEES IN IMPLEMENTATION PROCESSES

Implementation means that some outcomes of a change effort have become part of the culture of an organization. People have moved towards different ways of working and relating to one another, their patterns of responsibility and authority and their channels of communication and influence have changed; and they value these changes. Implementation implies something quite different from compliance to a rigid norm during the installation of a change effort. In the context of a learning organization, implementation is the result of people in groups internalizing new patterns of action and reflection (Smith and Tesmer 1995:370).

5.1 Involvement of employees and the implementation of change in the public sector

Organizational development is a process of facilitation of organizational change and renewal. It is a relatively long-term process for initiating and implementing planned change. It takes into account the nature of many organizational problems which involve unclear goals and differing perspectives on what constitutes the problems, let alone how to solve them (Senior 1997:261). Ways in which people can be involved in the implementation of change in the public sector in such a way that democratization is enhanced are explained below.

5.1.1 The use of survey feedback as a strategy for democratization to promote development

Senior (1997:280) indicates that when change is implemented in the public sector, surveys can be used to assess the attitudes and morale of people across the organization and can be used at different stages in the Organizational Development (OD) process. At the implementation stage, they are important for the effective management of the change. Feedback from these surveys to those involved in the change activities helps stimulate discussion of what is working and what is not and should result in modifications to the action plan or the way it is being implemented or, sometimes, to a reorientation of the vision. An employee opinion survey on the progress of a change programme is carried out, the results are fed back to the staff involved for further discussion and appropriate action. When people in an organization are given a chance to have a say on how the development process is taking place, democratization is being promoted.

Survey feedback techniques are most frequently associated with gaining information on the attitudes people and behaviour. It becomes easy for management in the institution to implement change in a way that would satisfy employees if they have knowledge of the morale of the people affected by the change process. The use of survey feedback promotes transparency, trust and fairness which are needed in order to democratize the development process.

5.1.2 Organizational mirroring as a strategy for democratization to promote development

The organizational mirror is a set of activities in which a particular organizational group, the host group, gets feedback from representatives from several other organizational groups about how it is perceived and regarded. This is one other method that can be used to implement change in an organization. Organizational mirroring is a technique which benefits from the services of a change agent in an organization, who is not connected with any of the groups involved in the process. A 'fishbowl' technique is frequently used as part of organizational mirroring. This is where the group asking for feedback (the host group) first listens to what the other group representatives have to say (without interruption) Senior (1997: 283)

The representatives of the host group and the other group then exchange to allow the host group to have their say (ask for clarification and information) without interruption. Finally the representatives of both groups are divided into small sets to work together on problems which emerged before all coming together to devise action plans, assign people to tasks and set target dates for improvements to be completed. Organizational mirroring is a people centred method of implementing change. (Senior 1997: 281).

When different groups of people are involved in exchanging ideas, giving each other feedback and working together in developing action plans for a change effort that must take place, the process of organizational development becomes democratized. Organizational mirroring is such a strategy that enhances the democratization to promote development.

5.1.3 Process Consultation as a strategy for democratization to promote development

Process consultation is one technique that can be used to involve people in the implementation of change in the public sector. The crux of this approach is that a skilled third party (consultant) works with individuals and groups to help them learn about human and social processes and learn to solve problems that stem from process events. The kinds of interventions which are part of process consultation are: agenda-setting interventions, feedback of observational data, coaching and counseling of individuals and suggestions about group membership, communication and interaction patterns and allocations of work, responsibilities and lines authority (Senior 1997:282).

Process consultation ensures the democratization of the development process in the sense that people are allowed to communicate with each other freely, they divide work amongst themselves and also take ownership of what is going on in the implementation of the change process. Through communication, information is shared among employees and when sharing information, management needs to consult with employees. In this way empowerment is ensured and empowerment is a powerful democratization strategy. Process consultation is therefore a strategy for democratization to promote development.

5.1.4 Team building as a strategy for democratization to promote development

According to Senior (1997:283) team building is an essential part of the OD process when change is implemented.

It is a technique that also encourages the involvement of people in the implementation of change in the public sector. Team building techniques can be used for established long-term as well as for special and short-term project groups. Processes included in team building are: diagnosis and negotiation of roles, diagnosis of the task together with individuals' and group needs, responsibility charting and understanding and managing group processes and culture. A change agent or independent consultant or facilitator is used to help in team building.

Working through teams allows people to share knowledge and skills that they have, and in so doing they empower themselves. When empowerment occurs in this way, the process of development in the organization becomes democratized. Team building is a strategy for democratization to promote development because of the use of diagnosis of the task, consideration for groups needs and responsibility charting which get the groups to solve their own problems.

5.1.5 Four key strategies to implement change successfully

Smith and Tesmer (1995:373) point out that the following four issues should be considered to implement change successfully:

- The change should be based on organizational strategy and organizational needs;
- the change must balance planning with flexibility;
- the change should not rely exclusively on outside expertise; and
- the change should be the center of attention.

How these issues can enhance the democratization of the developmental process in the public sector is discussed below.

* **How change can be based on the strategy of the public institution and the needs of the public institution**

For change to be installed successfully in an organization, the change must be based on the strategy of the organization and its organizational needs. In other words, managers and other organizational members must be convinced that the change will improve the organization's service delivery and meet a 'felt need'. By the same token, change can only be implemented successfully when the change makes sense to all members of an organization, not just to managers or senior public officials. Often much education is needed to elicit that "felt need" throughout the organization. This means managers must talk about spending significant time giving people as much information as possible about the public institution. They must share critical information about goods and services with their employees (Smith and Tesmer 1995:375)

The managers must spend the time to develop the necessary level of readiness and to focus the effort on issues central to organizational survival so that all employees, not just managers, could see and feel a need for change and therefore to be involved in its implementation (Smith and Tesmer 1995:374).

By giving people information, educating them and involving them in the whole process of implementation, they become empowered and if employees are empowered they become motivated, deliver better service and can make the whole organization successful.

* **Balancing the need to have a plan and the need to be flexible**

For change to be implemented successfully in an organization, a change manager must balance the need to have a plan for the change effort with the need to be flexible enough to take advantage of events as the change effort develops. The need for an action plan to guide the change effort is a practical, political and often a psychological necessity. As the change effort progresses, a rigid plan becomes a hindrance to transcending current goals or to empowering people to 'seize the moment'. The manager must first explain the need for change to employees and then form large groups of six to seven comprising of sectional managers, supervisors, and employees.

The manager must then instruct each group to devise an action plan for the change effort. Later the groups must be assembled to report on their action plans. Each group is then asked to rework their plans based on what they had learned from the other groups. In this way employees are involved in the implementation of the change effort that affects them (Smith and Tesmer 1995:374).

When people are involved in the development process that affects them, they take responsibility and accountability, and in this way democratization is being promoted. The formation of large groups that comprise of sectional manager, supervisors and employees make it possible that knowledge and skills are exchanged within these groups. Managers learn from employees and employees learn from managers. In this way the plan that is implemented has the input of everybody in the organization. Learning from each other by both managers and employees is empowering and empowerment is a powerful democratization strategy for promoting development.

* **Why change must not rely exclusively on outside expertise**

Smith and Tesmer (1995:375) state that for change to be implemented successfully in a public institution, the manager must gradually move the institution away from dependence on consultants. The public institution must learn to keep the change effort alive on its own by involving its employees in the process of change. The manager must make sure that the public institution has developed the requisite competence needed to maintain the change. Developing an internal capability for change in the public institution requires that the manager be very patient and provide regular training and empowerment to employees within the organization. When employees feel frustrated with their new roles as they make a transition from functional work groups to self-directed teams, the manager must set the tone by exhibiting great patience and by encouraging and motivating employees. If people are given power and responsibility to participate actively, people become able to express their human potential and in this way democratization is enhanced.

* **How can change be made the center of attention**

Smith and Tesmer (1995:376) point out that for change to be implemented successfully, the manager must integrate it into the daily activities of the public institution. By integrating the change, learning is accelerated throughout the public institution because everybody is involved in a total-system improvement. To be completely successful, the change effort must become the center of attention for both the manager and employees in the public institution and it must be influenced by joint decision making. Some public institutions do that through a total quality management effort, others use cycle time reduction or business process reengineering in which management and all employees are involved.

When the manager works together with the employees and he/she involves them in decision-making, he/she promotes a sense of belonging in them. If people feel they belong to the public institution, people take ownership of all its process and this enhances the democratization of the developmental process in the public sector.

* **Principles for implementing organizational change as strategies to promote development**

Organizational development type models of change emphasize the importance of managing resistance through discussion, negotiation and active participation of those likely to have to make the changes. In order to ensure full participation of people in the implementation of change in public institutions, managers need to be guided by the following principles:

Principle 1. Public institutions are organisms. This means the organization is not a machine and change must be approached carefully with the implications for various groupings thought out. Participants need to be persuaded of the need for change and be given time to 'digest' the changes after implementation.

Principle 2. Public institutions are occupational and political systems as well as rational resources allocation ones. This means that thought must be given to how changes affect the jobs of the people, career prospects and motivation. It also means paying attention to how change will affect people's status, power and the prestige of different groups.

Principle 3. All members of a public institution operate simultaneously in the rational, occupational and political systems. This means that all types of arguments for change must be taken seriously. It is not sufficient merely to explain away different points of view.

Rational arguments for change are as important as those which involve changes in occupational and political systems.

Principle 4. Change is most likely to be acceptable with people who are successful and have confidence in their ability and the motivation to change. This means ensuring an appropriate place (or set of people) from which to start the change and to ensure the methods used are relevant to those who are 'first in line' in accepting the change. If people are made aware of the change that is likely to affect them, their points of view are taken into consideration during the implementation of the change process and they are motivated to accept the change that takes place, people will likely participate in the process. Participation is one of the cornerstones of empowerment, and if they are empowered in this way, democratization of the developmental process would be enhanced in the public sector.

5.2 **Involvement of employees and the implementation of a Total Quality programme as a strategy for democratization to promote development**

According to Rothwell, Sullivan and Mclean (1995:30) Total Quality Management (TQM) has focused attention on the creative potential of human beings and their ability to improve the work that they do. However, public institutional process reengineering has created new interest in radical organizational change and restructuring.

Reengineering has encouraged managers and employees to rethink what they do and how they do it as a means to achieve an advantage in a fiercely competitive, global marketplace.

The involvement of people in the implementation of a Total Quality Management in a way that would democratize the developmental process in the public sector is discussed below.

5.2.1 **The basic principles of a Total Quality Programme**

Collard (1989:39) states that a successful total quality programme must be based on certain basic principles. Underlying the whole approach are six fundamental requirements, based on the concept that people are at the heart of a successful programme. These are:

- Top management commitment;
- attitude change;
- continuous improvement;
- strengthened supervision;
- extension training; and
- recognition of performance.

The means that managers need to show employees who are under their guidance that they as managers are also committed to the improvement of the quality of programmes that aim at the development of the public institution. Managers must change their attitude towards other employees by making them feel the need to improve quality. The committee must train employees and also recognize their good performance.

In so doing they are empowering them and such an empowerment would promote the democratization of the development process in the public sector.

5.2.2 Implementing a quality improvement programme as a democratization strategy for development

Culp and Smith (1993:247) state that management must demonstrate that long-term improvement is its highest priority, or the improvement will not occur. Management can demonstrate this priority primarily by its own action, as well as by expecting improvement from everyone and every unit in the organization and by providing the necessary resources for improvement to occur. Management provides leadership by giving clear, consistent direction to the programme; establishing a firm, expeditious decision-making process; providing the necessary instructions, equipment, and materials, performing regular assessment of the programme, and assuring prompt and effective correction of problems. The key steps to implement a quality improvement programme are discussed below.

*** Establishment of a steering committee**

When implementing a quality improvement programme in the public institution, management must involve employees by establishing a steering committee. A steering committee is a means of establishing common standards, practices and ensuring that the quality of goods and services is consistent across the whole institution. Establishing this committee ensures that the ideas of everybody in the institution are recognized in order to promote good quality of goods and services. This integrative approach promotes the democratization of the development process (Collard 1989: 77).

The purpose of a steering committee is to provide direction and resources for the quality improvement programme. Steering committee members should be inquisitive, open to change, creative, and able to interact effectively with all levels of the organization. The committee starts within the top manager, the human resources director, and few (two or four) top technical people that must support the system changes. The committee members need training on Total Quality Management (TQM) concepts. They should visit others on-site in similar organizations that have experience with TQM concepts. The steering committee responsibilities include among others the following:

- Development of a statement of the organization mission and guiding principles, this gives direction to where the institution wants to go.
- Development of an action plan for implementing the programme, this is a plan that reflects what needs to be done in order to improve quality.
- An emphasis on how changes can take place to create an environment that encourages everyone to focus on continuous improvement, this involves the scanning of the external and internal environments that might influence the plan to improve quality.
- Selection of two to three initial quality improvement projects and team, this means the identification of particular projects and the identification of the team that will carry forward the intended plan or the activities that need to be done in order to improve quality.

- Ensuring that the teams get the required support, this means the support in terms of training and resources that will assist the implementation of planned activities for quality improvement.
- Appointment and provision of training for liaisons between teams and steering committee, this means capacity building for teams and how they are going to coordinate their activities and exchange the resources to support the intended plan to improve quality.
- Reviewing team recommendations, and integrate them into the quality system, this has to do with the suggestions of the teams that need to be reviewed and integrated into the system of improving the quality of goods and services in an institution (Culp and Smith 1993: 250).

Involving employees in the implementation of the quality improvement programme also means ensuring their participation during the establishment of the mission statement, drafting of the plan, analysis of the environment, training programmes and the implementation of the programme to improve the quality. In so doing, the development programme is democratized. By giving the steering committee the responsibility to draft the mission develop an action plan, encouraging and motivating teams and to train the teams is in a way empowering them and this empowerment promotes the democratization of the development process

* **Appointment of a co-ordinator**

A steering committee should select a coordinator who will:

- Monitor acceptance of the programme and give feedback to the committee, he/she must tell project members whether the people affected by the project are satisfied or not.
- Give advise to committee on resources needed, he/she must give guidance on the resources that will ensure that project becomes successful.
- Work closely with the TQM teams and liaisons, to provide resources and do whatever is necessary to ensure that the teams succeed, this means he/she must give all the necessary support and resources that might be needed to make the project successful to all the teams involved in improving quality.
- Be a link with outside firms, (that is, keep in touch with peer organizations who are implementing or have implemented similar programmes) and with major internal functional groups, this means he/she must help with benchmarking, that is, copy from other institutions the good ideas of what they do to improve quality and implement that with his/her teams.
- Assist the committee by scheduling meetings, distributing minutes, updating the programme plan, and bringing significant articles or other information to the attention of the committee, this means he/she must help with organizing and calling meetings, reviewing of the activities of the programme, information sharing, feedback and record keeping (Culp and Smith 1993: 251).

The working together of the co-ordinator with the steering committee and teams provides an environment in which information is shared, resources are allocated and that the plans are communicated to everybody. In this way, the democratization of the developmental process is enhanced.

* **Provision of training in quality improvement to TQM team leaders**

A quality improvement programme must involve everyone in the public institution in order for it to be successful and its members must show commitment by attending every quality team meeting. The meetings have to be extremely efficient in order to be productive. Few of the leaders are likely to have experience at leading effective meetings or leading groups through problem-solving. Thus, training becomes critical. The advantages of this approach over outside training include among others the following:

- Emphasizes that the quality process is an in-house effort, and top-down commitment and bottom-up implementation has been used to describe the successful corporate attitude;
- the instructors are able to relate quality concepts directly to the staff's experience; and
- the training can be made part of the regular training programme, and a consistent basis for training all team leaders can be maintained (Culp and Smith 1993:252).

If the management shows commitment and the employees become implementers of the programme, the experiences of employees are taken into consideration, and employees are provided with training, everybody in the institution becomes motivated. Motivation is an empowerment strategy that also enhances the democratization of the development process.

By providing training internally, employees become empowered and motivated to achieve the objectives of the organization. If people gain power they participate fully and through participation, the developmental process becomes democratized.

* **Guidelines for TQM team members**

Culp and Smith (1993:257) indicate that some guidelines for TQM team members include among others the following:

- Actively participate in all team activities by attending all meetings and by sharing experience and knowledge of the system under evaluation;
- suggestions of everyone and opinions are equally as important as other team members, or the team leader's, regardless of the roles or titles of the team members;
- gather, prioritize, and analyze data, this includes working between team meetings, to gather relevant information and forward the efforts of the TQM team;
- interviewing staff and customers;
- gathering data, charting data and writing reports;
- assist team leaders in conducting meetings, volunteer for appropriate subteams, and share in the workload;

- help team prepare progress reports and final results for presentation to steering committee, and
- share responsibility for the progress of the team and success.

If team members are allowed to share their experiences in the implementation of the programme to improve quality, they empower each other. Because management recognizes the suggestions and ideas of everyone in the teams, the team members feel that they are important and this motivates them. Management by allowing employees to share the information and workload in different positions, motivates the employees. Motivation is an empowering strategy that promotes the democratization of the development. All these guidelines for TQM team members promote the desire to improve quality, awareness for the needs of the masses, the importance of communication and feedback and the need to give people information. In this way, the developmental process becomes democratized.

* **Implementation of the full programme**

The training of the trainers should be completed and training for all personnel initiated. Quality teams incorporating everyone in the institution are formed, as training is completed. The quality programme is publicized throughout the company.

Keys in the early implementation phases involve the building of communication, trust, education, experimentation, involvement of everyone, and recognition of the successes. The following benefits among others have resulted with the use of quality teams in organizations:

- Ideas of all employees are heard;
- the sense of identity with the public sector is improved amongst the employees;
- ideas under the quality program carry more weight, and people feel a sense of commitment because they have really helped in the decision-making process;
- people like to do a good job, it makes them feel good about themselves;
- breeds creativity and innovation, individuals grow and learn; and
- people are less resistant to change (Culp and Smith 1993:261).

Getting the ideas of employees on how development that affects them should take place, developing a sense of commitment and involvement, allowing them to grow and learn, motivates them. If employees are motivated, they easily participate in development processes and democratization is enhanced.

5.3 **Involvement of employees in the implementation of a training programme in the public sector**

The involvement of employees in the implementation of a training programme in the public sector is necessary because it helps employees reduce the possibility of finding themselves with obsolete skills and for this reason they need to make an input into the kind of training provided to them. The training that is provided to employees must match their aspirations and institutional needs and it is therefore important that they need to be involved and made to participate in the development that affects them and their lives.

Van Dyk *et al.* (1997:353) indicate that the involvement of people in the implementation of a training programme starts when the supervisor or manager informs employees regarding the training. This offers the employee the opportunity of adapting his or her work programme and to prepare himself or herself mentally for the training. It is also recommended that the prospective students or trainees be informed in advance of the objective of the programme and the reasons for being in a particular group of trainees. The motivation of the employees regarding the training should commence at this point.

The next paragraphs will explain the involvement of employees in the implementation of a training programme through gaining the interest of the audience, involvement in a lecture, methods of lecturing and participation during the presentation. These are strategies that also enhance the democratization of the development process in the public sector.

5.3.1 Gaining the interest of the audience

The first element to be addressed by the trainer is a method to grab the attention of the participant. Instead of driving into the course content, the trainer must strive to obtain the interest of the participant and involvement in the subject matter. According to Silberman (1990:56), this can be achieved by using one or more of the following techniques:

- ***Introductory exercise.*** The trainer must begin with a game or fun-filled activity that dramatically introduces the main points of the lecture.

- **Lead-off story or interesting visual.** The trainer must begin with a work-related anecdote, fictional story, cartoon or graphic that focuses the audience's attention on the subject of the lecture.
- **Initial case problem.** The trainer must present a short problem around which the lecture will be structured.
- **Test questions.** The trainer asks participants questions related to the lecture topic even if they have little prior knowledge so that they will be motivated to listen to the lecture for the answer.
- **Preview content.** The trainer must give highlights or "coming attractions" of the lecture in an enthusiastic manner to increase interest and involvement (Van Dyk et al. 1997:356).

If employees are comfortable in the training sessions, they participate fully, and in this way they are empowered to an extent that their development becomes democratized.

Ensuring that employees understand the content of the programme and that the programme relates to their day to day work environment motivates them and motivation is a strategy for empowerment which enhances the democratization of the development process.

5.3.2 Involving participants during a lecture as a democratization strategy

Van Dyk et al. (1997:358) state that no matter how scintillating presentation of the trainer, the participants are still placed in a passive role.

Fortunately, steps can be taken to enlist group participation throughout the lecture. Silberman (1990:68) suggests the following steps:

- **Listener roles.** The trainer must instill in the employees the responsibility to listen actively to the lecture so that, when it is over, they are able to produce points they agree or disagree with, questions to clarify the lecture, a summary of its contents, or quiz questions for other participants. Assignments can be given to the group as a whole, to subgroups, or to specific individuals.
- **Spot challenges.** The trainer must interrupt the lecture periodically and challenge participants to give examples of the concepts presented thus far and answer sport quiz questions. This ensures that they participate fully in the programme that aims to develop their knowledge and skills.
- **Synergetic learning.** The trainer must provide different information to different participants. He or she must allow them to compare notes and briefly talk to each other.

This serves to promote the sharing of information and ideas, this is empowering to them and empowerment is a powerful democratization strategy.

- **Illuminating exercise.** Throughout the presentation, the trainer must intersperse brief activities that illuminate the information, ideas and skills being presented.

By using methods such as listener roles, spot challenges, synergetic learning and illuminating exercise, the participation of employees in a training programme is enlisted. These methods encourage communication through information sharing, and this is empowering, and empowerment is a powerful democratization strategy.

5.3.3 Alternative methods to lecturing

Van Dyk et al. (1997:359) indicate that while a well-designed lecture can be an effective training method, overreliance on lecturing usually leads to boredom, lack of involvement or limited learning for the participants. A different method can often take the place of a particular lecture entirely. A lecture can also be re-inforced by utilizing other methods.

These methods are, according to Silberman (1990:93) demonstration, case study, guided teaching, group inquiry, read and discuss and information search.

*** Demonstration**

Instead of just talking about a concept, procedure or set of facts, you may be able to "walk" through the information by using a demonstration information in action. Involving participants in the demonstration, if and where possible, is important, so that they can actually hear, see and touch relevant learning material, incorporating all the senses. The advantage of a demonstration is that it adds showing than merely telling (Van Dyk et al. 1997:359).

* **Case study as a powerful strategy for empowerment**

A case study can be likened to a written demonstration. The trainer provides an account of a real or fictitious situation, including sufficient detail for groups to analyze the problems involved. The trainer can also include case study information that is normally presented in lecture format. The major benefit of a case study is that abstract information is presented concretely (Van Dyk et al. 1997:359).

* **Guided teaching**

Instead of presenting a lecture, the trainer asks a series of questions to tap the knowledge of the group, or obtain their hypotheses or conclusions. In so doing the trainer uses the pre-knowledge of employees to see how it can help in enhancing their development. This also helps in finding out about the knowledge and skills that they are lacking and also avoids duplication of knowledge and skills that they already have. He or she records their ideas, if possible, and compare them with the points he or she has in mind. The guided teaching method is a nice break from straight lecturing, and it allows a person to learn what participants already know and understand, before making instructional points. This method encourages self-discovery (Van Dyk et al. 1997:359-360).

* **Group inquiry**

Instead of asking questions, the trainer could challenge participants to devise their own questions to further their understanding of the topic. If participants have little prior knowledge of the material, they should be presented with relevant instruction methods first (work examples and handouts),

to arouse curiosity and interest and to stimulate questions. Posing a problem that the group must solve might also encourage questions. The trainer must allow time for the group to formulate some questions, then field the questions one at a time. This method allows the trainer to gear his or her teaching to participants' needs (Van Dyk *et al.* 1997:360).

* **Read and discuss**

The trainer must ask participants to read a short, well-formulated handout covering lecture material, and then to continue with small group discussions to clarify its content. Individuals can also be assigned different material to read and then be instructed to teach the rest of the group what they have just read. Participants can also read aloud and discuss brief handouts within small group settings. Read and discuss is an excellent way to discover new material without lecturing (Van Dyk *et al.* 1997:360).

In this way, self-discovery of information among employees is encouraged. Employees also feel free to discuss information with their colleagues rather than with the trainer. Trust and cooperation also develops amongst them and this is motivating, and motivation empowers them. Empowerment is a powerful democratization strategy.

* **Information search**

This method can be likened to an open book test. The trainer must hand out worksheets containing questions about the topic. The group must search for the information, which the trainer would normally cover in a lecture, in source book or collection of handouts. The search can be performed by small teams,

or by individuals. A friendly competition can even be set up to encourage full participation (Van Dyk *et al.* 1997:360).

This makes employees to feel that the trainer trusts them, they discover information on their own without the help of the trainer, and all these make them to take ownership of the programme and in this way they tend to be responsible and accountable for the development that aims at their personal growth. In this way, the process of development is rendered democratic.

5.3.4 Encouraging participation during the presentation

Van Dyk *et al.* (1997:363) point out that Marshall (1990) suggests that retention of information is greatly enhanced if trainees or students can participate actively in the presentation. The author recommends considering the following techniques, depending on the audience, the time available, the subject matter and the style of the trainer:

- Time must be allowed for students to get acquainted. "When participants have the opportunity to know about the others with whom they are expected to learn, the learning process is enhanced. Because knowing each other also implies knowing what skills and knowledge each of the participants has and this helps them to know which information to get from whom.
- The trainer must elicit response from everyone. This means allowing each participant to make a contributions to the issues discussed.

- The trainer must use buzz groups, he or she must create opportunities for small groups of three to five students or trainees to discuss issues on question and provide feedback to the rest of the group. This ensures that trainees share information and learn from each other.
- The trainer must provide an initial self-scoring assessment or survey to establish information about the trainees. This self-assessment helps the trainer to know his/her participants better because by assessing themselves, they give first hand information about what they are.
- The trainer must use a variety of activities and approaches, variety is the spice of life, and the instruction should be varied to enhance student involvement and to stimulate enthusiasm and participation. The use of different forms of activities arouses their interest and they do not become easily bored, instead they participate fully with interest.

If the trainer encourages participation by allowing participants to share information, to assess themselves, to make a contribution to the presentation, and by giving them a variety of activities that arouse their interest, participants feel empowered and motivated to learn. Motivation and empowerment enhance the democratization of the development process. The use different methods of involving the trainees increases participation and as a result, people become empowered. Empowerment of people in turn enhances the democratization of the developmental process in the public sector.

5.4 Involvement of employees in the implementation of projects and programmes in the public sector

According to Van der Waldt and Knipe (1998:82) implementation is the process in which all planned actions are executed. Plans of action are put into operation, the responsible people carry out tasks and give feedback to the project team, resources are allocated and control is exercised. Because circumstances change rapidly, implementation should follow the planning phase as soon as possible. If circumstances have changed to such an extent that the plans are no longer viable, new plans have to be made.

The whole project must then be planned from the start and new time schedules given to each activity. The role of project managers is critical in the implementation phase. They must co-ordinate all activities, take the lead, motivate project team members, monitor the process continually and take corrective steps if there are any deviations from the original plan. Enthusiasm and motivation of project team members and the community must be maintained. The benefit everyone will gain from the project and the final product must be emphasized (Van der Waldt and Knipe 1998:83).

For true development and planning to take place participation is an essential condition because it is a necessary element of human growth, it promotes the development of self-confidence, self-reliance, pride, initiative, responsibility and cooperation. Through participation and involvement in the implementation of projects and programmes, people take charge of their own lives and solve their own problems and this enhances the democratization process.

5.4.1 Qualities of development projects in South Africa

Kellerman (1997:51) indicates that currently, most development managers in South Africa share a range of common principles and criteria in respect of development programmes. They tend to indicate support for development projects that include the following qualities:

- Projects should be initiated by the community itself and should therefore be demand driven. This means the projects must meet the needs of the community.
- Projects should be owned and managed by their benefiting communities. By this it is meant that people who are the ultimate beneficiaries of the projects should be on the forefront of the management of such projects.
- Technologies employed by projects should be appropriate and in line with the capacities of benefiting communities. This means technological methods that are used to run the projects should be the ones that people can understand, easily use and operate.
- Benefiting communities should be able to sustain and maintain projects. By this it is meant that the beneficiaries of the projects should ensure that the projects are well maintained and that they are so sustainable that future generations can also benefit from them.

- Projects (especially the maintenance thereof) should be financially affordable for communities. People who are running the projects must have money in order to afford those projects.
- Projects should be environmentally sustainable. This means that the environment must be able to meet the needs of the project in question.

Development projects that are based on the principles of the demands of the people management by beneficiaries, capacitation of communities and financial affordability of the communities promote the democratization of development process.

Van der Waldt and Knipe (1998:83) state that Swanepoel (1992:92) recommends the following to maintain enthusiasm of the people and their participation, so that they can be fully involved in the implementation of the projects:

- Managers must make sure that the goal of the project can be achieved within a fairly short time and that the demands made on those carrying out the project are not too high. If the demands are too high, people who are implementing the project will not be able to attain the desired objectives.
- Create interim objectives towards achieving the goal, so that the project team experiences a sense of success before the project is completed. In other words managers must develop short-term and attainable objectives so that they can lead the project towards the successful achievement of long-term objectives of the project.

- Involve every person in the project team. This means every project member must be made to take part in the activities of the project.
- The project manager must be enthusiastic and convey this to project members, by being energetic himself/herself motivates other team members to be also energetic.
- Give recognition for good work, compliment people if they perform well. By doing so, team members feel their worth and that they are also important in the implementation of the project and giving them compliments also motivates them.
- The commitment, motivation and enthusiasm of the project manager should always be evident to everyone. This ensures that team members copy the behaviour of the manager and they also become committed to the effective implementation of the project.

By ensuring that people attain the set objectives of the organization, that everybody is involved in projects, that the performance of people is recognized, that people are complimented and motivated, empowerment takes place and this enhances the democratization of the developmental process.

5.4.2 Empowerment of employees during implementation of development projects and programmes as a strategy for democratization

Kellerman (1997:53) states that participation and involvement of people is not a spontaneous process, on the contrary, eliciting and sustaining participation and involvement require organizations that are accountable and responsive to their members.

Having realized this, most organizations implementing development projects now have institution building as one of their major objectives. This includes institution building at the local level since, in the final analysis, it is the local people who must make sustained development happen. Making local community organizations more effective is therefore a key development strategy.

During the implementation stage of projects, in particular, attention is directed towards the transfer of hard skills which will enable community members to perform specialized tasks. Hard skills training usually includes various forms of technical training, as well as training for skills in organization, management and supervision. By identifying such needed skills, the objective is also to equip people with capacities which could be utilized beyond the project's implementation stage. Training programmes during implementation focus on the transfer of accredited training, which will enable people to be effectively involved in the implementation of projects (Kellerman 1997:53).

Through training people with hard skills, management and supervision, empowerment is promoted. During the implementation of a project, the project managers can empower people also by consulting them, giving the information, sharing information and resources with them,

and also delegating responsibilities to them. This form of empowerment enhances the democratization of development.

5.4.3 Communication during implementation of projects and programmes as strategy for democratization to promote development

According to Kellerman (1997:54) to be able to be involved and participate meaningfully, people in an organization need to be fully informed and able to transmit their views, wishes and interests to all charged with arranging the development project. Experience with project implementation has shown that a two-way communication process is essential. Right from the start of the project when it is identified by communities, through processes of planning, designing and preparation, to its eventual implementation – communication processes need to be in place. These processes need to ensure that sufficient community mobilization for inclusive community decision-making has taken place, and that communities have access to a free flow of information in order to secure informed planning and decision-making.

The success of the project depends on people who can communicate effectively. Project managers consequently need to keep open the communication channels between themselves, the project team members and the community. Some of the aspects that project managers should consider when they communicate with project team members, the community and other managers within the public institution, are the following:

- Project managers should know the audience and its likes and dislikes. By knowing that, they will be able to meet and satisfy their actual needs and aspirations.

- Project managers should know what the project team wishes to achieve. This ensures that they align their objectives with the objectives of the project team.
- Project managers must consider culture and language differences. This will ensure that they manage diverse effectively.
- Non-verbal communication is an important means of forming perceptions, tone of voice, body language and facial expressions are important in forming an impression of the project managers and the message they convey.

This means how the manager behaves to the project team members is important even if he/she does not use words to communicate with them. Actions speak louder than words.

- Project managers should ensure feedback by making sure that the message has been understood correctly, and they should ask questions to gain feedback from the community, the project team or management.
- By giving feedback, project team members will know whether they are still in line with their intention to achieve the objectives of the project and if there are adjustments that need to be done, they will know that if feedback is given to them (Van der Waldt and Knipe 1998:196-197).

5.4.4 Community facilitation during implementation of projects and programmes

The effectiveness of community committees, their understanding of projects, their level of involvement and participation in project implementation and their management of a community project, depends heavily on the quality of facilitation rendered during the implementation phase.

Facilitators can be regarded as the right arm of community committees, and in order for facilitation to be effective during implementation and for it to enhance the democratization of the development process, the following issues are imperative:

- Facilitation needs to support the project objectives of capacity building and empowerment, this means facilitation must try to ensure that the transfer of needed skills takes place during implementation;
- community facilitators are resource people, often community members find project designs, cost estimates, budgets and technical requirements difficult to comprehend, and in such cases, facilitators become interpreters of community needed knowledge;
- facilitation establishes and upholds communication during project implementation, facilitators are, for the most part, involved in interactive processes of information dissemination; and

- community facilitators provide support for communities without making the community dependent on them, they have the important task of ongoing supervision of community capacities and, where needed, have to conduct in-field training (Kellerman 1997:59).

Community facilitation builds the capacity of the implementers of the projects, and interpretation of knowledge needed by the community, communication with the community and support given to the community by the community facilitators are all methods of empowerment. Empowerment is a powerful democratization strategy.

5.5 Involvement of employees in the implementation of Information Management, Systems and Technology (IMST) in the public sector

According to the Presidential Review Commission Report (1998:39) information management concerns the management of information resources in government institutions. As such it focuses on the use of information, the roles and responsibilities of those using the information resources and the control, performance measures and business processes and objectives related to their use. Information systems focuses on applications required to manage the information resources.

It is concerned with the development, operation, maintenance and upgrading of the systems used to achieve business objectives. Information technology focuses on the technology required to support the applications or systems. It therefore focuses on the technological choices and standards required to make these choices to support the particular systems involved in the overall information management strategy.

5.5.1 The objectives of implementing new Information Management and Technology (IMST) as a strategy for democratization to promote development

According to Preece (1989:14) the objectives of implementing new information management, systems and technology for many institutions in government have been found out of research to be the following:

- To increase profitability. This enable employees to be more productive because technology is making the work more easy and it works fast.
- To meet competition. This means the institution will be in a position to make competition with other institutions in terms of the quality of goods and services that are produced.
- To save costs and labour costs. This means that by using information management systems and technology an institution will be in a position to safe money because it would mean the reduction of too many employees in the institution.
- To achieve improvement in control. This means that management will use information management, systems and technology as a management control tool to manage its activities.
- To increase flexibility. Doing work manually without the use of information management, system and technology makes employees to work in a stereotypic and rigid manner, so the use of IMST increases flexibility.

- To achieve improvements in the product. This means as IMST is introduced, the quality of products will also improve for the better.

The objectives imply that IMST has an aim of developing an institution because by using it, profits, increase, costs are saved, labour costs are saved and there is an improvement in the control of the activities of an institution. When IMST is introduced in an organization, people must be involved and in so doing democratization is enhanced.

5.5.2 Overcoming resistance to IMST

There are concerns that privacy will be involved, jobs lost, the workplace made redundant and old skills rendered useless.

Like any major change, the introduction of new information management system and technology creates uncertainty and feeling of manipulation. These are not irrational fears and they should therefore be treated with respect and caution. Managers should explain the reasons for introducing the system and highlight its benefits to their employees. Change should be introduced as painlessly as possible, perhaps through a gradual phasing-in process (Preece 1989:110).

Employees should be encouraged to participate in the IMST implementation process to help them understand and accept the change. User involvement in the IMST development process would, in this way, reduce resistance (Smit and Cronjè 1992:172).

Part of the democratization of the developmental process in the public sector is the recognition of the involvement of trade unions in the decision-making process that involve development projects in organizations. By involving the unions, people who are affiliated to those unions feel that they belong and that they are also represented in decision-making processes.

5.5.3 Involvement of employees through consultation as a strategy for democratization to promote development

Preece (1989:114-115) states that consultation refers to a range of instances where managers mention something to, discuss with, or simply pass information to, employees either directly, by word of mouth, or indirectly, such as via a notice-board. Consultation is a relationship in which most of the decision-making is carried out by management and with unions merely being kept informed. Consultation is the most common form of involvement in new (IMST) implementation. The great majority of the (IMST) changes affecting the majority of the workforce are handled through well established, conventional consultative procedures. The allusion here is to consultation as an institutionalized procedure for handling aspects of employer/manager – employee / trade union relationships, often, in this form, termed 'joint consultation'. Formal consultative arrangements exist in the form of 'joint consultative committee,' works committees', and 'joint staff union representatives and management' together on a regular basis, be it quarterly, bi-monthly, or monthly.

5.5.4 Involvement through job redesign

According to Preece (1989:117) computer redesign approaches are fundamentally opposed to technology driven systems, they promote the participative design of computing systems and a legitimate end in itself, allowing users an opportunity for self-expression and trust. Rather than advocating the best 'expert' design, adherents of this approach insist that participation is a means to ensure that proposed systems are acceptable and beneficial to all concerned – management and workers. Socio-technical design involves making systems design a joint venture in which users and professionals cooperate throughout the development process.

Consulting people involves a two-way communication which means people are invited to give their views and asking questions about how development is supposed to take place in an organization two-way communication means that people are encouraged to make suggestions about matter that have been raised concerning development that must take place. Consultation therefore enhances the democratization process.

5.6 Involvement of employees in the implementation of the Employment Equity Plan in the public sector

The employment equity plan is a developmental strategy that aims to implement the Employment Equity Act 1998. Its purpose is to enhance the advancement, management and development of personnel for all designated groups in the public sector. It is therefore important that when such a plan is implemented, employees should be involved. By involving employees in the development plan that affects their own growth, the developmental process becomes democratized.

Every employer needs to have an Employment Equity policy and the implementation plan thereof in accordance with the Employment Equity Act. Employment Equity has never been more pressing and understandable in the light of the transformation which is occurring within the public service.

The public service is undergoing massive transformation from one grounded in the apartheid paradigm of racial segregation and inequality, to a new paradigm grounded in equality of opportunity for all employees, regardless of race, socio-economic status, gender, disability or other personal characteristics (Department of Education 2001:2).

When management and employees work together in developing an institution, it becomes easy for management to share and delegate decision-making and this means giving people more control in which they are allowed more freedom of action within specified limits. This also means giving them the authority to make decisions and holding them accountable for the results. In this way, the developmental process becomes democratized.

Recognizing the critical role of the Employment Equity Act in guiding the transformation process, critical issues were identified which include among others, to develop Employment Equity policies and plans for managing the representation of designated groups, allocating resources and providing opportunity for all (Department of Education 2001:3).

5.6.1 Generic duties and responsibilities of Employment Equity managers and Senior Managers

In implementing the Employment Equity plan in the public sector, the following have been identified among others as the duties and responsibilities of the managers and senior managers:

- Designing action plans for achieving Employment Equity objectives. Before management can involve employees in the implementation of the actual plan, they must themselves set a pace by deciding first which activities need to be done in order to achieve the objectives.
- Identifying and addressing skills gap in the organization. This means managers must conduct an audit through interviews, consultations and communication with employees to find out those skills that are needed in order to empower employees.
- Making relevant decisions about fair and unfair discrimination. The managers must decide what needs to be done about fair and unfair discrimination in the institution.
- Developing a reporting strategy. The managers must develop a strategy on how reporting is going to be done in order to give employees information about how the Employment Equity Plan is being implemented.
- Consulting with all stakeholders. The managers must at all times consult with the stakeholders who must also make an input on how the Equity Plain is to be implemented, and this ensures involvement of people.

- Developing information gathering strategies. The managers must develop strategies of gathering information on the activities of the Equity Plan.
- Analyzing information and developing intervention mechanisms. The managers must devise methods of how they are going to analyze information that has been gathered. They must develop intervention mechanisms that will be used if things go wrong in the implementation. They must also identify methods that they will use to keep records of the progress that has been made during the implementation of the Employment Equity Plan and develop strategies on how reporting is going to be done in order to give employees information on the whole process of implementing the plan.

Duties and responsibilities of addressing the skills gap, reporting and consulting stakeholders have an element of empowerment in that to address skills gap people must be trained, reporting and consulting means that people must be given information about development that is taking place in a organization. In this way, empowerment is promoted and democratization is enhanced.

5.6.2 Communication and making employees aware of the Employment Equity Plan as a strategy for democratization to promote development

According to Preparing for Employment Equity Plan (1999:8) when an Employment Equity Plan is implemented in the public sector, all employees in the organization should be made aware and be informed of the content and application of the Act. Employees should also be sensitized with regard to employment equity and anti-discrimination issues.

Employees should be also informed regarding the process to be followed and be made to understand the importance of their participation in the process. People should be made aware of the need for participation of all stakeholders. This can be done through a variety of methods which could include one or more of the following: *Pamphlets, newsletters, workshops, videos and training sessions.*

5.6.3 Consultation in implementing Employment Equity Plan

Consultation should start as early as possible in the process of implementing the Employment Equity Plan. A consultative forum should be established or an existing forum be used, for example, an existing diversity committee, affirmative action or employment equity forum.

The forum should include all stakeholders such as representative trade unions and employee representatives from designated groups, non-designated groups and all occupational categories and levels and senior management, including the managers assigned with responsibility (Preparing for Employment Equity Plan 1999:9)

This form of consultation that involves management and employees ensures that everybody in the institution has information and knowledge on how the process of implanting an Employment Equity Plan is going to take place. If employees are consulted, given information, and given knowledge and skills on how development that affects them is going to take place, they develop trust, become motivated and they are empowered in the process. Empowerment of this nature is a powerful democratization strategy.

5.6.4 Training and development during the implementation of the Employment Equity Plan

There is a need to train people before implementing an Employment Equity Plan because attaining equity should not be done just for the sake of it and with people who do not have the required knowledge and skills for the job for which equity must be ensured. This avoids a situation of tokenism in which people are put into positions for which they do not have competencies. Effective implementation of an Employment Equity Plan requires that people must be trained and this empowers them and empowerment is a strategy for democratization.

One way of encouraging the involvement of employees is to empower them through training and development. There must be a close link between the training unit of the organization or the department, the gender equity unit, the SETA unit, and the Employment Equity unit. Training must be aligned with SAQA and the NQF requirements. Training and development as an affirmative action measure should not only be limited to specific training courses but should be an ongoing exercise to ensure that employees have the required skills and competencies to carry out their tasks in an efficient and effective manner.

The departments must consider bursary options that will enable employees to enroll for courses with private service providers such as universities, technikons and companies to do specific management courses. The allocation of bursaries must be determined in the policy to target the advancement of designated groups (Department of Education 2001:9).

5.6.5 Career planning, career management and development

In implementing Employment Equity Plan, career management and development must be seen as a vital motivational way of developing employees so that they are empowered for promotional positions.

This is more the responsibility of supervisors who can facilitate through mentoring and succession planning. Career planning is the only means by which an individual employee may plan his or her own life and live it as he chooses.

It is for this reason that employees should also take responsibility for their own development. The organization or department can facilitate the career planning of employees by providing information on career paths and other career opportunities through brochures, written materials and annual reports. Employees must take responsibility to find more about the opportunities available for their development and take the lead in guiding their supervisors on how they want to shape their careers (Department of Education 2001:10).

Career management can be used to make sound decisions based on insight and to implement the decisions effectively. If an institution provides employees with information on career paths and other career opportunities employees will become motivated to pursue careers that are relevant to their job. They will equip themselves with skills and knowledge that will make them suitable candidates for the implementation of equity in the institution.

Through training, career planning, consultation and communication, people become empowered with skills and knowledge that they can use in order to contribute in the development initiatives of an organization. In this way people become motivated and have the desire to want to achieve the objectives of the organization, and the developmental process therefore becomes democratized.

5.7 Involvement of employees in the implementation of the customer care strategy in the public sector

According to Peters (1992:742) the ways in which managers satisfy the ideal image for customers is not set in stone, it is like clay used to make pottery. Each time it is thrown on the wheel it needs to be moulded by creative and inspired hands. The clay (customer) and the potter (provider) are working in tandem to create something neither one could have accomplished alone. The customer should perceive that he/she has created the organization. In the near future the primary strategic battle in virtually any organization will be the battle to see who can go the farthest in empowering customers. Empowering and involving customers means:

- Providing them with information. In so doing the customer will get to know what are service are delivered by the institution and with what standards. Sharing information is empowering and empowerment is a powerful democratization strategy.

- Providing intimate / immediate / all the time access to the organization. This means allowing customers full access to utilize the services of the institution to meet their needs and thus promoting the democratization of the development.
- Allowing them to make decisions about the use of your resources. In so doing they are involved in making the decisions on how they want the institution to use the resources in order to meet the intended objectives of the institution, thus rendering the development process democratic.
- Giving them choices. This means giving them a change of making their own choices of what they think the institution is supposed to offer its clients, and this renders the development process democratic.
- Allowing them to customize products and services provided by the institution and giving them the perception of control and ownership over the institution. This means making them responsible and accountable for the results and quality of goods and services that the institution is producing and it makes them to take ownership of the institution and this renders the process of development democratic (Peters 1997:253).

* **Principles of Batho Pele and the customer care strategy**

In order for any Customer Care Strategy to be able to realize customer satisfaction by providing customers and staff in the public sector with an opportunity to lodge complaints about poor service, make suggestions on the type, quality and level of services they will receive and to compliment the Government institutions for quality service,

the following principles of Batho Pele need to be adhered to: *Consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money* (Free State Provincial Government 1999:2)

In so doing the institution promotes the democratic principles that ensure that people in the institution and its customers come first, are given first preferences in the running of the activities of the institution, develop trust and confidence in the institution. In this way the democratization of the development process is enhanced.

In summary, it is important that all stakeholders and role-players are involved and participate in all the implementation processes of the organizational development. In this way the developmental process becomes democratized and this also ensures total commitment to the achievement of the objectives of the organization, and therefore the enhancement of socio-economic recovery and transformation.

6. CONCLUSION

It can be concluded that for public managers to be able to democratize the development process in the public sector they must empower the employees, involve them in decision-making, and in implementation. By so doing, public managers would be increasing the capacity of the public sector to deliver improved and extended public services to all the people of South Africa. The democratization of the developmental process needed by all managers in the public sector must be one that fosters a wide range of institutions of participatory democracy in partnership with civil society on the basis of informed and empowered citizens.

Empowerment is the key to getting everyone in the institution involved in making a success of the institution. Management By Objectives (MBO) is one way of empowering people in the public sector. It improves employee motivation through participation in goal-setting. It also enhances the maintenance of a public institution on course towards attaining its purpose and mission.

By informing people, consulting them, sharing decision making and negotiating with them, means involving them and in this way people are also empowered. Empowerment implies a shift of control towards the people who actually do the core work. People can also be empowered through self-managing work teams, continuous improvement, and participatory management. Public managers whose management ranges from non-authoritarian leadership styles to worker self-management promote empowerment, and empowerment is a powerful democratization strategy.

Public sector managers must accept that management and job activities are focused on increasing individual employees' self-esteem and self-importance, and efforts should be made to involve them in decision making.

Reconstruction and development in the public sector depends on the ability of the people to participate in decision making and influencing policy making. When conducting strategic planning in the public sector institutions, public managers should involve employees and in this way internal working procedures are democratized, decision making power is devolved and civil society bodies are incorporated into governance.

The involvement of employees in performance appraisal systems, conflict management and the process of transformation in the public sector can make them develop self-confidence, self-reliance, pride, initiative, creativity, responsibility and cooperation. Involving people in decision-making also promotes participation, and participation is an essential part of human growth. When people are made to take part in the decision making processes, they turn to take charge of their own lives and solve their work problems and in this way, the developmental process becomes democratized. Managers in the public sector need to involve employees during the implementation of the change process.

Employees could be involved through the use of surveys that assess attitudes and morale of people during the implementation of the change process. In order for the implementation of change to make sense to those effected, process consultation and team-building must be used so that good communication between employees and management can be promoted.

To avoid resistance to the change, there should be discussions, negotiations and active participation of both managers and employees. Because people are allowed to make choices and tell what their wishes are about changes that take place, the developmental process becomes democratized.

The involvement of employees in the implementation of the Total Quality Management helps to change the attitudes of the people towards the achievement of the objectives of the public institution. If people are made to take part in total quality improvement programmes, supervision becomes strengthened and there is also continuous improvement in the public institution. Total Quality Management must be enforced through extensive training of staff or employees and the recognition of performance of the people.

The establishment of committees to deal with total quality improvement, the appointment of coordinators to provide training ensures that the ideas of all employees including management are heard and this enhances good communication and therefore the facilitation of the democratization of the developmental process in the public sector.

Employees must be involved in the training programmes that take place in the public sector. Such an involvement would also facilitate the democratization of the development process in that employees need to be informed about the benefits of training that is offered to them. Employees could be involved in the training programmes through lectures, illuminating exercises, demonstrations, case studies, guided teaching and participation during presentation of the training programme.

When employees are involved in the training programmes that affect their own development they take ownership of the programmes and they also exert their own energies to the success of such programmes. In so doing, the developmental process in the public sector becomes democratized.

The implementation of projects and programmes in the public sector requires also that employees should be involved. For employees to participate fully in the implementation of developmental projects, they must be empowered and capacitated with different skills.

Communication between project managers and employees must be fully promoted so that employees can get and share information required to ensure the success of the projects. Getting information, sharing information and transfer of skills amongst employees is empowering in nature and empowerment is a powerful democratization strategy.

The implementation of Information Management Systems and Technology (IMST) in the public sector must involve employees through Trade Unions. This promotes information dissemination between management and employees. When such technology is implemented, active involvement of employees will ensure that resistance from those affected is prevented. There should be joint decision-making, discussions and consultation when such change is implemented.

The implementation of the Employment Equity Plan and the customer care strategy in the public sector requires that consultation with stakeholders be done. Communication on how the equity plan is to be implemented and how the customer care strategy will work demands that managers in the public sector use pamphlets, videos, training sessions, consultation, newsletters and consultative forums as ways to involve employees in the developmental processes.

The Batho Pele principles must guide the implementation of the Equity Plan and the Customer Care Strategy. Adherence to the Batho Pele Principles of consultation, access, redress, service standards and value of money would ensure the promotion of the democratic values in the public sector and in this way the developmental process becomes democratized.

6.1 RECOMMENDATIONS

In order to ensure that the democratization of the developmental process in the public sector is attained through the empowerment of employees, the involvement of employees in decision making, and in implementation, in such a way that socio-economic recovery and transformation are promoted, the following are recommended:

- That public managers follow the essential steps to empowerment by giving people information so that they know what is happening in the public institution. Consulting employees by inviting them to give their views and asking questions about the activities of the organization and sharing or delegating decision making because this means giving them more control. At each step, public managers must learn to trust people, respect them and earn their trust. As trust develops, each employee needs to acquire more knowledge and skills, accept increasing responsibility and be committed to the success of the institution.
- That public managers involve people in planned change for institutional performance improvement, pay more attention to human needs and motives of public institution members, encourage participative decision-making, external intervention, motivation and job satisfaction, quality circles and team management. This would lead to the democratization of the public sector.

- That public managers not only act as implementers of public policy, but also to actively engage in making social change possible to promote democratic values of representation, responsiveness, social equity and justice, individual rights and freedom. The managerial values of efficiency and effectiveness must be balanced by the new democratic values of the changing society.

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