‘INTEGRATION’ AS A KEY CONCEPT IN ORGANISATION DEVELOPMENT:

THE CASE OF

GAUTENG SHARED SERVICE CENTRE

by

Nakampe Joseph Mogale

Submitted in partial fulfilment of the requirements
of the degree

Master of Public Administration

in the subject

Public Administration

at the

UNIVERSITY OF SOUTH AFRICA

SUPERVISOR: PROF JC PAUW

JOINT SUPERVISOR: PROF SB KAHN

March 2011
Dedication

This work is dedicated to the following people:

- My mother, Nhlaleleni Mogale who, irrespective of all the difficulties in life, tried very hard to make me who I am today
- My father, Matome Mogale who ensured that I navigate life with ease by giving me the best advice about life
- My wife and lifetime partner, Tebogo Mogale who has supported me in everything I engaged in
- The community of Makotopong who informally guided me through my childhood and taught me all the necessary life skills. This a village and community that will always occupy a special place in my heart
- My three lovely children Mashaole, Mamodu and Mfana Mogale who have always inspired me to be the best person I can be

To all of you I promise to continue to aspire to be what you expected me to be.
Acknowledgement

Special thanks are due to my supervisor Professor JC Pauw and joint supervisor Doctor SB Kahn who guided me throughout the study, challenged my thinking and pushed me to defend my ideas, encouraged me not to give up on the journey and gave me many months to reignite my intellectual and professional interests which had been lying dormant for almost seven years.
Abstract

Perceived failures of previous service delivery models within the Gauteng Provincial Departments dictates for experimentation with new working and improved models. Gauteng Shared Service Centre was established to improve efficiencies and effectiveness and service delivery to all citizens in the province.
This study conceptualizes and analyses integration of Gauteng Shared Service Centre Organisation Development functions. Specialisation within the component seems to create problems both for the component internally and its client externally which may have a spill-over effect to service delivery to the provincial citizens.
The General Systems Theory is utilized to facilitate the analysis of the Organisation Development component from a system’s perspective. This component of the GSSC, like any system exits for the achievement of a specific objective. Working together among system components is crucial for efficiencies. Integration is crucial in coordinating all specialist tasks of the component for improved service delivery to clients.
### CHAPTER 1: INTRODUCTION AND STATEMENT OF PURPOSE

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1</td>
<td>Introduction</td>
<td>1</td>
</tr>
<tr>
<td>1.2</td>
<td>Background to and motivation for the research</td>
<td>1</td>
</tr>
<tr>
<td>1.3</td>
<td>Problem statement</td>
<td>2</td>
</tr>
<tr>
<td>1.4</td>
<td>Objectives of the study</td>
<td>4</td>
</tr>
<tr>
<td>1.4.1</td>
<td>General objective</td>
<td>4</td>
</tr>
<tr>
<td>1.4.2</td>
<td>Theoretical objective</td>
<td>4</td>
</tr>
<tr>
<td>1.5</td>
<td>Scope of the research</td>
<td>5</td>
</tr>
<tr>
<td>1.5.1</td>
<td>Time dimension</td>
<td>5</td>
</tr>
<tr>
<td>1.5.2</td>
<td>Geographical dimension</td>
<td>6</td>
</tr>
<tr>
<td>1.5.3</td>
<td>Hierarchy dimension</td>
<td>6</td>
</tr>
<tr>
<td>1.6</td>
<td>Research design</td>
<td>7</td>
</tr>
<tr>
<td>1.7</td>
<td>Reference technique</td>
<td>8</td>
</tr>
<tr>
<td>1.8</td>
<td>Clarification of terminology</td>
<td>8</td>
</tr>
<tr>
<td>1.8.1</td>
<td>Organisation</td>
<td>8</td>
</tr>
<tr>
<td>1.8.2</td>
<td>Department of Public Service and Administration (DPSA)</td>
<td>9</td>
</tr>
<tr>
<td>1.8.3</td>
<td>Gauteng Shared Service Centre (GSSC)</td>
<td>9</td>
</tr>
<tr>
<td>1.8.4</td>
<td>Organisation development (OD)</td>
<td>9</td>
</tr>
<tr>
<td>1.8.5</td>
<td>Change Management</td>
<td>10</td>
</tr>
<tr>
<td>1.8.6</td>
<td>Organisation Design</td>
<td>10</td>
</tr>
<tr>
<td>1.8.7</td>
<td>Organisation Development (OD) component</td>
<td>10</td>
</tr>
<tr>
<td>1.8.8</td>
<td>EQUATE Job Evaluation System</td>
<td>10</td>
</tr>
</tbody>
</table>
CHAPTER 2: NATURE AND EXTENT OF INTEGRATION

2.1 Introduction

2.2 Nature and importance of various concepts of integration

2.3 Description of specialisation and integration

2.4 Integration-differentiation dynamics

2.5 Distinction between coordination and integration

2.6 Alignment and coordination in public administration

2.7 Clarifying definitions of integration

2.8 Bases of integration within organisations
   2.8.1 High cost of coordination
   2.8.2 High complexity of coordination
   2.8.3 Frequent breaks in communication
   2.8.4 The changing nature of public sector institutions

2.9 Dimensions of integration
   2.9.1 Task complexity
   2.9.2 Task interdependence
### CHAPTER 3: THEORETICAL FRAMEWORK TO INTEGRATION OF THE ORGANISATION DEVELOPMENT FUNCTION

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Introduction</td>
<td>26</td>
</tr>
<tr>
<td>3.2</td>
<td>Theoretical basis for integration in organisations</td>
<td>26</td>
</tr>
<tr>
<td>3.3</td>
<td>Foundations of the Systems Theory</td>
<td>27</td>
</tr>
<tr>
<td>3.4</td>
<td>Characteristics of systems</td>
<td>28</td>
</tr>
<tr>
<td></td>
<td>3.4.1 Subsystems as building blocks for systems</td>
<td>28</td>
</tr>
<tr>
<td></td>
<td>3.4.2 Synergy as an integral part of a system</td>
<td>29</td>
</tr>
<tr>
<td></td>
<td>3.4.3 Information flow</td>
<td>29</td>
</tr>
<tr>
<td></td>
<td>3.4.4 Feedback into the system</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>3.4.5 System boundary</td>
<td>30</td>
</tr>
<tr>
<td>3.5</td>
<td>Types of systems</td>
<td>31</td>
</tr>
<tr>
<td></td>
<td>3.5.1 Open systems</td>
<td>31</td>
</tr>
<tr>
<td></td>
<td>3.5.2 Closed systems</td>
<td>31</td>
</tr>
<tr>
<td>3.6</td>
<td>Organisation development: a system perspective</td>
<td>31</td>
</tr>
<tr>
<td>3.7</td>
<td>Conclusion</td>
<td>33</td>
</tr>
</tbody>
</table>

### CHAPTER 4: THE ORGANISATION DEVELOPMENT FUNCTION WITHIN THE GSSC

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>Introduction</td>
<td>34</td>
</tr>
<tr>
<td>4.2</td>
<td>The nature and function of the GSSC Organisation Development component</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>4.2.1 Organisation Structure Design</td>
<td>36</td>
</tr>
<tr>
<td></td>
<td>4.2.2 Job Evaluation</td>
<td>37</td>
</tr>
</tbody>
</table>
4.2.3 Organisation Development and Change Management
4.2.4 Establishment Administration

4.3 The GSSC Organisation Development model and its shortcomings
4.3.1 Promotion of silos between components
4.3.2 Difficulty in sharing of resources
4.3.3 Poor planning for the component
4.3.4 Confusing messages to client departments
4.3.5 Poor packaged end products

4.4 The expected benefits of an integrated mode of operation
4.4.1 Improved response to clients’ needs
4.4.2 Centralised feedback
4.4.3 More service offering during shrinking budgets
4.4.4 Decrease in work alienation

4.5 Conclusion

CHAPTER 5: AN INTEGRATED ORGANISATION DEVELOPMENT MODEL FOR THE GSSC

5.1 Introduction
5.2 The Gauteng Provincial Government and the changing environment
5.3 The Organisation Development component as a service delivery partner
5.4 The Organisation Development component as a service delivery system
5.5 Management of the transition from a fragmented to an integrated mode of operation
5.5.1 Encourage knowledge about client needs
5.5.2 Create one point of entry for client requests
5.5.3 Encourage joint decision making 57
5.5.4 Promote knowledge of neighbourhoods 57

5.6 The leadership role in promoting integration 58
5.6.1 World class management 58
5.6.2 Alignment with management practices 59
5.6.3 Alignment with organisation and component strategy 59

5.7 Conclusion 60

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction 61
6.2 The study process 61
6.3 Findings 63
6.4 Limitations of the study 63
6.5 Recommendations 64
6.6 Conclusion 65

SELECTED BIBLIOGRAPHY AND SOURCES 66

APPENDIX A 78

APPENDIX B 78

LIST OF FIGURES

Figure 1.1 7
Figure 4.1 36
Figure 4.2 41
CHAPTER 1: INTRODUCTION AND STATEMENT OF PURPOSE

1.1 INTRODUCTION

In chapter 1 of this dissertation of limited scope, the background to and motivation for undertaking the study as well as central problems to be addressed will be presented. The research design and the method are also explained. Clarification of terminology will also be dealt with. The reference technique used in this dissertation is briefly explained. And lastly the demarcation of chapters will also be presented.

1.2 BACKGROUND TO AND MOTIVATION FOR THE RESEARCH

Organisations and individuals in the public sector face multiple challenges of finding satisfaction in and through work and maintaining dignity in pursuit of organisational goals for the overall society. Provision of and improvement of service is of key importance for all government departments as provided for in the Constitution of the Republic of South Africa of 1996 and the South African Public Service Act, 103 of 1994, as amended. With everything that technology can offer in the modern age, there should be no excuse from public entities not to be able to start focusing on delivering a higher quality service to all citizens.

Organisation development as a field in general, is about improving efficiencies of organisations and the people working in them (French & Bell 1984:66). All these are as a result of the response to changes in the environment which these organisations operate in. The Organisation Development function for the Gauteng provincial departments (as will be discussed in detail in chapter 4 of this dissertation) has always encompassed functions such as the following:

- organisation alignment (including design and implementation of customer focused organisation structure);
- job evaluation utilising the EQUATE system (South Africa, Public Service Regulations 2001 Part 4 Section A);
• establishment administration which involves administration and maintenance of all Gauteng
government department structures on the Persal system;
• Organisation Development and change management which is aimed at overall continuous
improvement of the organisation.

The function of Organisation Development partners and gives advice to top management
regarding understanding the departmental strategy so that an appropriate organisational structure
and culture can both be recommended and developed. The function can also assist in recognising
the required sets of skills and necessary behaviours particular to a specific department. It therefore
helps Gauteng government departments to translate strategy into processes and encourage a
culture that will cultivate success for set objectives.

All of the above functions are in a way aimed at bringing about desired outcomes to departments
as integrated wholes. In fact, this field focuses on issues related to the “human side” of
organisations, the organisation’s architecture and social processes (Handy 1993:350) as ways to
increase the effectiveness of individuals, teams and organisations. In most government
departments these functions are grouped under one directorate, chief directorate or branch like it is
the case in the Gauteng Shared Service Centre. The researcher was the head of the Organisation
Development component in the Gauteng Shared Service Centre. During this time he was aware of
and encountered some instances of separate operations from these related functions which may or
in many instances is a recipe for chaos for provincial government departments serviced by the
component.

1.3 PROBLEM STATEMENT

The fundamental aim that is being pursued in the study is to provide support for the assumption
with findings that the Organisation Development functions can provide a better service to clients
if the Organisation Development (OD) component functions as an integrated whole. The
proposition that the integration of OD functions will necessarily lead to better performance cannot
be proven irrefutably. Therefore the main problem is to provide enough support to still make this assumption appear more reasonable and feasible.

Most of us have at one time or another been a member of a team which fails to identify or achieve its objective because of an uncoordinated or disintegrated mode of functioning. Disintegrated functions can often result in confusing, defensive, ineffective, lifeless and unsatisfying outcomes. This is a costly defect in any organisation, as optimisation for accomplishment of the aim of a system as it will be evident in the discussion of the general system approach in chapter 3, requires that the subcomponents of the system work together (see Whitney & Deming 1994). Likewise for a particular function to bear ideal outcomes, it should function as a whole and as a single entity.

Safizadeh (1991:24) states that the introduction of integration signals a move towards collective effort, joint goal sharing and thus increased interdependence. Furthermore if functions have to have an ideal outcome it is important to appreciate the contribution of each function to the whole system. Organisations and people work in a context, they need laser focus. For them to be successful it is important that their organisation be designed from a systematic point of view. Integration of these Organisation Development functions can lead to improved interventions and co-operative behaviours among individuals, groups and departments.

The general picture to the researcher is this: not only was integration of Organisation Development subcomponents during 2002-2007 the key issue for Gauteng government client departments, but also for these subcomponents to understand what integration means and how to maintain it. Conversely, component leadership should also develop an acute awareness of the roots of the fragmentation of Organisation Development functions and implement measures to eliminate it in all component operations. Fragmentation may result in a state of specialisation of the organisation system into subsystems, each of which tends to develop particular attributes in relation to the external environment.

As will become clear throughout this dissertation (for example in sections 2.2 and 2.3 of chapter 2), integration can be equated with the quality of the state of collaboration, alignment with the client needs and coordination that exists among departments that are required to achieve unity of
effort by the demands from the environments. Differentiation among functional specialists almost invariably creates a potential for conflict between specialist components (Litterer 1973:28). Integration is the means by which conflicts are resolved through client aligned and coordinated effort. At the very simplest level, it is achieved through adjudication within the management hierarchy. However, sizeable demands created by the environment, which are typically mediated through the degree of differentiation, require the use of more extensive integration devices at lower levels. The demands for service cannot always be pre-empted by government departments as the community needs change because of the change in environments. Highly uncertain environments require high degrees of integration for effective performance.

The central questions that arise in relation to this study are:

- What is integration?
- Why is integration of Organisation Development functions in Gauteng Shared Service Centre important?
- How can we encourage integration of these functions?
- What are the consequences if integration is not maintained?
- How can we promote integration?
- What is the impact of integration to Organisation Development functions?

1.4 OBJECTIVES OF THE STUDY

1.4.1 General objective

Against the background of the aforementioned (in section 1.2), the main objective of this research is to do an analysis of the Organisation Development component functions of the Gauteng Shared Service Centre and propose an integrated model for this function.

1.4.2 Theoretical objective

The aim of theory is to understand reality and to support certain presupposed arguments or observations. A theoretical framework will be considered in chapter 3 of the dissertation with an

4
The systems approach has as its core wholeness, in that for any system to exist there must be some form of interdependency. Organisations are viewed as systems in active exchange with their surrounding environments. Individuals, groups and organisations may be conceptualised as open systems. Individuals provide the primary internal unit in groups, and groups are the major units of organisations.

Individuals are the first basic part of the system formation and because of the personality structure they bring to organisations (Berg & Theron 1999:17). Elementary to an individual’s personality are motives and attitudes which condition the range of expectancies they hope to satisfy by participating in the system (organisation). The interrelated patterns of jobs make up the structure of the organisation. There is a fundamental conflict resulting from the demands made by the system and the structure of the mature, normal personality. As there might be incongruities resulting from the interaction of organisations in order to be effective, their subparts must be consistently structured and managed, that is, they must be approached from a state of congruence (Brammer & Shostrom 1971:44).

1.5 SCOPE OF THE RESEARCH

The scope of the research will cover the time dimension, the geographic dimension as well as the hierarchy dimension of the research.

1.5.1 Time dimension

The scope of the dissertation will cover the period from the inception of the Gauteng Shared Service Centre in 2001 to the date when a submission for a new Organisation Development model
submission was signed by the Gauteng Shared Service Centre (GSSC) Chief Executive Officer on 4 July 2007.

1.5.2 Geographical dimension

The head office of the GSSC is situated at 75 Fox Street Johannesburg, and it has satellite offices in Wynberg. Its services are aimed at all 11 Gauteng provincial government departments.

1.5.3 Hierarchy dimension

The GSSC was promulgated as the 12th department of the Gauteng Provincial Government (GPG) in November 2001. It represents the GPG’s vision of having a “world class internal support unit” driven by efficiency and a focus on quality service delivery. The provision of internal support services to 11 GPG departments is the GSSC’s core business. The pooling together of the resources from 11 GPG departments into the GSSC, have enabled the creation of the centres of excellence that render transversal and specialised advisory consulting services in areas of labour relations, computer auditing, information technology, training and organisation development. Departments enter into service level agreements with GSSC. The Shared Service Centre concept is growing globally as a proven solution for today’s leading organisations. The above explanation is depicted in figure 1.1 below: Figure 1.1: Gauteng Shared Service Structure, 2007
1.6 RESEARCH DESIGN

The study will be completed by first showing from the literature that there is reasonable support for the integration of Organisational Development functions. Secondly a theoretical framework will be presented within which a paradigm shift to a more integrated model of operation can be effected. The analysis of the existing model in the GSSC at the time of writing will be undertaken using empirical evidence from the researcher and others. Finally the researcher will present the proposed Gauteng Shared Service Centre Organisation Development component integrated model based on the work done in this dissertation of limited scope. The presentation of the proposed model will lead to conclusions and recommendations. The research is designed to enable the researcher to corroborate the idea that integration in Organisation Development functions is both
desirable and feasible. The investigation will therefore take the form of literature and internet review based on the investigative and explanatory approach. This involves the most relevant models and theories presented in an integrated way to serve as background to the study.

The steps that the researcher followed can be described as follows:
Step 1: Review and search for appropriate literature for proof to support the assumption that integration is the preferred mode of functioning of the OD component in the Gauteng Shared Services Centre.
Step 2: Present a theoretical framework to support the argument for integration of OD functions of the GSSC.
Step 3: Analysis of the existing model based on the empirical findings regarding the functioning of the component.
Step 4: Presentation of the proposed model.
Step 5: Formulation of conclusions and recommendations.

1.7 REFERENCE TECHNIQUE

The Harvard reference method will be used in this dissertation of limited scope. The complete bibliographical particulars of the appropriate sources are supplied in the list of sources. The sources are listed alphabetically according to authors.

1.8 CLARIFICATION OF TERMINOLOGY

Various concepts and terminology used in the different chapters are clarified in order to facilitate their correct meaning and to clarify the context in which they are used. Most of the key terms used in the dissertation, are subsequently explained or defined.

1.8.1 Organisation
A goal-seeking group of individuals who use a structure designed to help achieve its objectives. An organisation is concerned in particular with the ways in which personnel are organised to carry out their basic mission.
1.8.2 Department of Public Service and Administration (DPSA)

The DPSA is a national government department which is responsible for all matters pertaining to public service and government departments. It is under the direct control of the Minister of Public Service and Administration.

1.8.3 Gauteng Shared Service Centre (GSSC)

The Gauteng Shared Service Centre (GSSC) is a shared service centre which was promulgated as the 12th department of the Gauteng Provincial Government in November 2001 (Public Service Regulation 2001, Section 7 (5) (a) (ii) as amended). It provides internal support services to 11 Departments in the areas of finance, human resources, internal auditing, procurement and technology support services.

The GSSC is accountable to the Member of the Executive Council (MEC) for Economic development in the Gauteng Provincial Government.

1.8.4 Organisation development (OD)

An important approach to administration and management based on the application of techniques of behavioural sciences on practical managerial problems. OD interventions are usually under the leadership of an outside mediator who attempts to improve the abilities of the organisation and its members and to solve problems and adapt rapidly to change, primarily by developing a more participative job environment and improving abilities of people to co-operate within groups.

1.8.5 Change management

Change management which in most cases is part of organisation development, refers management of a movement from the “status quo” in organisation to ideal future state of affairs. The movement may be planned and unplanned movement.
1.8.6 Organisation design

Organisation design as part of organisation development usually refers to the implementation of an appropriate organisational structure or forms, taking into account the tasks, responsibilities and relationships of groups and individuals.

1.8.7 Organisation Development (OD) component

This unit reports to the General Manager: Human Resources Services within the GSSC and performs the functions of organisation structure design, job evaluation, Organisation Development and change management and establishment administration.

1.8.8 EQUATE job evaluation system

This is a job evaluation system ring-fenced to be used by all government departments to determine the job levels in public service.

1.8.9 Service level agreements (SLAs)

Service level agreements (SLAs) detail the responsibilities of the respective parties, as well as the deliverables and acceptable performance standards.

1.8.10 Differentiation

Differentiation refers to the state of segmentation of the organisation system into subsystems, each of which tends to develop particular attributes in relation to the external environment.

1.8.11 Specialisation

Specialisation refers to the grouping of activities performed by individuals. In most cases it applies to where a set of job skills that are required by increased, and perhaps more diversified
workloads. The most well known form of specialisation is through functional specialisation in which jobs are broken down into simple and repetitive tasks.

1.8.12 Fragmentation

In this dissertation fragmentation refers to different activities operated in an unrelated operation for achievement of specialised tasks.

1.9 DEMARCATION OF CHAPTERS

The specific objectives of the study will be divided into the following of chapters:

CHAPTER 1

Chapter 1 comprises the introduction to the dissertation. The chapter gives a brief outline of the aim of the dissertation, the background thereof, the problem statement, the scope of the dissertation as well as the research design.

CHAPTER 2

This chapter will undertake a review of the literature on the nature of, importance, dimensions, dynamics and benefits of integration; it attempts to clarify definitions of integration, analyses integration within Organisation Development functions, looks at integration-differentiation dynamics and discusses and clarifies related concepts like alignment and coordination.

CHAPTER 3

This chapter will present the theoretical framework of integration to support a paradigm shift from specialisation to a more integrated operation model in an Organisation Development function.
CHAPTER 4

The primary aim of this chapter will be to present the current Organisation Development function within the GSSC using an operational model.

CHAPTER 5

The primary aim of chapter 5 will be to discuss and develop the proposed integrated operational model for the Organisation Development component of Gauteng Shared Service Centre. This will be achieved through the utilisation of the preferred theory which was applicable to the discussion of integration from chapter 3 above. The chapter finally elaborates on management’s/leadership’s impact on integration.

CHAPTER 6

This chapter will look at the conclusions drawn from the study and the limitations of the study, and will endeavour to provide some recommendations for addressing problem issues identified in the study.

1.10 CONCLUSION

It has been the aim of chapter 1 to give an introduction to the dissertation. It states the objective of the dissertation, which is to study the integration of Organisation Development functions into one integrated function with specific reference to the GSSC.

In view of the above the chapter proposes some guidelines that are to be followed in order to conduct the study. Furthermore the chapter highlights the scope of the study, the study method, and interpretation. Lastly, the chapters which comprise the dissertation are outlined. In chapter 2 the nature and extent of integration according to the literature will be described. Related concepts of specialisation, differentiation, and coordination will be briefly discussed.
2.1 INTRODUCTION

Chapter 2 examines the nature, importance, dimensions, dynamics and benefits of integration against the background of the literature; it attempts to clarify definitions of integration according to available literature which should lead to the researcher’s definition. Chapter 2 also discusses integration in relation to other related concepts like specialisation, coordination and alignment. Attention will also be given to integration-differentiation dynamics for an Organisation Development function. This will be done by focusing firstly on the impact of the two phenomena specialisation and integration on the organisation as a unit or system and how it also interacts with the environment as a whole.

To add to the understanding of the concept of integration, its bases and dimensions will also be discussed according to available literature. Examples of how these concepts are used and applied in a public administration context will also be discussed.

2.2 NATURE AND IMPORTANCE OF VARIOUS CONCEPTS OF INTEGRATION

Integration is defined by the Collins English Dictionary (2006:415) as the summation of related units into the whole. In Public Administration it is defined as the process by which various groupings are joined into a single unit or are absorbed by the whole (Fox & Meyer 1995:65). Wikipedia describes integration from the point of view of different disciplines (Wikipedia [sa], sv “integration”). And in this chapter emphasis will be placed on four fields of study. The term “integration” has mainly been used in Information Technology, and further in some scholarly disciplines such as Sociology, Psychology and Management Studies.

System integration in Information Technology is the bringing together of the component subsystems into one system and ensuring that the subsystems function together as a whole. It is the process of linking together different computing systems and software applications physically or functionally. The system integrator brings together discrete systems utilising a variety of
techniques such as computer networking, enterprise application integration, business process management or manual programming (Greenspan 2001:8).

A system is an aggregation of subsystems cooperating so that the system is able to deliver the over-arching functionality. System integration involves integrating existing (often disparate) subsystems. The subsystems will have interfaces. Integration involves joining the subsystems together by “gluing” their interfaces together. If the interfaces don’t directly interlock, the required mappings provide the “glue” between them. System integration is about determining the required “glue” for promoting integration (William 2005:52).

System integration is also about value-adding to the system, for instance capabilities that are possible because of interactions between subsystems. In today’s connected world, the role of system integration engineers is becoming more important: more and more systems are designed to connect, both within the system under construction and to systems that are already deployed.

In sociology the term stands for different meanings depending on the context (Wikipedia, sv “integration”). In general, it connotes the process of combining a group of persons like minority groups in communities. This includes the process by which various groupings are joined into a single unit. Fusion or absorption by the whole can also refer to integration depending on the context being applied. It is important to note that within the field of sociology social integration usually goes hand in hand with social solidarity.

In psychology integration may refer to the organisation of the psychological or social traits and tendencies of a personality into a harmonious whole (Jordaan & Jordaan 1990:767). The bringing together of these social or psychological traits ensures an existence of meaningful whole be it social or psychological. The bringing together of separate phenomena result in the realisation of a coordinated meaningful whole as is the case with perception. Perception is the name given to the human ability to process, interpret and attribute meaning to the information received via sensory systems (Jordaan & Jordaan 1990:329).

In management studies integration occupies a central place in several domains, including management, strategy, organisation theory, production/operations management, and information systems (Chandra & Kumar 2001:291; Chiang, Lim & Storey 2000:47; Dearden 1972:106–109;
Management integration has mainly recently been used in mergers and acquisitions of organisation operations. Here one finds it being used to denote corporate integration, referring to synergic union, people, products and processes of organisation acquired over a period while preserving the value inherent in each organisation (Greenspan 2001:2).

Until the last decade of the twentieth century and more recently, the integration of an organisation’s processes and functions was relatively limited in scope and occurred across few units or processes of a single institution. However, partly due to recent advances in information technologies and to heightened competition, the firms of the twenty first century are engaging in unprecedented levels of large-scale integration endeavours that take a variety of forms (Markus 2001:7; Porter 2001:66).

As the processes of specialisation are being pushed to greater and greater levels in search for more elusive gains in productivity, coordinated hierarchies and other supporting mechanisms become increasingly expensive, complex and overlapping (Zeleny, Cornet & Stoner 1990:157). This in itself calls for reconsideration of these strategies in searching for a more viable approach to the functioning of public entities.

In response to rapidly rising costs, declining quality and falling employee morale, globally aware and competitive institutions are starting to counteract these unfavourable trends. Their responses include integration of overly specialised tasks, labour and knowledge and the progressive substitution of integrative cooperation for coordinated hierarchies (Ollman 1976:138; Marx 1993:111).

Section 2.2 concentrated on integration as a concept from diverse fields of study resulting in the use of the concept in management which is related to the current study. The next section will concentrate of the description of specialisation and integration as related concepts of the study.
2.3 DESCRIPTION OF SPECIALISATION AND INTEGRATION

The two phenomena of specialisation and integration can only be understood and separated by employing conceptual mechanisms that we use to come to grips with everyday experiences. This can be an acceptable approach in the human sciences (Mouton & Marais 1996:58). The connotation or sense of a concept like integration would refer to what we mean or intend when we use the concept (Mouton & Marais 1996:60). Here it also applies to specialisation in the discussion of its implications to Organisation Development functions.

Kroon (1995:226) describes specialisation as the separation of tasks within a functional system or organisation into an identifiable work stream. This is also referred to in Karl Marx’s theory of alienation in the capitalist societies (Mouton & Marais 1996:60). In Marx’s theory, individual workers specialise for functions such as building construction (Marx 1993:106–109). It enables the accomplishment of otherwise unattainable goals. Increasing the specialisation may, according to Marx, lead to workers with poorer overall skills and a lack of enthusiasm for their work which he referred to as alienation (Marx & Engels 1993:42). Integration brings together specialised components into one system, ensuring working together and coordination for the attainment of a functional goal in a holistic unit like Organisational Development, which is the focus of this dissertation of limited scope. It is basically the act of (bringing together) coordinating fragmented and specialised components, making different functions work together for a goal or effect. The real core of public administration is the basic service which is performed for the public (Wessels & Pauw 1999:44). This makes more sense for public service institutions which are forever faced with service delivery challenges. Bringing together fragmented specialised functions or actions results in integration.

Specialisation and integration as related concepts were described in detail in section 2.3 of chapter 2 of this study. In section 2.4 emphasis will be on discussing integration differentiation dynamics in further analysis of integration as a concept.
Lawrence and Lorsch (1969:11) define integration of functions from a behavioural perspective of managers in different departments, as overcoming the difference in cognitive and emotional orientation among managers in different functional departments. Functional specialisation by its nature is considered to be an important barrier to organisational integration types (Hitt, Hoskisson & Nixon 1993:66; Lawrence & Lorsch 1969:12). Depending on the type of functional integration in question, specialisation which comes as a result of differentiated entities, may act as a barrier to integration through two different routes, namely goal and frame of reference differences, for example among the four subcomponents of the Organisation Development component. These subcomponents which are discussed in more detail in chapter 4 of the study are Organisation Structure Design, Job Evaluation, Establishment Administration and Organisation Development and Change Management.

In the researcher’s experience, subcomponents often tend to focus on their respective core competencies and expertise in their differentiated entities for them to achieve their local goals, the successes of which they try to maximise, for example in Job Evaluation more emphasis is placed on meeting their targets and in Organisation Structure Design on the other hand may be rigidly based on the principles of their own discipline. For example Organisation Structure Design can dictate to a client that there may not be two administrative officers in a cluster, even if the client service demand indicates the opposite.

To employees working in these subcomponents, differentiation is likely to act as a barrier to the Organisation Development functional integration – to carry on with the current example – through its influence on the development of cognitive and emotional differences among subcomponents employees.

The differentiated mentality among subcomponents is similar to the notion of frames of reference which describes shared cognitive structures, assumptions, tacit knowledge, expertise and expectations (Hitt et al. 1993:74). This notion is often manifested by cognitive biases, heuristics, and specialised, hermetic, and non-standardised language (Dougherty 1992:62; Gregory 1983:58;
Hitt *et al.* 1993:73). As a result of the above there may be a promotion of an “us and them” mentality in one institution.

While frames of reference are individually held, they also tend to be developed and shared by individuals within departments through communities of interest, socialisation, interaction, specialisation, and culture (Dougherty 1992: 123; Huang, Newell & Pan 2001:44; Orlikowski & Gash 1994:63; Schein 1985:68). Thus, by fostering differentiated frames of reference, specialisation can hinder the integration of functional units, as people who work in these subunits will not be enlightened to see the unit from a holistic point of view.

Section 2.4 of the study attempted to describe integration-differentiation dynamics as used for purposes of this dissertation of limited scope. The distinction between coordination and integration will be described in section 2.5 which should facilitate a move towards understanding of integration as a concept used in the study.

### 2.5 Distinction between Coordination and Integration

Managers in institutional settings are, among other things, responsible for ensuring that the work fit together for the accomplishment of a specific purpose. The fitting together of job performances for the accomplishment of a specific purpose is seen as coordination (Litterer 1961: 585). Coordination as a concept is described by Wikipedia as the act of coordinating, making different people or things work together for a goal or effect (Wikipedia [sa], sv “coordination”).

In a component where different subcomponents are concentrating on one particular small activity of the overall activity for which the component is responsible, then coordination is necessary. Coordinating devices such as committees, computerised information systems and formal policy manuals are introduced for the purposes of ensuring the smooth functioning of these activities. In Public Administration “coordination” refers to public sector organisation’s harmonising functions and activities in a bid to achieve operational efficiencies and customer responsiveness (Abebe 2007:197). Coordination principally concerns the relationships between tasks or activities which must fit in both form and time into the integrated accomplishment of some overall goal or
purpose. Integration is therefore the condition in which all the parts of the total system like Organisation Development components work together to achieve an objective. Coordination on the other hand as a prerequisite of integration creates harmony among the differentiated task groups of a system.

In this section of chapter 2 of the study coordination was discussed in relation to integration as the key concept of the study. Section 2.6 will dwell on alignment and coordination of functions in Public Administration.

2.6 ALIGNMENT AND COORDINATION IN PUBLIC ADMINISTRATION

Traditionally the service production loop mainly connected the customer with the plan through an information loop of feedback after a service has been delivered. An integrated process incorporates the customer into the system in real terms: it makes him/her an integral part of the process. The function of public service for the customer remains part of the “service production cycle” (Zeleny 1988:266). Alignment in this context refers to production of services with the client in mind or included as part of the service delivery system.

Public institutions exist for the delivery of quality services to citizens of a particular country. Alignment of these services with the customer expectations in mind is a prerequisite for quality customer service (Karvinen & Bennet 2006:401). A client cannot under any circumstances continue to remain an object, separated out of the service delivery production.

Service coordination aims to place consumers at the centre of service delivery – ensuring that they have access to the services they need and it also creates opportunities for early intervention in the delivery of quality service outcome to citizens. Service coordination in public service delivery is mainly facilitated by partners in the service delivery machinery where agencies come together to agree on how they will coordinate their activities so that consumers experience good service as a result of a system that works together.
2.7 CLARIFYING DEFINITIONS OF INTEGRATION

While the discussion of integration in section 2.2 above was mainly centred on the use of the term in different fields of study, in this section the emphasis will be on supplying a definition for use in this dissertation of limited scope. A concept like “integration” may be regarded as a basic linguistic construction by means of which we order and construct reality (Mouton & Marais 1996:60). A concept is a symbolic construct which one may employ when referring to a phenomenon like integration. To understand the diverse and complex ways in which integration affects key departmental outcomes, the phenomenon needs to be clearly conceptualised. Over the years this term has been understood in different ways and conceptualised across disciplines and has evolved in a fairly independent and non-integrated way, with each discipline having its own perspective on the topic, as was shown in section 2.2.

In strategy, the conceptual roots of integration can be traced to Fayol’s (1949:42) notions of cooperation and coordination and to Lawrence and Lorsch (1969:22) who defined integration as the process of achieving unity of effort among the various subsystems in the accomplishment of the various tasks. In public administration and management the conceptual roots of integration have been traced to attempts by state departments to resolve interdepartmental conflicts (Lawrence & Lorsch 1969:54–55). Integration is thus seen as reflecting how harmoniously the different departments of an institution work together and how tightly coordinated their activities are (Kambil & Short 1994:64).

Consistent with this view, the strategy literature has used the concept of integration to describe the coordination of activities or management of dependencies between them (Glouberman & Mintzberg 2001:74). The concept of integration in other writings of Leavitt (1971:32), Mintzberg (1979:23) and Torbert (1987:18) frequently parallels the perspective of this dissertation of limited scope.

It is thus evident from the above analogy that the concept of integration is diversely understood and defined across domains largely because different disciplines have focused on different institutional activities or components. However, despite their apparent differences, the
conceptualisation of integration revolve around a fundamental notion that labels integration and defines it as the extent to which distinct and interdependent components constitute a unified whole (Leavitt 1971:62). Therefore in an integrated organisational setting, work is allocated per task team rather than specialisation in service delivery to clients.

For purposes of this research, the concept of integration will be defined in a public institutional setting as a process of unifying functions that could have been executed by specialist components in service to the client. Whereas coordination is mainly an alignment of different functions from specific specialised areas, integration refers to bringing together functions by means of organising or organisational arrangement. In this definition, the term “component” refers to institutional units, departments, or partners and includes the institutional processes, people, and technology involved.

Section 2.7 of the study concentrated on coming up with a working definition of integration for this dissertation of a limited scope. This was done also using section 2.2 as a point of departure where integration was described from different fields of study and practice. Section emphasizes on the bases of integration within an organisation in attempting to bring more support for a move towards an integration mode of operation for the Organisation Development component of the GSSC.

2.8 BASES OF INTEGRATION WITHIN ORGANISATIONS

Research has generally found a positive relationship between integration and different measures of organisational performance (Barney 1991:22; Chalmeta, Campos & Grangel 2001:31; Ettlie & Reza 2001:18; Mukhopadlyay & Kekre 2002:52; Truman 2000:28). Although task, labour, and knowledge specialisation in the past produced an advanced society and high standard of living, they do lead to increased separation of activities that are considerably more united when lower levels of specialisation exist (Tucker 1978:114). Integration in most cases is in response to negative consequences created by high specialisation. Some of the negative aspects of the separation of activities as described by Zeleny et al. (1990) are set out below.
2.8.1 **High cost of coordination**

As the process of specialisation advanced, more people become involved and their subtasks became more specialised. Coordinating agents emerged as a result of more specialised agents in an institution. Every subsequent doubling of the number of specialised subtask leads to more than doubling of the requisite number of coordinators (Zeleny et al. 1990:153).

2.8.2 **High complexity of coordination**

As the result of the doubling of the number of subtasks, an increase in the number of specialised tasks will also bring to the fore the high complexity of coordination within the department or institution.

2.8.3 **Frequent breaks in communication**

Public administrators are organisation people who communicate among each other and pool resources for reasons of service delivery. Almost invariably they find themselves within groups of people organised in certain ways for the performance of the functions of public institutions (Wessels & Pauw 1999:29). An extreme level of specialisation is in most cases coupled with separation of the organisation from its environment, which will promote internal breaks in communication and increases in misinformation (Zeleny et al. 1990:157). Ultimately the cost and complexity of requisite coordination, accompanied by frequent breaks in communication and increase in misinformation, will make further specialisation of functions uneconomical (Zeleny et al. 1990:166).

2.8.4 **The changing nature of public sector institutions**

Public institutions need to know and then adjust their strategies in order to remain relevant to communities they are created to serve (Johnson & Leavitt 2001:129). The past decade has seen dramatic efforts toward change by the public sector generally and the Gauteng Provincial
Government in particular. The need to satisfy unlimited wants from citizens with limited means has driven public institutions and Gauteng government departments to introduce numerous strategies and techniques designed to improve the quality of service delivery and make these institutions and departments more efficient and effective.

In section 2.8 of the study the some of the important bases of integration as described in the study was discussed in detail. Section 2.9 below will discuss the dimensions of integration as a concept.

2.9 DIMENSIONS OF INTEGRATION

Though it can be stated that a large range of structural, strategic, or political barriers can hinder integration (Ettlie & Reza 2001:788; Hitt et al. 1993:161; Lawrence & Lorsch 1969:68), the focus of this dissertation of limited scope is on elements which can be referred to as facilitators of integration within a public institutional setting. In contrast to factors that hinder integration implementation efforts, a number of mechanisms can facilitate the achievement of integration. According to Barki and Pinsonneault (2005:171) these include the following:

*Standardisation of work* refers to clearly specified procedures and tasks between different functional areas; *standardisation of output* refers to clearly specified results or outputs, *standardisation of skills and knowledge* refers to standardised training and expertise, *standardisation of norms*, which means the establishment of common values, beliefs and expectations, *direct supervision*, which refers to someone not directly doing the work, but being responsible for aligning the activities, *planning* which refers to the establishment of schedules for governing activities of different units and *mutual adjustment* referring to people or units adapting to each other during their work processes.

The suitability of each mechanism for achieving organisational integration depends on two main factors: task complexity (Mintzberg 1979:58, Glouberman & Mintzberg 2001:77) and task interdependence (Thompson 1967:62).
2.9.1 Task complexity

Because of the change in the public clients' demands, tasks become more specialised as they add more detail and complexity. When work and activities are more complex and less structured, standardisation of work is considered appropriate, and when this cannot be achieved easily, standardisation of output is considered as an effective integration mechanism. For highly complex and unstructured tasks (i.e. when neither the processes nor the outputs involved can be clearly specified or standardised), standardisation of the norms, skills, and knowledge are thought to be the most appropriate means of attaining integration (Thompson 1967:78).

2.9.2 Task interdependence

Whereas integration is ideal for some areas, its value is also dependent on the level of complexity among tasks and activities. In some areas it may work and in some it may not work. Glouberman and Mintzberg (2001:72) suggest that mutual adjustment is well suited for the integration of simple and structured tasks involving few individuals. When a number of interacting parties or components are high and tasks are more complex, direct supervision is likely to be more effective than mutual adjustment. Zeleny et al. (1990:162) are of the view that knowledge can be re-integrated by increasing the employees’ responsibility, control and decision-making span over larger areas. There should be a redefinition of “specialist” and “specialisation”: from a deepening and narrowing down of isolated subcomponents to less precise and more fuzzily delineated system-integrated individuals who are fully aware of their interactive roles within the system.

2.10 CONCLUSION

In this chapter the nature and importance of the integration in an organisational context were dealt with. Bases of integration in general and organisational context in particular were also discussed in chapter 2. The chapter also elaborated on the clarifying definitions of integration in an attempt to bring more clarity to the concept as a base for the discussion. This also resulted in the
researcher constructing a functional definition of integration in a public institutional context to be utilised as a basis of the analysis in this dissertation of a limited scope.

What came to the fore in these elaborations and discussions is that integration which constitutes the main crux of the discussion at hand is suggested as a result of misfortunes of extreme organisational and functional specialisation. Clarifying definitions of integration also made it clear that the concept “integration” was defined over time in specific fields, with each area defining it in its context and applicability. The definition developed for use in this dissertation of a limited scope seems to suggest a movement from differentiation to a more integrated mode of operation in alignment with the client demands.

The integration-differentiation distinction also received attention in section 2.4 above with the discussion concentrating on the benefits and differences of the two concepts or phenomena. Psychological dynamics from individual as well as team level which will encourage or hinder functional integration were also considered. Coordination and alignment as related concepts to integration were also discussed. From the foregoing discussion of different concepts, there is an indication that integration of Organisation Development functions can improve service delivery and relationships with clients.

The primary aim of chapter 3 is to present the theoretical framework to integration as a point of departure for movement from specialisation to a more integrated model of functioning. The General Systems Theory will be discussed with an aim of further supporting the move from the current mode of operation by the Organisation Development component to a more integrated mode of operation.
CHAPTER 3: THEORETICAL FRAMEWORK TO INTEGRATION OF THE ORGANISATION DEVELOPMENT FUNCTION

3.1 INTRODUCTION

Chapter 2 primarily concentrated on literature with regard to the concept of integration from a general perspective. The background study of the concept “integration” was undertaken for purposes of this study and resulted in the construction of the definition for integration from a public institution setting for use in this dissertation of limited scope by the researcher.

Chapter 3 will deliberate on the theoretical basis of integration in support of the paradigm shift from specialisation to a more integrated functioning of the Organisation Development component of the GSSC. A number of theoretical approaches are available which may be applicable for the analysis of the Organisation Development function in the Gauteng Shared Service Centre. A comparison and impact analysis of these approaches has led to the selection of the General Systems Theory as a basis from which we will support the analysis of integration of Organisation Development functions.

3.2 THEORETICAL BASIS FOR INTEGRATION IN ORGANISATION DEVELOPMENT

A theory can be defined as a set of interrelated constructs (concepts), definitions, and propositions that present a systematic view of a phenomenon by specifying relations between variables, with the purpose of explaining and predicting the phenomenon (Kerlinger 1973:9). In any discussion there is always a certain point of view from which a discussion is approached and deliberated upon.

A theory or approach facilitates more clarity for a discussion. Theories explain phenomena by identifying specific causes of the phenomenon. The relationship between the theory (an explanation) and the phenomenon or phenomena that it explains (the so-called “explanandum”) is much more specific than the relationship between a model and the phenomenon to which the model relates (Mouton & Marais 1996:143).
For purposes of this research the argument for integration of Organisation Development functions will be based on the General Systems Theory. This theory will further be the basis on which the paradigm shift from an Organisation Development differentiated mode of operation to an integrated unit will be discussed and supported.

3.3 FOUNDATIONS OF GENERAL SYSTEMS THEORY

Ludwig von Bertalanffy, a scientist who worked mainly in the areas of physics and biology, is recognised as the founder of the General Systems Theory (von Bertalanffy 1951:302). The accepted premise of the General Systems Theory is that to understand the operation of an entity, it must be viewed as a whole. To be able to fully understand the operation of the human body, one must understand the working of the interdependent parts like ears, eyes, brain and legs.

A system can be defined as a set of interrelated and interdependent parts arranged in a manner that produces a unified whole (Robbins 1997:12). In political science, which is a sister science to public administration, the term “political systems” refers to a delimited and fluid system of steps in decision making (Easton 1965:32). A normal functioning system will represent a “stable political system” and if it breaks down then we have a “dysfunctional political system”. Societies, plants, automobiles and human bodies are formed out of sets of interrelated and dependent parts aimed at a specific objective. They take inputs, transform them, and produce some output like life and movement.

Systems have in general the unique viewpoints and characteristics of the interrelationship of parts within them. Two diverse forces characterise a system: differentiation and integration of the parts within it (Robbins 1997:12). In a system, specialised functions are differentiated, which replace diffuse global patterns. In an automobile, for instance the rotary, alternator and starter all have distinct functions. Some form of differentiation within the system is necessary for the achievement of unique activities to the accomplishment of an objective.
3.4 CHARACTERISTICS OF SYSTEMS

In section 3.2, theory was described and its reason for existence and usage was also given attention. In the consideration of the above discussion of section 3.2, one can assume that the General Systems Theory contributed to the conclusion that an Organisation Development function will bring more value if the components function as a whole. The General Systems Theory confirmed the researcher’s assumption as discussed in sections 3.1 and 3.2 of this chapter above to be the best approach applicable to the integration of Organisation Development functions. The foundation of the General Systems Theory is that an entity like an Organisation Development component must be seen as a system, in order to comprehend how it works for the achievement of any objective. A system consists of a number of interdependent parts, with certain mutual relationships that function as a whole and are aimed at a certain purpose. As mentioned above, the General Systems Theory uses knowledge of various specialised disciplines so that it is possible to understand the whole of the system better (Certo 1983:39).

The General Systems Theory is characterised by the following general characteristics and have among others the following dynamics that are of interest in the systems approach to the integration of Organisation Development functions.

3.4.1 Subsystems as building blocks for systems

Subsystems are the parts of which the whole of the system is made up of (Bateman & Zeithmal 1990:66). Each subsystem may have interrelated parts which are working together to form the whole. Every subsystem is part of the larger system aimed at the achievement of a specific objective.

In the human body, for instance, the heart is a subsystem within the body’s physiological system. In the same vein the University of South Africa School of Business Leadership in Midrand is a subsystem within the Unisa system. And if we focus our attention on Unisa as the system, then we
also recognise that it functions as part of the larger suprasystem of South African higher education.

### 3.4.2 Synergy as an integral part of a system

The whole is bigger than the sum of its parts more specifically when synergy exist. The collaboration of different subcomponents of the Organisation Development component will, through positive synergy, always be better than differentiated parts. Synergy implies that the whole is always bigger than the sum of its parts (Kroon 1995:42).

The different specialised functions in subcomponents within an organisation will bring more value to clients in their totality through cooperation than when each one is acting in isolation. In a municipality, for example, an arts and culture subcomponent will bring more value to its citizens if it works in relation and cooperation with the parks and recreation component.

### 3.4.3 Information flow

Flow and exchange of information within a system is essential for continued existence of most systems. Flow refers to the fact that there is a continuous movement of information, material and energy into, through and out of the system. It refers to the basic elements of the system namely the inputs, conversion process and outputs (Kroon 1995:77). An integrated structure allows a smooth flow of information in and out of the system.

### 3.4.4 Feedback into the system

While free flow of information into and among the subsystems is crucial, the flow of information from the environment into the system is equally important. It is always important for the system to continually receive information from its environment. Information from the environment helps the system to adjust and take corrective actions to rectify deviations from its prescribed course. This process of receiving environmental information is referred to as feedback.
Furthermore, feedback from the system may be directed to the environment as output which is fed back into the system as input/feedback. It refers to an input that originates in the system, and informs the system how effectively its objectives have been achieved (Kast & Rosenzweig 1974:119). In most service delivery centres like police stations and pensions collection centres, policy makers depend on the surrounding communities to gauge on the effectiveness of service offerings.

3.4.5 System boundary

In the case of every system there is a need to identify it in its environment or situation of operation separate from other environments through some demarcations. This demarcation may identify a system from its environment separated from other environments. To be able to analyse a system clearly, it becomes important to demarcate it from other environments among which it is situated. System boundary therefore refers to the demarcation which distinguishes the system from its environment which ultimately aids its conceptualisation and clear analysis. In the closed system as mentioned before, the boundary is fixed and unchangeable while it is flexible in case of an open system (Kroon 1995:42). The reason is that in open system information in the form of input flows freely in and out of the system.

3.5 TYPES OF SYSTEMS

The classification of phenomena in most cases is based on certain major characteristics and factors that serve as determinants to separate it from others which may somehow have similar or related characteristics. The reason for the classification of systems with regard to their characteristics is to single them out from other related ones to aid better analysis of these systems. Systems are classified typically as either closed or open systems (Robbins 1997:13). Classifying systems as either open or closed is mainly based on observable features of these phenomena.
3.5.1. Open systems

The classification of a system as an open systems recognise the dynamic interaction of the system with its environment through the input transformation process. This is done through constant interaction with the environment when it receives inputs which are transformed into outputs (Certo1983:40).

A plant is an example of an open system. Constant interaction with its environment influences its state of existence and its future. In fact, the environment determines whether or not the plant will live or die. A dry season may lead the plant to die as there will not be enough water to sustain it.

3.5.2 Closed systems

A perfectly closed system would be the one that receives no energy from an outside source and from which no energy is released to its surroundings. This system has no interaction with and is not influenced by the environment as is the case with the open system (Kroon 1995:48). On the other hand, open systems are constantly aware of the dynamics of their environments in which they exist (Huntley, Siegried & Sunter 1989:48). This will help to shape up or adjust their output according to the prescripts of their environments.

A clock is an example of a closed system. Regardless of its environment, a clock’s wheels, gears, and other parts must function in a predetermined way if it has to exist as a whole and serve it purpose. Closed systems are mainly mechanical and have the necessary predetermined motions or activities that must be performed regardless of their environments.

3.6 ORGANISATION DEVELOPMENT: A SYSTEM PERSPECTIVE

The General Systems Theory is a useful framework for the conceptualisation of organisations and their components. A close analysis of the General Systems Theory as discussed proves that every system is characterised by two diverse processes of differentiation and integration (Hopkins
Here, as discussed, the whole is the main focus of analysis, with the parts receiving secondary attention. The system point of view further helps to prevent specialists from viewing their jobs as isolated elements of the whole.

Like any other open system, the Organisation Development function is involved in converting inputs from the environment (client departments) into outputs (services) to the same client departments. The process of converting inputs into outputs can only happen through the coordination of various subsystems of the sub-component into an integrated whole. The different sub-components therefore exist to achieve a specific objective (Certo 1983:39).

An Organisation Development component, which is the focus of this study also comprises all other characteristics of a system like synergy, information flow, boundary and feedback into the system from the environment. The component can be classified as an open system as it is constantly in interaction with its environment as will be clear on the discussion of the proposed model in chapter 5. Furthermore for Organisation Development to continue to survive it needs to be relevant to its environment. This is achieved by constantly adjusting itself in due consideration to its environment. Adaptive activities are required by an open system for them to continue to exist (Robbins 1997:18).

As discussed above, at the heart of the General Systems Theory approach is the wholeness view of all the interdependent parts, which is the crux of an integration: the main reason for this dissertation of limited scope (Litterer 1973:518). The GSSC in general and its Organisation Development component in particular, are seen as a united, purposeful system consisting of specialised functions that are mutually related to each other in pursuance of service to all Gauteng government departments and their clients. A system comprises, as previously stated a number of subsystems, which means that all the activities of the system influence each other mutually. As a system, the Organisation Development functions must be seen as a whole, but within the greater GSSC system, as the environment, in which the component functions represents its subsystem.

According to Cummings (1980) as cited by Berg and Theron (1999:55) an organisation as a whole or as a unit, is formed to achieve objectives that cannot be achieved by individuals on their own.
The Organisation Development function in the GSSC likewise was created to achieve the one objective of facilitating efficiencies for client departments which cannot be fully achieved by one specialised function operating in isolation. These specialised functions need to serve as a lubricant – in this case integration – to oil and coordinate their activities to ensure a collective interaction for the achievement of an objective. The coordination of these differentiated and specialised activities can only be achieved through integration of the functions in the component.

3.7 CONCLUSION

Chapter 3 discussed and deliberated on the theoretical basis in support of the paradigm shift from specialisation to integration of functions in the Organisation Development component of the GSSC. A theoretical approach selected to support the shift to integration is the General Systems Theory.

An analysis of the General Systems Theory approach was undertaken which included its foundation characteristics and types of systems. The importance of environment in the description of an open type of system was also discussed. It also became clear that the environment plays an important role during the converting of inputs into outputs. The chapter ended up with the description of Organisation Development from a system perspective.

The primary aim of chapter 4 is to discuss the current operational model of the Organisation Development unit in the Gauteng Shared Service Centre. The problems created by the current model will be discussed with relevant references. The focus will be on how the function was structured with an aim to add to the argument for and support for the integration of functions in the Organisation Development component.

There will be an attempt to briefly elaborate on the uncoordinated nature of functions within the Organisation Development component in the GSSC at the time of writing. Furthermore, practical problems which are as a result of an uncoordinated functional model of the component will be discussed.
4.1 INTRODUCTION

In chapters 2 and 3 a literature and theoretical discussion was undertaken to support the paradigm shift from specialisation to the integration of functions in the Organisation Development component of GSSC. A number of theoretical approaches are available which are potentially applicable for the analysis of the Organisation Development function in the Gauteng Shared Service Centre. A comparison and overview of approaches investigated as part of the background research for the dissertation proved that the General Systems Theory is an appropriate approach for an analysis of the integration of Organisation Development functions in this study.

The primary aim of chapter 4 is to discuss the operational model of the Organisation Development unit in the GSSC at the time of writing. The focus will be on how the function is currently structured to add to the argument for and understanding of the integration of functions in an Organisation Development component.

There will be an attempt to briefly elaborate on the uncoordinated nature of functions within the Organisation Development component in the GSSC. Furthermore practical problems which are a result of an uncoordinated functional model of the component will be discussed and shared. Benefits of an integrated operational model of the component will also be outlined for public sector institutions in the Gauteng provincial government.

4.2 THE NATURE AND FUNCTION OF THE GSSC ORGANISATION DEVELOPMENT COMPONENT

The field of Organisation Development (OD) generally refers to a complex strategy intended to change the beliefs, attitudes, values, and structure of organisations so that they can better adapt to new technologies, markets, and challenges (Bennis, Goleman, O’Toole & Biedeman 2008:104). OD is neither “anything done to better an organisation” nor is it “the training function of the
organisation”; it is a particular kind of change process designed to bring about a particular kind of end result (French & Bell 1984:56).

Organisation Development in Public Administration refers to mainly attempts directed at both institutional design and people in public sector organisations so that they can better adapt to new technologies, citizen demands and challenges (Ackerman 1986:10). It is a particular kind of change process designed to bring about a particular kind of end result for institutions. OD can involve interventions in the organisation's “processes”, using behavioural science knowledge as well as organisational reflection, system improvement, planning, and self-analysis.

The Gauteng Shared Service Centre was formed by migrating provincial government service employees into a central office to render support services which include organisation development for which purpose Section 7(5) of the Public Service Act, 1994, was amended (South Africa 1994). As part of the GSSC the OD component is responsible for servicing both internal and external customers (Gauteng Office of the Premier Service Level Agreement 2002:22). The OD component of the GSSC was established to advise the Gauteng government departments on how to improve organisational efficiencies in order to enable them to attain short and long-term goals, that is to deliver on their mandates as committed to the electorate (South Africa 1997:3).

As referred to in section 1.8.7 and figure 4.1 below the Organisation Development component is one of the consulting wings of the human resources services units within the Gauteng Shared Service Centre headed by a senior manager reporting to the General Manager: Human Resources Services. This function is further divided into the functions of: Job Evaluation, Organisation Structure Design, Organisation Development and Change Management, and Establishment Administration. All these subunits are headed by a manager who is in his/her own right is the budget owner and the head of that subcomponent as depicted in figure 4.1 below:
All these sub-units were staffed by specialists in these respective subcomponents who perform all Organisation Development functions as illustrated above.

4.2.1 Organisation Structure Design

In the public sector government departments engage in strategic plan implementation which determines how they are going to deliver on their mandates (Pearce & Robinson 1991:297). During this process an organisation structure is established which provides the structural framework of the department activities, its main and subdivisions, formal lines of authority, channels of responsibility and communication as well as the management levels (Marx & Gouws 1983:63).

In public sector institutions bottlenecks and inefficiencies which may arise are dealt with through business process reengineering to improve the way the institutions conduct their business of service delivery to the citizens of a country. Business process re-engineering (BPR) is an approach aiming at improvements by means of elevating the efficiency and effectiveness of the organisation process that exist within and across organisations (Wikipedia [sa], Sv “business process re-engineering”)

The main purpose of the organisation structure design subcomponent is to advise and assist Gauteng provincial government departments with organisation structure design. This is done by
undertaking detailed investigations for structures and post establishments of respective client departments.

Furthermore, detailed business process re-engineering is also undertaken for client departments during this process. This includes liaising with the Department of Public Service and Administration (DPSA) with regard to consultations and finalisation of the structures of client departments in terms of Public Service Regulation 2001 as amended, Chapter 1 Part III: 13 (South Africa, 2001:14)

4.2.2 Job Evaluation

In the public sector job evaluation was introduced to ensure that work of equal value is remunerated equally (South Africa 2001: Chapter 1 Part IV:20). The regulation also provides for the coordination of similar jobs in specific occupational categories nationally. It is the process of comparing jobs with one another which refers to the relationships between jobs in an organisation. Job evaluation provides information with regard to tasks, duties and responsibilities of jobs in the organisation resulting in the relative worth of jobs in monetary terms being determined (Ivancevich & Glueck 1989:380).

The job evaluation sub-component of the Organisation Development component of the GSSC is responsible for facilitation of job evaluation from level 1 to 16 in the province. This sub-component also assists departments in developing job descriptions and job profiles and maintains the master job evaluation results and reports for Gauteng provincial departments. Furthermore the sub-component forms part of the Department of Public Service and Administration’s national job evaluation coordination programme for the possible upgrading of specific posts. The component represents the overall twelve Gauteng government departments in this process.
4.2.3 Organisation Development and Change Management

As pointed out above, OD is specifically responsible for the improvement of efficiencies through changing of beliefs, attitudes, values, and structure of organisations so that they can better adapt to new technologies, markets, and challenges (Hartigan 2008:1). Change management, which is part of organisation development, involves a facilitated process within an institution from the current “status quo” to an ideal future (Katz & Miller 2002:54).

South African government departments in general and Gauteng government departments in particular operate in ever changing environments which are mainly brought about by a myriad of demands and expectations from citizens and environments alike. In systems where uncertainty has become one of the primary characteristics, scenarios are the mechanism that links facts and perceptions, thereby allowing changes in the environment to be more readily anticipated and understood (Schwartz 1991:38).

The change process may take different approaches as discussed below (Beuster 1993:10; Boshoff 1995:10; Mannermaa 1991:351). There are the following views of change to take account of:

- **The mechanistic view of change** accepts that change is determined by trends and ratios. If these trends and ratios are understood and researched, it should be possible to predict changes in the environment by means of statistical and computer models.

- **The organismic view change** accepts that reality consists of complex systems and that change has an evolutionary character (Beuster 1993:6). It indicates that organisations must adapt like an organism in a complex environment.

- **The paradigmatic view of change** assumes that change is neither linear nor cyclical by nature, but that it is revolutionary (Mannermaa 1991:349). Revolutionary change does not occur continuously but is dramatic and also includes aspects dealt with in the chaos theory.
All these approaches try to emphasise the reality of changing environments in which an organisation operates and the importance of adapting and managing the development of mechanism to adapt to any change that an organisation may undertake.

This subcomponent is further responsible for facilitating OD interventions and change management for all Gauteng government departments. This is done through conducting OD change diagnostic and stabilising intervention exercises for client departments in the Gauteng provincial government. Furthermore, the subcomponent is also responsible for designing OD interventions and the facilitation of planned and unplanned change in the province such as Social Development department (Gauteng Social Development Restructuring Report 2006:11).

4.2.4 Establishment Administration

In the above discussion reference was made to different processes and functions which the Organisation Development subcomponents perform for the Gauteng government departments. All these processes need to be maintained; documented and administered for compliance and future reference. The establishment administrative function renders an essential service to the other functions without which effective management of the service delivery would not be possible (Kroon 1995:5).

All work performed by the Organisation Development component in the province is administered, controlled and maintained by the establishment the administration subcomponent of this component (GSSC 2002:22). An establishment of the administration subcomponent of Organisation Development is responsible for control and administration of the structures of provincial client departments. The component also performs audits on structures and ensures correct authorisations. It also identifies organisation structure gaps and risks which need investigation.
4.3 THE GSSC ORGANISATION DEVELOPMENT MODEL AND ITS SHORTCOMINGS

From the foregoing discussions and arguments about integration, it is evident that actions of subcomponents within the Organisation Development component influence one another and also influence the quality of services to their client departments. The general systems approach discussed in section 3.2 also emphasised the need for mutual relationship and cooperation of different subcomponents of the whole through a coordinated effort to attain a meaningful service for the citizens of Gauteng.

Coordination as discussed in chapter 2 can be seen as the process whereby management harmonises the work performed by individuals and sections, thus obtaining good cooperation in order to achieve the business or departmental objectives in the most efficient way (Stoner & Freeman 1989:275). In performing its task and ensuring this coordination among individual subcomponents, the component needs to include the citizen as part of the service delivery process. The interaction with its environment also is essential for feedback into and out of the system. Figure 4.2 represents the fragmented model of the Organisation Development component in the GSSC (OD, 2007A).
The model as represented in figure 4.2 shows how the mandates are received from clients by different subcomponents of the Organisation Development component within the GSSC. These mandates are processed by individual subcomponents and returns to the client departments as finished products. The environment influence into and out of the system is seen as influencing the separate subcomponents individually, not as a system. There is no central place to coordinate the outputs of specialist areas and ensure that they approach their service offerings as an integrated whole. Lack of a integrated operation within the Organisation Development function led to among others, the following problems as identified by Moepi (2007:22).

4.3.1 Promotion of silos between components

Poor relations between components and individuals which were mainly created by differences regarding the best method to handle tasks or projects, promoted unnecessary separations or silos within the component. An exaggerated importance or urgency ascribed to an individual task can
lead to an individual component concentrating on the completion of that particular task at all costs and consequently regarding the task or activities of others as less important.

An example here is when a subcomponent like Establishment Administration concentrates on ensuring that the posts are aligned to the budget of the client department at the expense of the attitude challenges faced by the department. Change management needs to be part of attitudinal change within the client department.

4.3.2 Difficulty in sharing of resources

The uncoordinated mode of operation has separate budgets which led to difficulty in the use of sharing tools of the trade within the Organisation Development component (Gauteng Treasury 2007:16). Each individual subcomponent was inclined to view the ownership of a printer for example to be utilised for its main function, as rightfully theirs due to the mere fact that it is situated in their area of operation. This also created a fertile ground for conflicts among subcomponents of the Organisation Development component in the GSSC.

4.3.3 Poor planning for the component

The fact that subcomponents see themselves as separate entities has resulted in them planning for their individual operations separated from other subcomponents within the Organisation Development component. The result is disintegrated strategy and poor planning for the whole component.

An example was when the Establishment Administration subcomponent of Organisation Development planned for compliance awareness workshops for a client department. The same workshop was also required for both the Organisation Structure Design and Job Evaluation subcomponents (Mogale 2007b:4).
4.3.4 Confusing messages to client departments

Because components are operating as separate units, there is ignorance about the work of the other components created by differentiated communication between operations. The result is confusing messages to clients which has a negative impact on the Organisation Development component image.

Different subcomponents within the component do sometimes send the same or conflicting messages to client departments. This in itself has the potential of creating confusion about the role of the component (Marneweck, Phoshoko & Sepeng 2007:66).

4.3.5 Poor packaged end products

The lack of a coordinated functioning among components in most cases results in confusing and substandard products in the form of services to client departments. This further adds to the decrease in credibility of the component and less trust by the client departments.

For example, some structures during or after requested restructuring by client departments have to return to the OD component with a new request for job evaluation which was not attended to in the past or brought to the attention of the job evaluation by the organisation structure design subcomponent. The two processes can be handled simultaneously and submitted to a client department as a package (Gauteng Department of Agriculture and Environmental Affairs, 2006).

4.4 THE EXPECTED BENEFITS OF AN INTEGRATED MODE OF OPERATION

The main finding of this dissertation of limited scope is to suggest the integration of the Organisation Development function in order to establish harmony and cooperation where work is done by different individuals in order to best achieve the stated goals (compare Du Toit & Marx 1980:257). In the public service delivery system, clients have been the crucial component for a number of years. Client satisfaction is the key to the existence of Organisation Development component. The continued support of the GSSC model in the Gauteng provincial government
depend on its relevance to clients to whom they are rendering a service. Any misalignment with the needs of clients and the environment which serve as feedback to the system will result in the component and the GSSC becoming irrelevant. As a result, this may result in a negative view of the overall government by the public if the service inputs do not form the cornerstone of the service design mechanism process within the component.

Negative views of the provincial government diminish stakeholder interest. It also leads to the provincial’s operational problems not being solved and undermines the ability of provincial agencies to attract and retain talent (compare Lavigna 2009:11). Provision of services by an Organisation Development component from an integrated mode operation, in light of the scholarly findings reported and commented on in this study may probably result in a spill-over effect to departmental clients which should improve their service delivery to the citizens of the country. Some of the benefits that can be derived from an integrated Organisation Development operation model are briefly discussed below.

### 4.4.1 Improved response to clients’ needs

Today clients in both the private and public arena are not interested in the reactive mode by government institutions and other service providers any more (Keast & Brown 2006:46). The citizens demand that the provincial government institutions become more responsive to their needs. The principle of development oriented public administration is firmly enshrined in the fibre of section 195 (1) (c) of the Constitution of the Republic of South Africa, 1996. This section stipulates that one of the democratic values and principles enshrined in the Constitution is that “public administration must be development oriented”. In short, it implies that the quest for sustainable development must be central in the government’s policy-making processes, management systems and service delivery initiatives (Minnaar 2006:178). The yard stick to measure this in most cases is how well public institutions are responsive to clients’ needs and the level of political and economic stability. Organisational responsiveness includes the ability to learn and adapt, the ability to adjust to the external environment, being responsive to employees and the community at large (Hickman & Silva 1984:24).
State responsiveness implies and requires efficiency and a concern with responsiveness in the public administration overlaps then with many current efforts to build managerial, administrative, and accounting capacities in the public sector (Goetz 2001:12). Re-engineered or improved relationships within Organisation Development subcomponents because of integration probably mean greater transparency, changed staff attitudes, and the reinforcement of a service culture within the component which is crucial for improved client satisfaction.

4.4.2 Centralised feedback

The system framework of the Organisation Development suggests that a client department’s perceptions of the services that have been received, serve as a feedback to the process about the expected quality of its outcome. Much as clients aspire to a one-stop-shop in service delivery system there is also a need for one central point for feedback to the system about envisaged improvements (Prinsloo 2008:20).

An integrated model for the Organisation Development component will ensure one central entry for feedback into the system which should be integrated and filtered through into the system to be processed as improved outcome. Furthermore being focused on one feedback will help components to act creatively and innovatively in their services offerings to their clients.

4.4.3 More service offering during shrinking budgets

At the centre of financial downswing of early 2008, public sector institutions in general and Gauteng government institutions in particular were expected to deliver unlimited services with limited means. It is expected of these institutions to ensure that their financial resources and operations are conducted properly, fairly, and in conformity with laws and regulations (Khan 2008:144).

Integration of Organisation Development functions will decrease the high cost of resource utilisation and go a long way in ensuring shared use of limited resources allocated to the
component. As a result of creativity and innovation brought about by the integration of functions in the component, more will be achieved with scant resources.

4.4.4 Decrease in work alienation

Specialist functioning, which currently exist in the Organisation Development component of the GSSC created a silo mentality among subcomponents (Gauteng Community Safety 2007). Moreover, separate subcomponents within Organisation Development have in most cases led to employees being alienated from the final product of their efforts as would be expected in the light of what Schacht found (Schacht 1994:32).

Integration of the functions of Organisation Development will ensure that component employees work together as a team and see their successes as being part of the component’s long term functioning. It is important that an idea of a common fate gains acceptance among employees as this will inculcate certain values and beliefs which will encourage employees to focus on common goals that need to be achieved (compare Hickman & Silva 1984:22).

4.5 CONCLUSION

Chapter 4 firstly dealt with the operational model of Organisation Development component in the Gauteng Shared Service Centre at the time of writing of this dissertation of limited scope. The focus was on the way in which the function was structured at the time with a view to adding to the argument for and understanding of the integration of functions in the Organisation Development component. Secondly an attempt was made to briefly provide evidence on the differentiated nature of functions within components of Organisation Development in the GSSC.

Expected advantages of the integration of Organisation Development functions within the GSSC were also discussed in context. Furthermore practical problems which are as a result of an uncoordinated functional model of the component were shared and discussed in this chapter.
Chapter 5 will primarily discuss the proposed GSSC integrated organisation model. More evidence will be presented to support the movement from fragmented to an integrated mode of operation by the Organisation Development component. Strategies for management of the transition and maintenance of the new mode of operation by public policy makers and managers will also be discussed. The principles of the General Systems Theory applicable to the Organisation Development function will be incorporated into the overall discussion. Different contributing factors for integration will also be discussed.
5.1 INTRODUCTION

Chapter 4 discussed the operational model of the Organisation Development component within the Gauteng Shared Service Centre at the time of the writing of the dissertation. The focus was on how the function is structured and adds to the argument for an understanding of the integration of functions in an Organisation Development component. There was an attempt to briefly elaborate on the uncoordinated nature of functions within the Organisation Development component in the GSSC at the time. Furthermore, practical problems which arise as a result of an uncoordinated functional model of the component were analysed and discussed.

The primary aim of chapter 5 will be to discuss and develop the proposed integrated operational model for the Organisation Development component of the Gauteng Shared Service Centre. The role played by the changed service environment in the public sector as discussed in chapter 2 will serve as a point of departure for the current deliberations. The management of the transition from a fragmented mode of operation of the Organisation Development component, to a more integrated way of functioning will be discussed. The General Systems Theory approach applicable to the Organisation Development integrated mode of operation will also be given attention in an attempt to further support the proposal for a more integrated functioning of the Organisation Development component of the GSSC.

The chapter will also attempt to elaborate on the impact of leadership on integration. The impact of leadership on integration will be discussed by introducing the types of organisation integration to the whole discussion to shed more clarity to and for integration of Organisation Development functions.
5.2 THE GAUTENG PROVINCIAL GOVERNMENT AND THE CHANGING ENVIRONMENT

In the Gauteng Provincial Government, and the Organisation Development component of the GSSC like in any public sector environment, the term “environment” refers to the sum total of influences and dynamics that exercise an influence on government policies and organisational aims. The first which is the “environment” could be regarded as representative of government environment, and the latter referring to “dynamics” basically indicates the management of that environment (Minnaar 2006:184). This makes “public policy, the relationship of a governmental unit to its environment” (Eyestone 1971:18).

Gauteng provincial government institutions in general and the Organisation Development component of the GSSC in particular, operate in a sensitive balance with the environment. The environment as it will become clear from the discussion of the proposed model in section 5.4 below, is not static, continuous changes occur in, for example, values, technology, the political and constitutional area, as well as in many other components (Kroon 1995:512). The province, its institutions in general and the Organisation Development component of the GSSC in particular, are in a give-and-take relationship with the environment and are exposed to these environments. The provincial government creates the environment for the citizen voice and to a great extent determine the effectiveness of the citizen voice by virtue of the rights they extend to citizens and the access and participation opportunities they create (see Goetz 2001:12).

Governments all over the world are responding to the changes by adjusting their service delivery models and introducing several changes to social, economic and political systems (Keast & Brown 2006:41), and the Gauteng provincial government and the Organisation Development component are not immune to these changes. As a result of perceived failures of previous service delivery models in the province, there was a dire need for decision makers within the provincial government and its service delivery partners like the Organisation Development component to experiment with new arrangements to achieve better social and economic outcomes. The delivery of public services is traditionally provided by a mix of public, private and non-profit organisations
(Earls & Moon 2000:55). These partners act together to ensure that the state commitments to the citizens are realised.

The Organisation Development component of the GSSC is charged with the responsibility to improve the provincial institutions’ efficiencies and needs to adjust itself accordingly to remain relevant. From the discussions in the previous chapters it was clear that the fragmented mode of operation has proved to be somewhat ineffective. The component needs to rearrange itself and view itself as a partner in the service delivery process.

5.3 THE ORGANISATION DEVELOPMENT COMPONENT AS A SERVICE DELIVERY PARTNER

The provincial government in partnership with the Organisation Development component of the GSSC, like any other South African public sector institutions, are important for the sustainable growth and development of the country. One of their major responsibilities is to ensure that all citizens have access to and receive the services they need. In such a system, the focus of the state shifts to the development of a system of governance in which the state and society become partners in serving the society (Thornhill 1996:108). The changes in the environment have led to a realisation on the part of actors like the Organisation Development component of the GSSC, that the solution to the ongoing complex social problems confronting societies requires working together in new and innovative ways (compare Clarke & Steward 1997:66).

These partners in government also need to adjust their relationship with government departments in order to be relevant to their clients. The Organisation Development component of the GSSC, as partner to Gauteng provincial departments, need to seek innovative ways in working with client departments. Successful and effective public service delivery centres on the utilisation of an integrated operational model in most governments of the world (Keast & Brown 2006:43).

Organisation development has as its main function in the Gauteng government to provide or help client departments improve their efficiencies in delivering services to citizens. This dissertation assumes that the component of the GSSC as an efficiency facilitator to the Gauteng government...
departments can only be responsive to its client needs by integrating specialised subcomponents which is central to its improved operations and outcome.

5.4 THE ORGANISATION DEVELOPMENT COMPONENT AS A SERVICE DELIVERY SYSTEM

The Gauteng Provincial Government, like any public service system, consists of multiple organisations engaged in the provision of a specific set of goods and services that are of value to the majority of consumer citizens (Rhodes & Mackechnie 2003:61). The way in which public sector institutions systems are structured has an impact on how effectively they can deliver services to citizens (Republic of South Africa.DPSA, 2007:2). The ability of an individual, a team and ultimately an organisation to respond quickly to changing external reality will be the differentiating factor in sustainable departmental transformation. As citizens demands increases there is an inescapable need to also structure processes of the machinery of the state to adjust accordingly. The greatest leverage for change is achieved when one understands the organisation as a system (Seddon & Brand 2008:7).

It is assumed that service delivery organisations are social systems, thus acknowledging how members view the system, and that the world view of employees have an impact on decisions made and strategy implementation (Mayikana 2003:32). The Organisation Development component operates as a system which is aimed at providing or helping client departments improves their structures and overall efficiencies. The improvement of client service efficiencies is achieved by the component through the interaction with both clients and environment as agents. The client is the purpose and driving force of the component; he or she must therefore be integrated into the service delivery process. Improving the quality of such a client-integrated process then becomes the tool by which client satisfaction is achieved and thus his or role as the driving force is both amplified and maintained (Zeleny 1988:265). The client’s involvement in the production of a service is much in the same way as the service agent is involved too and is demonstrated by the proposed Organisation Development operational model in figure 5.1 below:
In the public service delivery machinery, there are a lot of players involved (Seddon & Brand 2008:8). As proposed in the proposed Organisation Development component operation model the client needs to be the integral part of the service process as opposed to what is depicted in figure 4.1 in this dissertation. Therefore the arrows indicating the reception of mandates do not go to separate sub-components as in figure 4.2 above but to one central reception area. The Organisation Development component, just like in any other system, need to ensure that inputs from clients into the system are considered and ensure that outcomes produced in the form of services are aligned to their needs. Services produced without consideration of the needs of client departments will result in misalignment between what is required by the client and what is produced by the component.

The model proposes that organisation development intervention like organisation design mandate will enter the Organisation Development component system from a specific client department.
The mandate will be received by the administrator of the component who also serves as a reception for all mandates into the component. After receiving the mandate and ensuring that all information is complete, the mandate will be submitted to the Senior Manager of the component who will allocate it to the respective manager (in this instance Organisation Structure Design Manager) who at this stage will be deemed to be a project manager. The manager will immediately organise a discussion with the senior manager of the component and three managers from Job Evaluation, OD and Change Management, Establishment Administration, who will appoint a team constituted of people from the four subcomponents who will be headed by a project manager appointed from their teams or among themselves as heads of different specialist subcomponents.

The project manager will organise a briefing meeting with the client to get the details about the mandate. After the briefing meeting the project manager compiles a project plan and letter of engagement (LOE) clearly detailing roles and responsibilities of both the client and the project team. The project will be implemented using both documents to guide the process. All subcomponents will ensure that their respective roles and needs are considered throughout the whole process within the overall context. After completion of the project, the project manager aided by the project team will draw up the report for the client and submit it to the head of the Organisation Development component for quality assurance and submission to the head of the client department for approval by the respective Executive Authority.

After approval, to continue with the example, newly created jobs will be graded by the Job Evaluation sub-component and the finalised structure will be implemented on the establishment of the client department by the Establishment Administration sub-component. OD and Change Management sub-component will ensure that employees impacted by the restructuring process are well informed about the process in conjunction with the client department. This is achieved through detailed communication during and post implementation of the restructuring.

The fast changing socio-political environment, in which the Organisation Development component operates, requires not only thorough environmental awareness, but also adaptability in operational approach. In its operation, like any other system, the Organisation Development
component must continuously assess the internal and external variables that exert an influence on its operations. The component uses inputs from the environment and in turn delivers outputs for which a need exits in the environment from the client departments. The service processing process cannot be carried out thoroughly without taking external factors of client departments into account.

Another dynamic to be considered is integrating through relationship building among Organisation Development subcomponents and the clients. The study emphasised integration of functions within Organisation Development subcomponents which may also be promoted by relationship building between these components. The bringing together of fragmented specialist functionalities into an integrated whole was dependent on the formation of improved relationships between subcomponents.

Lastly after integrating the client, the environment and building relationships between clients and subcomponents within the Organisation Development component, service needs to be coordinated centrally. The proposed new mode of operation provides for a central point within the system where outputs from the system in the form of services need to be coordinated and checked for quality. The coordination and quality assurance function as suggested in the new proposed mode of operation will be the responsibility of the head of the component.

The model above suggests that, instead of thinking of a system as one that pulls things together at the rate of client demands, one has to think about a system as one that brings intangible things together in response to the variety of client demands, with the environment serving as the major feedback resource from within and outside the whole system. This is illustrated by the following example: when the component receives a request for the creation of community liaison officers on the structure from a local government department of the province, the component needs to make the department aware of similar officers that are on the social development department structures that may create duplication and confusion to citizens they aim to serve. The aim of the proposed model is to move from the narrow view of only identifying components in the service production process, to rather identify their interaction with clients, the environment and the building of relationships among themselves and clients as well. Neither the management of outputs, inputs or
the process itself is the main point of discussion in the proposed model. The purpose is to manage the entire loop of the integrated process as a system within the Organisation Development component of the GSSC. The process becomes self-managing and self-maintaining, subject to managerial and environmental perturbations.

It is not enough to have all functions coordinated at one area, but clients must also feel and see the benefits of a one-stop service point as suggested by the model. Furthermore: one of the major recommendations tabled by the Presidential Review Commission states that the principles of effectiveness, efficiency, and economies of scale, externalities and integrated one-stop-shop services should be the leading guidelines in the selection of the most appropriate policy implementation strategy (Cloete 1999:328). The outcomes produced by the process within the component, convert inputs from the environment into service outputs for clients departments. The input conversion process constitutes value that has been created or added for client departments which refers to both clients’ and communities’ perceptions of services they have received, on a quantitative and qualitative level.

Inputs and complaints from client departments and their customers, which in most cases are the general public, and the different environments, suggest an integrated and coordinated service output from the Organisation Development component of the GSSC. The inputs from clients in the form of complaints, problems and suggestions serve as a feedback to the Organisation Development component system as service provider and designer for client department structures and related services. When these problems are solved, learning occurs as to how to design services from which clients can pull value, in other words get what they want (see Seddon & Brand 2008:8).

The component thus needs to be an integrated, purposeful system consisting of parts that are mutually related. As a system the component is made up of the different subcomponents (subsystems) which have to influence each other mutually. When functions within the component operate as an integrated whole with one service point as in figure 5.1, client satisfaction can improve dramatically as suggested by clients’ feedback (Gauteng Shared Service Centre 2007:43).
This will also help specialists and employees in the system to see each other as a coordinated whole.

5.5 MANAGEMENT OF THE TRANSITION FROM A FRAGMENTED TO AN INTEGRATED MODE OF OPERATION

The movement from a fragmented mode of operation by the Organisation Development component of the GSSC cannot be achieved in isolation from employees who perform the tasks and the clients the component is created to serve. Effective integration of subcomponent tasks may result in conflict among specialised functions which may affect the client negatively. There is therefore a need for these conflicts to be resolved to the approximate satisfaction of all parties involved if integration is to be maintained (Lawrence & Lorsch 1969:53).

What follows are some of the strategies which may be utilised to further manage the movement from a fragmented to an integrated mode of operation.

5.5.1 Encourage knowledge about client needs

The client departments of the Gauteng provincial government who are the recipients of services from the Organisation Development component are the major drivers of change within the component. To drive internal change and sustain it requires a very healthy understanding of what makes the component tick, as well as understanding of the world that lies beyond its boundaries (see Greenspan 2001:5).

This will help the component to navigate through the transition from the fragmented to a more integrated mode of operation. Furthermore the overall understanding of the external environment as a global view must be injected into every conversation, communication, and interaction within the component.
5.5.2 **Create one point of entry for client requests**

The head of the component needs to create processes that promote the channelling of a single entry point for all mandates from clients. All requests from clients need to be received from one central point instead of them being received by fragmented specialised subcomponents. This will ensure that the allocation of the project manager is also determined from the central point which will encourage all specialised areas to make input on the allocation of the project.

5.5.3 **Encourage joint decision making**

Specialised subcomponents within the Organisation Development component need to be encouraged to participate in joint decision making regarding the allocated projects. This will mean that specialised subcomponents need to play a role in ensuring the effective way services are processed for delivery to the respective clients.

Joint decision making may be achieved by encouraging a movement from an outcome oriented to a process oriented mode of service processing as the client will now be part of the service design process and not only a service recipient. This helps to enhance and amplify an integrated interlinked self-dependent process.

5.5.4 **Promote knowledge of neighbourhoods**

Subcomponents need to be encouraged to move away from isolated structural thinking to naturally corporative components based on overlapping neighbourhoods of work tasks and functions (Zeleny et al. 1990:158). Specialist now has some clearer understanding of the needs and requirements of their counterparts within the Organisation Development component. Much more effective spontaneous and voluntary cooperation emerges when the individual workspaces are allowed to overlap.
5.6 THE LEADERSHIP ROLE IN PROMOTING INTEGRATION

In helping the employees to be enlightened and see the component from a holistic point of view, public service leaders who are concerned about integration want to know more about their role in creating and influencing it. The questions that leaders may ask themselves are:

❖ What qualities should leaders possess to deal easily with integration?
❖ What should leaders do to inspire employees to embrace integration?

From the standpoint of internal self-examination by public administration leaders, and of their knowledge of citizen and client departments service delivery needs, they can engage in a continuous process of inquiry and discovery – seeking to find those management systems and structures which will facilitate integration. When such systems and structures have been identified, leaders need to learn how to use them in a way that is appropriate to their organisation. They also will have to assist their organisation in aligning all their elements to what is likely to be a new system of management and organisational structure of an integrated nature. This can be achieved by utilising the following three factors for both the Gauteng Shared Service Centre and its Organisation Development function.

5.6.1 World class management

World class management is a specific set of practices in management of organisations across the world. These practices are mainly applied to institutions by leaders in trying to deal with aligning objectives to their clientele. Many of the practices of that system of world class management are becoming clearer to leaders who are inventing them and academics who are studying them. These practices are referred to by many names, such as “world class management” “integrated process management”, “quality management” and “total quality control” (Zeleny1988:265). Such management systems involve commitment to clients and other stakeholders, for the long-term objectives of the institutions, for quality services, and for the continuous improvement of processes which produce those services (Santos 2000:620).
This form of management approach emphasises the principles of the system approach in that it encourages wholeness. World class management is an evolving technology of integration, bringing together into one system of the institution, its members, and the institution’s external environment, especially its customers and other immediate stakeholders such as suppliers to government institutions and the society at large (Kettl 2002:55).

5.6.2 Alignment with management practices

In order for a world class management organisation to achieve superior performance, all the other components of the organisation must be consistent with the organisation’s core management practices and with each other.

Key elements in this alignment include:

- the attitudes, beliefs, and concepts widely held throughout the unit;
- the actions, skills, and styles of unit members (acting both individually and as team members);
- the ways of organising work and structuring unit relationships;
- the organisation’s systems (Stoner 1988:61)

Aligning these elements with core management practices is geared at seeking and designing such mechanisms in a way that would be consistent with excellent management: one of the critical, specific, “global” tasks of managers and leaders. This approach to leading is consistent with what William Torbert (1987:72) describes as integrating “action” and “inquiry”.

5.6.3 Alignment with organisation and component strategy

At the same time as leaders are seeking internal alignment of the organisation or component, they are also seeking alignment with their environment – both client and indirect citizen demands and political mandates. Specifically this largely means attending to the organisation’s strategy. An effective strategy is one which is consistent with the realities of the organisation unit and its
environment – one which matches the unit’s present and feasible future capabilities with the opportunities and threats presented by its competitors and other actors and factors in its environment.

The researcher is suggesting, as others, that the environment needs to be broadly construed and that sensitivity to changes in the environment (both political and social-physical) must be much more fluid, flexible, and continuous than has usually been the case. For this to happen, leaders probably need not concentrate only on new leadership technology, but a new metaphor, or set of metaphors, for themselves and their tasks, which will help them to find their way through the movement from specialisation to integration and its intermediary transition stage as discussed in section 5.5 above.

5.7 CONCLUSION

Chapter 5 discussed and developed the integrated operational model for the Organisation Development component of the Gauteng Shared Service Centre. The role played by the changed service environment in the public sector served as a point of departure for the deliberations. Benefits of an integrated operational model were also outlined for public sector institutions in the Gauteng provincial government. This will be achieved through the utilisation of the system approach emanating from the discussions in chapter 3 above.

Finally, integration was also described in a public service context. The chapter also attempted to elaborate on leadership impact on integration. The factors which are pertinent for leadership in order to impact positively on integration were investigated and discussed briefly. This was achieved through introducing the types of organisation integration to the whole discussion to shed more clarity to and support for the integration of Organisation Development functions.
CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The members of the public expect public institutions to always come up with better ways of improving services in these institutions. Organs of state exist for achievement of the overall government objectives. Service delivery is a critical challenge to the government’s ongoing efforts to ensure that the delivery process is efficient and responsive to communities. The improvement in efficiency and effectiveness by all public institutions is of paramount importance for their existence. Today public institutions should not tire in their pursuit for improved and better ways to service delivery to the citizens.

The study topic focused on the integration of organisation functions with emphasis on the Organisation Development component of the Gauteng Shared Services Centre within the time period as mentioned in section 1.5 of this dissertation. In the concluding chapter the researcher briefly reflects on the study process, the findings about integration, elaborates on the limitations of this dissertation of a limited scope, endeavours to provide some recommendations in an attempt to address Organisation Development function integration related issues as highlighted and finally draws some conclusions regarding the topic.

6.2 THE STUDY PROCESS

The study explores the importance of integration of Organisation Development component functions within the Gauteng Shared Service Centre. The two interrelated concepts of integration and improved efficiencies are discussed broadly in terms of their challenges for the contemporary Organisation Development function. The premise of the study is based on literature research evidence that integration is an important factor for an Organisation Development function towards component effectiveness and efficiency also do determine how the function responds to its external stimuli.

Chapter 1 is the introduction to the study. It introduced the study and analysis of integration of Organisation Development functions of the GSSC. Secondly it dealt with the statement of the
problem of why the integration of Organisation Development functions is important for the Gauteng Shared Service Centre of the Gauteng Government Department. Delimitations of the study, significance and purposes of the dissertation, research methods and situations affecting the study were discussed.

The nature and importance of integration and the bases for integration with special reference to the related concepts were discussed in Chapter 2. The chapter also discussed the development of the integration as a concept from information technology where it was mainly used in system integration. Its use in management studies was also discussed. The interpretation and contextual use of the term was discussed in detail in order to come up with more clarity about the concept of integration.

Next a definition of integration was constructed to be used in this dissertation of a limited scope. In order to expound on this subject, the researcher focused on theories in order to further support the assumption of a movement from a specialised mode of functioning of an Organisation Development component to a more integrated mode of functioning.

Chapter 3 provided a theoretical framework on the concept of integration, its sources and how it can be sustained in the long run. The General Systems Theory approach was utilised to further embark on the detailed analysis of integration as a concept and its applicability to Organisation Development functions.

The functioning of the GSSC Organisation Development component at the time of writing of this dissertation was discussed in chapter 4. Shortcomings of the current model were also briefly discussed. Expected benefits of and reasons for an integrated mode of operation was also given some attention.

Finally a proposed integrated model was developed in chapter 5 as an ideal for the functioning of the Organisation Development component within the Gauteng Shared Service Centre. This was supported by different reports and feedback received by the department from clients and different sources.
6.3 FINDINGS

The researcher found that recent public policy and practice demonstrate that there is a need for combining a diverse set of functions and activities into a collective arrangement. This was as a result of several changes to social, economic and political systems. Perceived failures of previous service delivery models also triggered the need to experiment with new arrangements and structures. Hence the need arose for Organisation Development functions of the GSSC to also follow suit by coordinating all functions to achieve improved efficiencies.

For these functions to function as a coordinated whole, there is a need for integration which will glue together all elements for the achievement of a component’s objective. At the same time it also became evident that for integration to achieve the intended objective, some level of differentiation is also of cardinal importance to ensure that subcomponent functions and activities also receive specialised attention.

It emerged that some resistance may arise from specialists who encounter integration of functions within the Organisation Development component as a threat. It was also evident that a shift to a more integrated mode of operation within the Organisation Development component will require new and often innovative structural arrangements (Keast & Brown 2006:52). The new mode of operation will therefore require the development of trusting relationships, attitudes, habits and acceptance.

6.4 LIMITATIONS OF THE STUDY

As is often the case, several potential limitations of this study should be recognised and taken into account when interpreting its findings. Firstly, it is necessary to recognise that the study uses different disciplines to investigate the nature and background of a phenomenon that is inherently dynamic. This can create problems in describing causal relationships.

A second limitation is that the study is based on a single source of reference, namely the Gauteng Shared Service Centre. Possibly, more research using multiple methods and sources are needed.
A third potential limitation concerns the factors influencing integration of the Organisation Development function. It was not possible in this research study to discuss all factors identified in the literature study. However, this is a possibility for further research and would be a step in the direction of an enhanced model.

A final potential limitation concerns the possibility of using the findings to generalise about the applicability of integration in other or related areas. Whether these findings can be generalised to other South African government institutions remains an empirical question.

While recognising the aforementioned limitations, the potential contribution of this research to a better understanding of integration and more specifically as applied to Organisation Development functions is important.

6.5 Recommendations

Generally public sector institutions need to enquire about improved and innovative ways to deliver services to the communities. These can be achieved by tapping into service delivery models based on seamless processes, enhanced relationships and shared responsibility and resources. The Organisation Development component integrated mode of operation has as its basis a strong emphasis on client service delivery through the realisation that efficiencies and effectiveness could occur through joint endeavours and shared information sharing within the component.

Furthermore governments have to encourage the integrated mode of operation in most of their service delivery centres. This will help in promoting the sharing of resources and efficiency and effectiveness improvements for these areas. To achieve the full benefits of the integration of Organisation Development function, all parties within the component must allow a shift from the prior adversarial arrangements within and between the sectors to a more relational mode that exceeds the expectations and outcome.
6.6 CONCLUSION

The recent changes to social, economic and political systems have converged to shift both the nature and dynamics of existing structures of government at both national and provincial levels. The Organisation Development component of the Gauteng Shared Service Centre as the facilitator of provincial departments’ efficiencies and effectiveness needs to reconfigure itself accordingly if it has to remain relevant. Integration of previously isolated activities is core to the improved functioning of this component.

The study has indicated that there is evidence which suggests that the integrated mode of functioning of the Organisation Development component can overcome service offering fragmentation as highlighted by different reports and feedback from Gauteng government departments. The integrated mode of operation can draw on greater expertise from expert specialists from subcomponents for a more creative and seamless service provision to client departments.

A lack of knowledge of the subtleties and complexities of a more coordinated operating mode, and failure to adjust behaviours, expectations and authority systems to accommodate the shift can seriously jeopardise the potential benefits of the integrated model. Achieving and sustaining this higher level integration orientation is dependent on all parties in the Organisation Development component adjusting their behaviours, expectations and processes.
SELECTED BIBLIOGRAPHY AND SOURCES


Coopererrider, DL. 1986. *Appreciative inquiry: toward a methodology for understanding and enhancing organisation innovation*. Cleveland, Ohio: Case Western Reserve University.


Hartigan, P. 2008. Combining markets and meaning: why social entrepreneurship is more than a passing trend. Paper delivered at the International Conference on Organizational Development. October 22, Austin, Texas.


APPENDIX A

24 August 2001

Mr. Jabu Moleketi
Member of the Executive Council
Finance and Economic Affairs
Mr. Jabu Moleketi
7th Floor
94 Main Street
JOHANNESBURG

Dear Jabu,

CREATION OF A GAUTENG SHARED SERVICES CENTRE AS A SEPARATE DEPARTMENT WITHIN THE GAUTENG PROVINCIAL GOVERNMENT

With reference to your memorandum in the above instance and after careful consideration I would like to advise as follows:

1. Permission is hereby granted for the establishment of a Shared Services Centre as a department within the Gauteng Provincial Government with its own Head of Department and Budget Vote.

2. I have decided to appoint you as the Executing Authority of the Shared Services Department.

3. A letter has been forwarded to the President informing him of the Amendment of Schedule 2 of the Public Service Act, 1994.

4. In conjunction with the Leader of Government business Mr. Trevor Fowler, you are requested to ensure that the relevant processes required by the Gauteng Provincial Legislature have been complied with.

Yours sincerely,

MASHISHOLA
PREMIER
GAUTENG

Office of the Premier: Premier's Private Office
36 Simon's Town, Johannesburg 2021 South Africa • Private Bag X61, Marshalltown 2175
Tel: 011 685 9000 • Fax: 011 685 9008 • Email: premier@gauteng.gov.za • Web: www.gauteng.gov.za
APPENDIX B

PROCLAMATIONS
by the
President of the Republic of South Africa

No. R. 55, 2001

AMENDMENT OF SCHEDULE 2 TO THE PUBLIC SERVICE ACT, 1994

In terms of section 7 (5) (a) (ii) of the Public Service Act, 1994 (promulgated under Proclamation No. 103 of 1994), I hereby amend, at the request of the Premier of Gauteng, Schedule 2 to the said Act, in respect of Gauteng, by the insertion in columns 1 and 2 of Schedule 2, after the words "Department of Sport, Recreation, Arts and Culture" and "Head: Sport, Recreation, Arts and Culture", of the words "Gauteng Shared Services Centre" and "Head: Gauteng Shared Services Centre", respectively.

Given under my Hand and Seal of the Republic of South Africa at Cape Town this Twenty-fourth day of October, Two Thousand and One.

T. M. MBeki
President
By Order of the President-in-Cabinet:

G. FRASER-MOLEKETI
Minister of the Cabinet

---

PROKLAMASIES
van die
President van die Republiek van Suid-Afrika

No. R. 55, 2001

WYSIGING VAN BYLAE 2 BY DIE STAATSDIENSWET, 1994

In gevolge artikel 7 (5) (a) (ii) van die Staatsdienstwet, 1994, (gepromulge deur Proklamasië No. 103 van 1994), wysig ek hierby, op versoek van die Premier van Gauteng, Bylae 2 by die genoemde wet, deur die woorden "Departement van Veiligheid en Skakeling" en "Hoof: Veiligheid en Skakeling", onderskeidelik die woorden "Gauteng Gedeelde Dienstentrum" en "Hoof: Gauteng Gedeelde Dienstentrum" in te voeg.

Gegee onder my Hand en die Seël van die Republiek van Suid-Afrika te Kaapstad op hede die Vier-en-twintigste dag van Oktober, Tweeduweend en Een.

T. M. MBeki
President
Op las van die President-in-Kabinet:

G. FRASER-MOLEKETI
Minister van die Kabinet

---

No. R. 56, 2001

SALARIES AND ALLOWANCES OF MEMBERS OF THE NATIONAL ASSEMBLY AND PERMANENT DELEGATES TO THE NATIONAL COUNCIL OF PROVINCES

1. In terms of section 3 (1) of the Remuneration of Public Office Bearer Act, 1998 (Act No. 20 of 1998) ("the Remuneration Act"), I hereby determine that the annual salaries and allowances of the various grades of members and office bearers of Parliament mentioned in Column 1 of Schedule 1 shall be as set out in Columns 2, 3 and 4 of Schedule 1 with effect from 1 April 2001, subject to section 3 (8) (a) and (b) of the Remuneration Act.

2. Column 4 of Schedule 1 (Notch 3) applies to a re-elected member who at any time has occupied his or her current office, or an office in the same or a higher grade according to Schedule 2, for a period of at least 24 months in total, whether continuous or not, and whether before or after 2 June 1999.

3. Column 3 of Schedule 1 (Notch 2) applies to all re-elected members other than those referred to in paragraph 2. When a re-elected member to whom Column 3 of Schedule 1 applies has held his or her current office, or an office in the same or a higher grade according to Schedule 2, for a period of 24 months in total, whether continuous or not, Column 4 of Schedule 1 (Notch 3) becomes applicable to that member.