

**RELOCATION OF FUNCTIONS IN THE FREE STATE DEPARTMENT OF
POLICE, ROADS AND TRANSPORT**

by

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ABSTRACT

The relocation of functions in the public sector is being initiated as part of structural changes to configure the structures of public institutions. It is implemented as part of initiatives that are aimed at assisting public institutions to achieve their policy commitments, promote coherence, coordination, efficiency, and effectiveness. They are intended to redesign and realign institutional structures of public institutions to enable them to be initiative-taking in serving the society. The process of relocation of functions involves various stakeholders who at times have conflicting goals and decision-making roles. By instituting the relocation of functions, these stakeholders seek to create conducive institutional cultures, clarify roles and responsibilities (redesign), build capacity for effective performance (development) and to improve service delivery performance. For the purpose of this study, the research activities were undertaken at the Free State Department of Police, Roads and Transport (DPR&T), a provincial government department consisting of a staff compliment of two thousand, two hundred and seventy-one (2271) employees. From this target population, a probability sampling method was used to select a representative sample of eighty-six (86) respondents to whom a research questionnaire was administered.

The findings of this study reveal that most respondents were professionally qualified and experienced African males aged between 50 and 59 years who had served DPR&T as Assistant Directors. Most of these respondents understood the reasons for the relocation of functions and were aware of changes it has had on the functioning, structure, and strategy of DPR&T. They however were not content about the degree to which they were consulted about the process of relocation of functions. As far as how conditions were during the relocation of functions, most respondents held the view that it was not associated with transfers, early retirement packages and retrenchments (job losses), and there were no threats that emanated from the proposed structure. These respondents thought that vacancies were filled as and when they became vacant and that there was job security. However, they reported that the process was stressful as their workload had increased, with lack of clarity about roles and responsibilities, limited support by supervisors and unrealistic performance expectations. As such, most of them felt they were underpaid for their job responsibilities and reported having contemplated resigning from DPR&T at some stage.

Most respondents were concerned about uncertainties that existed during the relocation of functions in DPR&T and according to them, timeframes for implementation were not communicated, there was lack of clarity of roles and responsibilities, there were no opportunities for employees to give input and the working conditions were unfavourable with regard to their active and productive participation. In as far as the roles of leaders and managers are concerned, most respondents held the view that leaders and managers consulted employees, communicated clear and precise messages, were transparent, they implemented consolidated policies and procedures and that they had appointed an independent service provider (change agent) to manage the process of relocation of functions.

In so far as the impact of relocation of functions on DPR&Ts and employees' performance is concerned, most respondents agreed that it has impacted on turnover, employees' workload, safety, degree of commitment to DPR&T and availability of skilled employees to enhance service delivery. Lastly, the majority of respondents held the view that the relocation of functions impacted on employees' morale, their performance (productivity) and degrees of certainty about career prospects and roles and responsibilities in DPR&T. Respondents further reported that the relocation of functions has impacted on the ability of employees to learn new skills and to effectively perform their work, thereby increasing the levels of anxiety amongst them.

Keywords

Relocation of functions, Free State Provincial Government, Department of Police, Roads and Transport, institutional culture, institutional design, institutional development, and institutional performance.

TŠHUTIŠO YA MEŠOMO GO KGORO YA MAPHODISA, DITSELA LE DINAMELWA YA FREISTATA

KAKARETŠO

Tšhutišo ya mešomo go lekala la setšhaba e tlhamilwe bjalo ka karolo ya kagoleswa go beakanya dikarolo tša diinstitšhušeni tša setšhaba. E tsenywa tirišong bjalo ka boitlhamedi bjo maikemišetšo a wona e lego go thuša diinstitšhušeni tša setšhaba go fihlelela merero ya dipholisi, go šoma ka mokgwa wo tee, ka tšhomišano, botsebi le bokgoni. Maikemišetšo ke kagoleswa ya makala a diinstitšhušeni tša setšhaba gore di kgone go šomela setšhaba gabotse. Tšhutišo ya mešomo e akaretša batšeakarolo ba go fapana bao ka nako e nngwe ba ka se kgone go tšea diphetho ka lebaka la maemo, mešomo ya bona le maikarabelo a mangwe. Ka tšhutišo ya mešomo, batšeakarolo ba go nyaka go thlemaleswa maitshwaro a institšhušeni, go agaleswa dikarolo le maikarabelo a bašomi ka maikemišetšo a go godiša bokgoni go kaonafatša mošomo wa go aba ditirelo. Dinyakišišo tša thuto ye di dirilwe Freistata go Kgoro ya Maphodisa, Ditsela le Dinamelwa (DPR &T), kgoro ya mmušo wa profense ya goba le maloko a 2271 a bašomi. Go šomišitšwe mokgwa wa dinyakišišo wa lenaneopotšišo go sampola baemedi ba bašomi ba go lekana 86.

Diphihlelelo tša dinyakišišo di bontšhitše gore bontšhi bja batšeakarolo bao ba nago le maswanedi a dithuto ke banna ba Afrika bao ba nago le mengwaga ye 50 le 59 bao ba šomilego DPR&T bjalo ka batlatša balaodi. Bontšhi ba batšeakarolo ba be ba kwešiša mabaka a tšhutišo ya mešomo le ka mokgwa wo se se tšilego go fetola tsela ya go šoma, sebopego le leano la DPR&T. Le ge go le jwalo, a se ba kgotsofalela mokgwa wa ditherišano le mokgwa wa tšhutišo ya mešomo. Go ya ka maemo a nako ya tšhutišo ya mešomo, bontšhi ba batšeakarolo e be ba gopola go re se se ka se ba ame ka go šutišwa lefelong la mošomo, go lokollwa mošomong pele ga nako (tahlegelo ya mešomo) le gore a gona matšhošetši ao a lego gona go sebopego se se šišintšwego. Batšeakarolo ba be ba gopola gore dikgoba tša mošomo di tlatšwa ge di e ba gona gomme mešomo ya bona e bolokegile. Le ge go le jwalo ba begile gore tshepedišo ye be e na le kgatelelo ya mogopolo, mešomo e okeditšwe ntle le hlalošo ya dikarolo le maikarabelo go bona, a go na thekgo ya mošomo gotšwa go balekodi le go letelwa go dira

mešomo ye e sa kgonagalego. Bontšhi ba be ba re ba lefelwa ka fase ga maikarabelo a maswa a mešomo ye ba e dirago gomme ba gopola go tlogela mošomo.

Bontšhi bja batšeakarolo ba amilwe ke tshepedišo ya go tsenywatirišong ga diphetogo tše, gomme ba re a se ba tsebišwa nako ya tšhutišo, a se ba hlalosešwa dikarolo le maikarabelo a maswa, a se ba fiwa sebaka sa go tšeakarolo, gomme dibaka tša go šoma a se tša maleba. Mo go karolo ya baetapele le balaodi bao ba amegago, batšeakarolo ka bontšhi ba arabile gore baetapele le balaodi ba boledišane le bašomi, ba ba file melaetša ye e nepagetšego, ba šomile ka go hloka sephiri, ba tsentšetirišong dipholisi le maano a tshepedišo, gomme ba thwala moabatirelo yo a ikemego (molaola diphetogo) go laola tshepedišo ya tšhutišo ya mešomo. Batšeakarolo ba dumela gore tšhutišo ya mošomo ya DPR&T e bile le ditlamorago tše di amilego tšweletšo ya mošomo, mošomo, polokego, potego ya bašomi go DPR&T le tahlegelo ya bašomi bao ba nago le bokgoni bja go kaonafatša kabo ya ditirelo. Mafelelong, bontšhi bja batšeakarolo ba re tšhutišo ye e amile boitshepo, tšweletšo ya mešomo, e tlišitše dipelaelo ka kgolo ya bona mošomong, dikarolo le maikarabelo go DPR&T. Ba begile gape gore se se amile bokgoni bja go ithuta dithuto tše di mpsa go ba kgontšha go šoma gabotse, gomme se se ba šiile le matshwenyego a mantšhi.

Mantšu a bohlokwa: Tšhutišo ya mešomo; Mmušo wa Profense ya Freistata; Kgoro ya Maphodisa, Ditsela le Dinamelwa; Maitshwaro a Institšhušeni; Kagoleswa ya Institšhušeni; Tlhabollo ya Institšhušeni; Phethagatšo ya mošomo wa Institšhušeni.

UKUTHUTHWA KWEMISEBENZI EMNYANGO WAMAPHOYISA, IMIGWAQO KANYE NEZOKUTHUTHA E-FREE STATE

OKUCASHUNIWE

Ukuthuthwa kwemisebenzi emkhakheni kahulumeni kuyaqalwa njengengxenywe yezinguquko zesakhiwo ukuze kumiswe izinhlaka zezikhungo zikahulumeni. Kuqaliswa njengengxenywe yezinhlelo okuhloswe ngazo ukusiza izikhungo zikahulumeni ukuthi zifeze izibopho zazo zenqubomgomo, zikhuthaze ukuhambisana, ukudidiyela, ukusebenza kahle kanye nempumelelo. Kuhloswe ngazo ukwakha kabusha kanye nokuhlela kabusha izinhlaka zezikhungo zezikhungo zikahulumeni ukuze zikwazi ukuthatha izinyathelo zokusebenzela umphakathi. Inqubo yokuthuthwa kwemisebenzi ibandakanya ababambiqhaza abehlukene okuthi, ngezinye izikhathi, babe nezinhloso ezingqubuzanayo kanye nezindima zokuthatha izinqumo. Ngokusungula ukuthuthwa kwemisebenzi, laba babambiqhaza bafuna ukwakha amasiko esikhungo afanelekile, ukucacisa izindima zemisebenzi kanye nezibophezelo (ukwakha kabusha), ukwakha amandla okusebenza ngempumelelo (ukuthuthukiswa) kanye nokwenza ngcono ukusebenza kokulethwa kwezinsizakalo. Ngenhloso yalolu cwaningo, imisebenzi yocwaningo yenziwe eMnyangweni wAmaphoyisa, Imigwaqo nezokuThutha eFree State (DPR&T), umnyango kahulumeni wesifundazwe onabasebenzi abayizi-2 271. Kusukela kulesi sibalo sabantu esihlosiwe, indlela yokusampula yamathuba yasetshenziswa ukuze kukhethwe isampula elimele abaphendulile abangama-86 abanikezwa uhla lwemibuzo locwaningo.

Okutholwe kulolu cwaningo kuveza ukuthi iningi labaphendulile kwakungabesilisa base-Afrika abaqeqeshiwe nabanolwazi abaneminyaka ephakathi kuka-50 no-59 abake basebenza kwa-DPR&T njengabasizi babaqondisi. Iningi lalaba abaphendulile laziqonda izizathu zokuthuthwa kwemisebenzi futhi belazi izinguquko ezibe nazo ekusebenzeni, ukwakheka namasu e-DPR&. Nokho, abazange baneliswe ngezinga abathintwa ngalo mayelana nenqubo yokuthuthwa kwemisebenzi. Mayelana nokuthi izimo zazinjani ngesikhathi kuthuthwa imisebenzi, iningi labaphendulile libe nombono wokuthi kwakungahlobene nokudluliswa kwezimali, izikhwama zokuthatha umhlalaphansi ngaphambi kwesikhathi kanye nokudilizwa (ukulahlekelwa yimisebenzi), nokuthi azikho izinsongo ezavela esakhiweni esihlongozwayo. Laba

abaphendulile bebecabanga ukuthi izikhala zomsebenzi zavalwa ngesikhathi zivuleka nokuthi kwakukhona ukuvikeleka komsebenzi. Kodwa-ke, libike ukuthi le nqubo yayicindezela njengoba umsebenzi wabo unyukile, ngaphandle kokucaciswa kwendima zemisebenzi nezibophezelo, ukusekelwa okulinganiselwe kwabaphathi kanye nokulindela ukusebenza okungenangqondo. Ngakho-ke, iningi labo laba nomuzwa wokuthi lalikhokhelwa kancane ngezibophezelo zomsebenzi wabo futhi labika ukuthi lalike licabange ukushiya i-DPR&T ngesikhathi esithile.

Iningi labaphendulile lalikhathazekile ngokungaqiniseki okwakukhona ngesikhathi kuthuthwa imisebenzi ku-DPR&T futhi ngokusho kwabo, izikhathi ezimisiwe zokuqaliswa azizange zidluliselwe, kube nokuntuleka kokucaciswa kwezindima zemisebenzi nezibophezelo, awekho amathuba okuthi abasebenzi banikeze imibono, futhi izimo zokusebenza bezingezinhle. Mayelana neqhaza labaholi nabaphathi, iningi labaphendulile linombono wokuthi abaholi nabaphathi baxoxisane nabasebenzi, badlulisele imiyalezo ecacile nenembayo, babeka izinto obala, basebenzise izinqubomgomo nezinqubo ezididiyelwe, futhi baqoke umhlinzeki wensizakalo ozimele (bashintsha umenzeli) ukuphatha inqubo yokuthuthwa kwemisebenzi.

Mayelana nomthelela wokususwa kwemisebenzi ku-DPR&T kanye nokusebenza kwabasebenzi, iningi labaphendulile livumile ukuthi ukuthutha kube nomthelela embuthweni, emsebenzini wabasebenzi, ukuphepha, izinga lokuzibophezela ku-DPR&T, kanye nokuba khona kwabasebenzi abanamakhono. ukuthuthukisa ukulethwa kwezinsizakalo. Okokugcina, iningi labaphendulile libe nombono wokuthi ukuthuthwa kwemisebenzi kube nomthelela esimilweni sabasebenzi, ukusebenza kwabo (ukukhiqiza) kanye nezinga lokuqiniseka mayelana namathemba emisebenzi nezindima zemisebenzi kanye nezibophezelo ku-DPR&T. Abaphendulile baphinde babika ukuthi ukuthuthwa kwemisebenzi kube nomthelela ekhonweni labasebenzi lokufunda amakhono amasha nokwenza umsebenzi wabo ngempumelelo, ngaleyo ndlela kwandise amazinga okukhathazeka phakathi kwabo.

Amagama asemqoka:

Relocation of functions

Ukuthuthwa kwemisebenzi

Free State Provincial Government

Uhulumeni wesifundazwe saseFree State

Department of Police, Roads and Transport

UMnyango wAmaphoyisa, Imigwaqo nezokuThutha

Institutional culture

Isiko lesikhungo

Institutional design

Ukwakhiwa kwesikhungo

Institutional development

Ukuthuthukiswa kwesikhungo

Institutional performance

Ukusebenza kwesikhungo

DECLARATION

I, Zolile Isak Chap hereby declare that this study entitled 'RELOCATION OF FUNCTIONS IN THE FREE STATE DEPARTMENT OF POLICE, ROADS AND TRANSPORT', as submitted to the Department of Public Administration and Management of the University of South Africa, is my own original work and has not previously been submitted to any other Higher Education Institution for the purpose of obtaining a degree. I further declare that all the sources that I have consulted or quoted have been indicated and acknowledged by means of a complete list of references.



Signature

15/03/2022

Date

DEDICATION

This study is dedicated to my late mother, Elizabeth Mosele “Majoele” Chap and grandmother Dimakatso Christina “Ma ’Mgwevu” Tonosi, who may be gone but will never be forgotten. May your souls rest in eternal peace.

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LIST OF ACRONYMS

ANC – African National Congress
BCEA – Basic Conditions of Employment
DEAT – Department of Environmental Affairs and Tourism
DG – Director-General
DPLG – Department of Provincial and Local Government
DPSA – Department of Public Service and Administration
DPSSL- Department of Public Safety, Security and Liaison
DPR&T – Department of Police, Roads and Transport
DPWR&T- Department of Public Works, Roads and Transport
DWAF – Department of Water Affairs and Fishery
EEA – Equity Employment Act
FS – Free State
FSDP – Free State Development Plan
FSPEC – Free State Provincial Executive Council
FSPG – Free State Provincial Government
FSPGDS -Free State Provincial Growth and Development Strategy
GCIS – Government Communications Information System
HEI – Higher Education Institution
HOD – Head of Department
ISD – Integrated Service Delivery
KPIs – Key Performance Indicator's
LRA – Labour Relations Act
MEC – Member of Executive Council
OHSA – Occupational Health and Safety Act
SLs – Salary Level's
SPSS – Statistical Package for Social Sciences
WBS – Work Breakdown Structure
WPTPS – White Paper on Transformation of Public Service

WTPSD – White Paper on Transformation of Public Service Delivery

PSR – Public Service Regulations

PCAS – Presidency’s Policy Coordination and Advisory Services

PAJA – Promotion of Administrative Justice Act

CHAPTER 1

GENERAL INTRODUCTION

1.1 BACKGROUND AND INTRODUCTION

Government institutions in the South African public service are inundated with criticism by opposition parties, community-based organisations and media for poor service delivery (Ledimo, 2014:44). Poor service delivery renders public institutions ineffective in fulfilling their mandates and it is a challenge that needs to be resolved urgently by transcending the traditional rationality of roles played by leaders and managers in improving efficiency, effectiveness, and responsiveness. According to Chemengich (2013:2), Methien (2014:126) and Florina (2017:313), there is a need to introduce strategies that support institutional culture, design, development and performance. The fundamental purpose of public service institutions according to Dorasamy (2010:59) is to provide services to satisfy the needs of citizens. Therefore, the roles of leaders and managers in these institutions is to improve the quality of life of its citizens. To be able to progressively achieve this goal, they need to, amongst others, develop strategies to capacitate and motivate employees (Osabiya, 2015:72 & Rahamawati, Haerani, Taba and Hamid, 2016:204), communicate effectively and to design systems and structures that support institutional performance (Junge, Kelleher and Hadjivassiliou, 2010:1; Saeed, Yadolla and Seyed, 2014:33 & Tehman, Muhammead and Rashid, 2014:469).

As part of the initiatives to bolster public service institutions' ability to resolve challenges with which they were faced, the Presidency's Policy Coordination and Advisory Services (PCAS) published a review in 2008 entitled 'Towards Fifteen Years Review'. This Review highlighted the need to change the macro-organisation of the state, promote good governance and better public management (PCAS, 2008). In terms of scope, the review was to be implemented by the public service in its totality as it proposed interventions that could be explored by local government. This Review was announced by the then President of the Republic of South Africa, Mr Jacob Zuma in May 2009. As part of a decentralized service, national and provincial governments were required to comply and further guide other organs of the state in local

government. The responsibility was placed on them to initiate ways in which they were going to align themselves to the imperatives of examining their operating structures, promoting good governance, and practicing better management. Like higher education institutions (HEIs), most government departments at that time started engaging in various forms of efforts to incorporate, integrate, consolidate, merge, and reconfigure their structures. Such decisions were not easy to implement since they involved complicated processes and costly activities for which resources were lacking (Azziz, Hentscke, Jacobs, Jacobs and Parthenon, 2017:4 & Audier, Chevalier and Robieux, 2018:1).

The Free State Provincial Government (FSPG), under the leadership of Premier Winkie Direko, who held this position from 1999-2004, had already innovated in the field of good governance since 2002 and it was the first province to introduce the “cluster system” to enhance coordination and dialogue between various stakeholders. In principle, it had created opportunities for stakeholders and in particular, government departments to work cooperatively to overcome their inherent tendencies of operating in isolation and in competition with one another. Competition between stakeholders lessens the chances of successful cooperation and diminishes synergy between them (Chipkin, Kivilu, Mnguni, Modisha, Naidoo, Ndletyana and Sedumedi, 2009:4). In support of the announcement by the President, the then Free State Premier, Mr Segobela “Ace” Magashule decided in terms of section 3A (b) of the Public Service Act (103 of 1994) subject to paragraph H, part III, Chapter 1 of the Public Service Regulations (2001) and paragraph 6.5 of the Treasury Regulations, that the functions of Roads, Transport and Traffic be transferred from the Department of Public Works, Roads and Transport (DPWR&T) to the Department of Community Safety and Transport (DCS&T).

Following the announcement by Premier Magashule, decisions were made in the Free State Cabinet and as such, the pronouncements of the Review were captured in official documents of the Free State Provincial Government, e.g., Free State Provincial Growth and Development Strategy (FSPGDS) 2005-2014 and Free State Development Plan (FSDP). Henceforth, in the 2009/2010 financial year, the FSPEC began with an effort to align its structure to meet the requirements of the Review. Emphasis was placed on initiatives to reconfigure, align and coordinate related functions of two departments, namely, DPWR&T and Department of Public

Safety, Security and Liaison (DPSS&L), which ultimately ended up featuring in DPR&T's 2017/18 Performance Plan. The FSPEC decided to relocate the Roads, Transport and Traffic functions from the Department of Public Works, Roads and Transport (DPWR&T) to the then DCS&T and created a new Department of Police, Roads and Transport (hereafter referred to as DPR&T). The Department of Public Works and Infrastructure was also created from DPWR&T. Although there were two departments involved in the relocation of functions, focus will be placed on the DPR&T as it inherited three functions. These processes were dealt with in accordance with the FSPGDS 2005-2014, and the FSDP which were aimed at enhancing capacity and the achievement of broader development objectives. These initiatives were not only aimed at streamlining functions and duties, but to aid speedy, high quality service delivery through cost effectiveness, efficiency, and accountability. An assumption is that there have been improvements in the DPR&T in relation to it achieving its strategic goals and objectives.

This study refers to research activities that were undertaken at the DPR&T. This Department is part of the Free State Provincial Government in the Free State Province and is explained in some detail in chapter 3 of this study. The purpose of this chapter is to give context by explaining the background and introduction, problem statement, research questions, aim and objectives as well as the significance of the study. The other discussions that are dealt with in it are about overviews of the research design and methodology, definitions of frequently used keywords and how the dissertation has been structured.

1.2 PROBLEM STATEMENT

The formulation of the problem statement in this study was guided by Walliman's (2011:147) and Welman, Kruger and Mitchell's (2005:52) definitions in which it refers to the identification of an issue or problem which merits research. According to them, a problem statement refers to interpretations which are not tested as research hypothesis, though they describe the main theme of the study. The process of relocation of functions in the public sector is implemented as part of change, reform, and integration (Kalimullah, Alam and Ashaduzzan, 2012:). It is intended to position public institutions to deliver services efficiently and effectively. There have been unprecedented changes in the South African public service since 1994. These changes have been brought by the need to restructure the public service in such a way that it operates

effectively and to ensure that the activities that they perform are appropriately grouped (departmentation).

In the discipline of Public Administration there is lack of research that focuses on the relocation of functions (Frans, 2014:48, DPSA¹, 2013-2015, WPTPS², 1995, WPTPSD³, 1997). The lack of research that focuses on relocation of functions in the public sector may have negative effects on future projects as information about how they were managed would be unavailable. Research findings about the implementation of relocation of functions by public institutions is therefore necessary to guide the implementation of similar projects. It helps create and preserve institutional knowledge (documentation) to which reference can be made in the future. Even though many South African public sector institutions have undergone the process of relocation of functions since 1994, there is lack of knowledge about how they have fared, and about the challenges that they have experienced and opportunities they have realized.

Despite the DPR&T having undergone the process of relocation of functions between the 2008 and 2009 financial years, information about how this process was managed and how it has impacted the department and its employees is not documented. There is lack of knowledge about the extent to which employees understood it, no records of the conditions and uncertainties to which they were subjected, nor of the roles of leaders and managers during the process, nor the impact that the process had on the DPR&T's and employees' performance. Research that focuses on this topic is required to identify implementation barriers that hinder effective implementation and to propose ways through which they can be overcome. Amongst other reasons, this study investigates whether the process of relocating functions by public institutions support the achievement of goals and outcomes that are envisaged in legislation.

¹ Department of Public Service and Administration

² White Paper on Transformation Public Sector (1995)

³ White Paper on Transformation of Public Service Delivery (1997)

1.3 SIGNIFICANCE OF THE STUDY

The process of relocation of functions in the public sector is critical because it positions public institution to deliver public services efficiently and effectively. The process is implemented as an integral part of the process of change and reform meant to enhance the extent of integration in the scope of services that are delivered by public institutions. If it is managed appropriately, it can help to eliminate the duplication of functions and help public institutions to respond proactively to the needs of communities. It can help to reduce incidences of service delivery protests that often emanate from poor service delivery by public institutions. If the process is not managed effectively, it can bear serious negative consequences on both public institutions and employees. It can lead to employee resistance, demotivation, poor performance, which will have a negative effect on institutional performance.

This study is significant in that it raises awareness of the various kinds of impact which the relocation of functions has on public institutions and employees. It contributes to knowledge in the field of specialization of strategic planning and management in the public sector that emphasizes on the need for public institutions to be structured in ways that position them to better deliver goods and services. The process of relocating functions is not an isolated responsibility but supports public institutions to achieve their Constitutional mandates. The process of relocation of functions should therefore be understood in the context of efforts to redesign, develop and improve the performance of public institutions. The findings of this study can be used as a frame of reference and best practice to guide the process of relocating functions by other public institutions in the public sector.

Research about the relocation of functions in the public sector responds to and supports goals that are contained in legislation and strategies, namely, the Constitution of the Republic of South Africa (1996), Public Service Act (103 of 1994), White Paper on the Transformation of Public Service (1995), White Paper on Transformation of Public Service Delivery (1997), Public Finance Management Act (1 of 1999) and Promotion of Administrative Justice Act (3 of 2000). This study also supports the goals that are envisaged in the Free State Department of Public Works, Roads and Transport's Five-Years Generic Strategic Plan 2005/06-2009/2010 and DPR&T's 2022 Annual Performance Plan.

1.4 AIM OF THE STUDY

The aim of the study is to examine the impact of the relocation of functions in the DPR&T. This is done by focusing on employees' knowledge and understanding of the process of relocation of functions, conditions and uncertainties to which employees were exposed during the relocation of functions, roles of leaders and managers and the impact of relocation of functions on DPR&T's and employees' performance.

1.5 RESEARCH QUESTIONS

There are several research questions that flow from the problem statement. These research questions are:

- What are the current developments in the literature review of relocation of functions in the public sector?
- Which research design and methodology can be used to examine the impacts of relocation of function in the public sector and in particular DPR&T?
- What can be learnt from the findings of a case study of the relocation of functions at the DPR&T?
- Which initiatives can be recommended to mitigate future negative impacts of relocation of functions in the public sector?

1.6 RESEARCH OBJECTIVES

In order to respond to the research questions that were posed in the previous sub-section, the following four research objectives have been formulated. The objectives of this study are to:

- review the existing and latest literature on the relocation of functions in the public sector,
- outline the research design and methodology that were used in the study,
- discuss the interpretation and analyses of the findings of the study, and to
- conclude and recommend ways through which the process of relocating functions can be managed in future to mitigate negative impacts.

1.7 RESEARCH DESIGN AND METHODOLOGY

The research design and methodology are discussed in detail in chapter 3. In this chapter, they are reflected upon as part of the general introduction. This study follows a quantitative research design through which a population sample is selected from the staff complement of DPR&T. The study is also empirical, descriptive, and explanatory and uses both primary and secondary data. The purpose of collecting secondary data is to lay a theoretical foundation, whilst primary data is interpreted and analysed as part of the findings.

1.7.1 Literature review

Secondary data will be collected for the purpose of conducting a literature review. This literature review focuses on current developments in the literature review of relocation of functions in the public sector. This literature review will be conducted by consulting relevant sources, such as textbooks and journal articles that have been published on the topic.

1.7.2 Legislation and official documents

Change in the South African public sector enjoys support from legislation. As a result, public sector institutions devote much of their resources planning and reporting on change initiatives and as such, legislation and official documents were considered a critical source of reliable information. In this study, legislation, and official documents, such as minutes of the lekgotla's, resolutions, annual plans and reports of FSPG are considered to be key in relation to the relocation of functions at the DPR&T.

1.7.3 Research design

The different components of the research design are explained in detail in chapter 3. In this chapter, focus is placed on introducing the research method, target population and study area.

1.7.4 Quantitative research method

This study uses a quantitative research method, which according to Cohen (2013:4) is useful for collecting quantitative data. The purpose of using a quantitative research method is that it proves to be appropriate in collecting the required data about employees' experiences of the impact of relocation of functions in the DPR&T.

1.7.5 Target population and population sample

A representative population sample is used as the source of primary data. This population sample will be selected from the target population that consists of employees of DPR&T. Measures will be undertaken to ensure that the population sample is representative and that the instruments that are used are valid and reliable to provide credible findings.

1.7.6 Study area

The study area at which the research activities will be undertaken is DPR&T. The study area is also explained in detail in chapter 3.

1.7.7 Research methodology

Primary data will be collected by means of research questionnaires. This research questions are aligned to the overall aim of the study. It will gather data about employees' experiences on the implementation processes of the relocation functions at DPR&T. This research questions are explained in detail in chapter three.

1.8 DEFINITIONS OF KEYWORDS

The keywords that are frequently used in the study are defined in subsequent subsections. They include relocation of functions, Free State Provincial Government, Department of Police, Roads and Transport, institutional culture, design, development, and performance.

Relocation of functions

The process of relocating functions is defined contrastingly in this study to the definition given by Rothe, Christersson, Heywood and Sarasoja (2014:1), who construe it as being about the change of address of an institution from one location to another. In this context, relocation of functions defines the process of relocating or assigning functions that were initially assigned to a public institution to another. It involves the process of changing the mandates or scope of work of a public institution, by limiting or expanding its scope of work. The process is informed by economic reasons and is intended to reposition such a public institution to deliver services efficiently and effectively. The process of relocating functions from one public institution to

another, as explained by Brown, Robinson and Dowlatabadi (2010:226), has diverse impacts on employees. It may not be entirely beneficial since it has financial implications and can interfere with employees' comfort, work behaviour, performance, wellbeing and job satisfaction.

Free State Provincial Government

The Free State Provincial Government (FSPG) is a provincial government that manages the state of public affairs in the Free State Province and is led by the office of the Premier. As explained in the Free State Strategic Plan (2015/16), the role of FSPG is to ensure that there is integrated governance and policy coordination. Its role is to facilitate and coordinate integrated planning, research, monitoring and evaluation and to provide effective and efficient administrative support to the Provincial Executive Council and Director-General. The role of the FSPG is to ensure that there is effective financial governance by provincial departments, to provide strategic direction and advice on human resource management, institutional development, legal services, utilisation of information technology and information communication technology, and to provide strategic communication and to ensure that the image of FSPG is upheld in good standing. Its role includes to coordinate and advise on the implementation of government programmes, to facilitate and coordinate special programmes and to render efficient and effective community liaison and participation.

Department of Police Roads and Transport

The Department of Police, Roads and Transport (DPR&T) is constituted in terms of the requirements of the Constitution of the Republic of South Africa (1996). Like other provincial departments of government, it was founded as a public sector institution in accordance with Schedule 3 of the Public Service Act (103 of 1994) in 2009 after the reconfiguration of the Departments of Public Works, Roads and Transport and Department of Public Safety, Security and Liaison. In the Republic of South Africa, there are nine DPR&Ts, each is located in a province and delivers services to citizens in that provincial jurisdiction. The mandate of this department is discussed in chapter 3 as part of the discussion of the study area.

Institutional culture

Schraeder, Tears and Jordan (2004:493) define institutional culture as a crucial factor in institutional effectiveness. According to them, institutional culture is about a history of a public institution and external events that may have helped shape its identity. As argued by Ledimo (2014:45), it defines a system of shared norms, constellation of beliefs, values, principles and ways of behaving that distinguishes a public institution from others. It is an institutional attribute that is most difficult to change and that can outlast products, services, founders, and leaders (Schein, 2009). It involves distinctive spiritual, material, intellectual and emotional features, employees' ways of thinking, feelings, personalities, and features that are manifested in work processes that determine the mission and objectives of a public institution (Rus and Rusu, 2014:565).

Shein analyses institutional culture from three levels, namely, artefacts, espoused values and basic underlying assumptions. Artefacts refer to facilities, offices, decors, furnishings, dress code and how employees interact. Espoused values refer to employees' professed culture, institutions' vision, mission, and useful operational creeds, whilst basic underlying assumptions refer to unseen and unconscious daily interactions between employees. Institutional culture, according to Varma and Saxena (2012:2-3), articulates a pattern of basic assumptions that are invented, discovered, or developed by employees as the public institution learns to cope with external adaptation and internal integration problems that worked well enough to be considered valid and therefore to be taught to new employees as the correct way to perceive, think and feel in relation to those problems. Institutional culture is an asset⁴ or liability⁵. The process of relocating functions has impact on the institutional culture of DPR&T as it involves structural changes and different work patterns. The process may be faced with resistance by employees.

Institutional design

Institutional design refers to how a public institution is structured to function effectively and efficiently. It is a systematic process of improving and aligning the structures, processes,

⁴ An asset is when shared beliefs and values facilitate cooperation and communication between employees and managers.

⁵ It is a liability when shared beliefs and values interfere with the needs of the institution and its employees (Varma and Saxena, 2012:3).

leadership, culture, employees, practices, and metrics to enable a public institution to achieve its mission and strategies (Burton and Obel, 2018:2). Allen (2012:1) define institutional design as a process of identifying dysfunctional aspects of workflow, procedures, structures, and systems and realigning them to fit current realities, plans and new changes. This process focuses on improving the institution and its employees. The design process leads to an effective public institution which signifies improved results, employee empowerment and commitment. The hallmark of the design process is a comprehensive and holistic approach to institutional improvement that touches on all aspects of the institution's life (Kesler and Kates, 2014:1).

According to Standford (2015:2) this process increases the probabilities of the institution being successful since it involves assessment and structural adjustments to position the public institution to function better and achieve its goals. It is a formal, guided process for integrating employees, information, and technology, determining structure and formal communication, division of labour, coordination, control, authority, and allocation of responsibility to achieve goals and objectives (Hadnfield, Monczka, Giunipero and Patterson, 2011:21). It is about determining the configuration of formal institutional arrangements, including formal structures, processes and systems that make up an institution. It also involves the coordination of tasks, workflow, responsibilities, and authority to ensure that they support the aim and objectives of the institution. The process of relocating functions brings about structural changes in the way in which DPR&T has been designed.

Institutional development

Institutional development is explained by Banutu-Gomez and Banutu (2016:57) as a practice of planned, systemic change in the beliefs, attitudes, and values. It enables an institution to better respond and adapt to external changes. As explained by Esposito (2016:2), it is about planned developments, improvements and reinforcements of the strategies, structures and processes that lead to institutional efficiency and effectiveness. Alejandro (2016:5), as well as Gildenhuis and Knipe (2000:124) define institutional development as a systematic process that is aimed at diagnosing and treating problems and that helps public institutions to maintain a state where they function effectively and efficiently. The process of relocating functions involves structural adjustments that are aimed at improving DPR&T's operational efficiency and effectiveness. It

is also aimed at supporting DPR&T to enhance service delivery and adapt to changes in the external environment.

Institutional performance

Muda, Rafiki and Harahap (2014:74) define institutional performance as an indication of the capacity of an institution to perform better in all aspects. It involves activities that are aimed at monitoring progress and adjusting in order to be productive and to achieve goals (Omoregbe and Umemezia, 2017:11). Institutional performance, according to Qazi, Shafique and Ahmad (2014:469), relies on employees' performance, meaning that in an institution, employees share a common goal that they should strive to achieve. In return, employers equally have the duty to support employees to achieve their performance goals. Employees' performance is a measure of an institutions' performance (Ubaka and Altamimi, 2017:2).

In the context of this study, the process of relocating functions is implemented as a means of support for employees to achieve their goals and objectives, which will then contribute to DPR&T's performance. As opposed to employees' performance, which can be measured against their productivity, several methods can be used to evaluate institutional performance, namely, quality, quantity, knowledge and creativity of employees. Devi (2017:11) in support of Novak (2017:434) state that institutional performance comprises actual outputs or results that are measured against intended goals and objectives. Institutional performance is a broad construct which captures what institutions do, produce and accomplish.

1.9 LIMITATIONS OF THE STUDY

Several limitations were identified, namely, the degree of uncertainty in the interpretation and analysis of findings, abstinence by respondents from answering certain questions, unavailability of certain respondents, for example managers who had resigned from DPR&T, retirees and those who had transferred to other departments, most of whom played a critical role in the process of relocation of functions.

1.10 ADHERENCE TO ETHICAL REQUIREMENTS

A detailed discussion of the ethical requirements that were adhered to is provided in chapter 3. These ethical requirements are in line with the guidelines issued by Olivier (2017:9) and Creswell (2014:59) and entailed ensuring that permission to conduct research is obtained which respondents consent to participate voluntarily in the research activities, research questions are answered anonymously, strict confidentiality is maintained and that data is stored and disposed appropriately. These ethical requirements also entailed that the Research Policies of Unisa and Regulations that guide the undertaking of research in DPR&T are complied with. This study is my own original work and was not previously submitted to any other higher education institution (HEI) for the purpose of obtaining a postgraduate degree. In order to avoid plagiarism, all the literature sources that were consulted are acknowledged in the text and are duly listed in the List of References.

1.11 STRUCTURE OF THE DISSERTATION

This section briefly outlines the focus of each of the following chapters.

Chapter 1

GENERAL INTRODUCTION

This chapter is introductory in nature and its purpose is to justify why there is a need to conduct research on the relocation of functions in the study area. The discussions that are dealt with in it include background information, problem statement, significance of the study, aim of the study, research questions and objectives, research design and methodology and definitions of keywords. The chapter lays the foundation for all discussions that are entered into by outlining the limitations of the study, ethical requirements that were adhered to and structure of the dissertation.

Chapter 2

LITERATURE REVIEW OF RELOCATION OF FUNCTIONS

The purpose of chapter 2 is to review the existing literature on the relocation of functions in the public sector. This literature will be analysed from a multidisciplinary approach to reflect on the

relocation of functions as a basis for creating a supporting institutional culture, institutional design, institutional development and institutional performance.

Chapter 3

RESEARCH DESIGN AND METHODOLOGY

The purpose of this chapter is to discuss the research design and methodology. This chapter also explains the study area at which the research activities were undertaken, the limitations of the study and the ethical requirements that were adhered to.

Chapter 4

INTERPRETATION AND ANALYSIS OF FINDINGS

The purpose of chapter 4 is to interpret and analyse the findings of the study. The findings are depicted in diagrammatic representations that flow from the sequence that has been used in the research questionnaire.

Chapter 5

CONCLUDING REMARKS AND RECOMMENDATIONS

This chapter discusses the concluding remarks and recommendations and furthermore highlights the areas on which improvements may be required. Furthermore, it recommends ways through which the future implementation of the relocation of functions can be improved at DPR&T and the public service in general.

CHAPTER 2

LITERATURE REVIEW OF RELOCATION OF FUNCTIONS

2.1 INTRODUCTION

The discussions that were dealt with in chapter 1 were introductory in nature and as such, justified why there is a need to conduct research on the relocation of functions in DPR&T. These discussions were about the background and introduction, problem statement, research questions and objectives and significance of the study. Additional discussions that were briefly explained were about the research design and methodology as well as the definitions of keywords, limitations of the study and ethical requirements that were adhered to. From these discussions, it is evident that the relocation of functions is of great essence as it is embraced as the means of helping public institutions to resolve challenges that may impact negatively on productivity and service delivery performance.

The purpose of this chapter is to lay a theoretical foundation and to respond to the first research question and objective that were described in chapter 1. It reviews the literature of the relocation of functions by focusing on the South African public sector. The relocation of functions in this study is identified as a dependent variable, whilst institutional culture, design, development and performance are considered as independent variables. This literature review is divided into four interrelated discussions that reflect on the definition of relocation of functions, the purpose of relocation of functions, the roles of leaders (public office-bearers) and managers during the relocation of functions and the outcomes that managers intend to achieve by instituting the relocation of functions.

2.2 LITERATURE REVIEW OF THE RELOCATION OF FUNCTIONS

As explained in the introductory remarks, this literature review focuses on the definition of the relocation of functions, its purpose, the roles of leaders and managers during the relocation of functions and intended outcomes that are envisaged by instituting the relocations.

2.2.1 Definition of the relocation of functions

In the South African public sector, the relocation of functions is often referred to as the process of the reconfiguration of government structures and has been implemented in most public services, such as in higher education institutions, South African Police Service, ministries and national and provincial departments of government. It is not a new phenomenon (Zuma, 2009; Zuma, 2014 & Presidency, 2015), even though it has not gained the research attention it requires.

From multidisciplinary literature, it is often used in tandem with processes such as change, reform, transformation, restructuring, integration, merger and transfer of functions (Brouwer, Mariotti and van Ommeren, 2004:335; Bronen and Chapin, 2013:9323; Sipe and Vella, 2014:404; Kura, Joffre, Laplante, and Sengvilaykham, 2017:140; Mortreux, de Campos, Neil Adger, Ghosh, Das, Adams & Hazra, 2018:123; Schwartz, Hellmann, McLachlan, Sax, Borevitz, Brennan, Camacho, Ceballos, Clark, Doremus, Early, Etterson, Pielder, Gill, Gonzalez, Green, Hanna, Jamieson, Javeline, Minter, Obenbaugh, Polasky, Richardson, Root, Safford, Sala, Schneider, Thompson, Williams, Vellend, Vitt, and Zellmer, 2012:732 & Hikichi, Sawada, Tsuboya, Aida, Kondo, Koyama and Kawachi, 2017:1). The process of relocation of functions is interpreted differently in diverse contexts and disciplines (Zweig, 2017:5; Editor, 2018:2 & Austin, 2008:138) and is often construed as being about location or site selection rather than a process that is necessary to successfully complete a process (Rothe, Christersson, Heywood and Sarasoja, 2014:1).

As defined in chapter 1, the relocation of functions refers to a process of relocating or reassigning functions that were initially assigned to a public institution to another. It involves the process of changing the mandate or scope of work of a public institution, by limiting or expanding it. The relocation of functions is implemented as part of a structural change (see Nkosi, 2015:21 & Buick, Carey and Pescud, 2017:50) that occurs during restructuring in the segments of divisions, branches and departments of a public institution. It pertains to the review of an institutional structure and roles and responsibilities of employees and managers. Thus, depending on how the process of relocation of functions is implemented, it can either make employees' roles and responsibilities easier and efficient, or contrarily complicate them and

cause them to become a source of inefficiency. This process impacts on the institutional structure, functioning or operations and how employees are managed, rewards, training and development, recruitment, selection, placement, and transfers. According to Nkosi (2017:22), it also involves leadership and management styles, as well as communication styles.

2.2.2 The purpose of relocation of functions

According to Christersson and Culley (2018:19), relocation of functions does not occur in a vacuum, but is a process that is informed by different reasons (e.g., political, economic, social, technological, and environmental). The process gives opportunities for public institutions to be catalytic and to introduce positive change, whilst at worst, the results may be opposite. It may have both positive and negative impacts on employees (Brown, Robinson and Dowlatabadi, 2010:226) and may incur financial losses, loss of comfort and job insecurity, disrupt working habits, decrease productivity, ill health and negatively affect the safety and general wellbeing of employees and public institutions (Bonder and Capron, 2018:8). As observed from literature, the purpose of relocating functions is to streamline the management of public institutions and to facilitate efficient and effective service delivery (Van Graan, 2015:460). The process is intended to reposition public institutions in such a way that they can deliver services efficiently and effectively.

Relocations of functions in the South African public sector are initiated to help public institutions to achieve their policy commitments. They involve processes that are not only influenced by structural reasons but prerogatives of political leaders or public office-bearers (Naidoo, 2019:252). They are initiated to promote coherence, better coordination and improved efficiency of government and to ensure that government departments are fit for purpose and sensitive to the austerity measures that drive government programmes. They are intended to redesign and realign institutional structures to enable them to be proactive in serving the society (Ramaphosa, 2019; Ramaphosa 2018). Relocation of functions, according to Rothe and Sarasoja (2012:2) involves multiple actors and stakeholders who at times have conflicting goals and decision-making roles. Political office-bearers and managers play important roles during the relocation of functions.

2.2.3 The role of leaders and managers during the relocation of functions

The purpose of this section is not to overlook other stakeholders in the relocation of functions. Like any change, the relocation of functions will require that all stakeholders are involved. The purpose of singling out political office-bearers and managers is to place emphasis on the authority and powers that are entrusted to them by legislation. Obviously, employees would have an equally important role to play, hence it is necessary to solicit their input and insights to encourage their active engagement in the wellbeing of the public institution (Selvadurai, 2013:9). The role of leaders and managers is diverse and depends on specified outcomes. They undertake different roles (for example, conceptualizing strategies, and participating in the implementation) under different circumstances (before and after the relocation) and as part of their role in strategic management, they develop and implement strategies to achieve change. The importance of effective leadership in the relocation of functions is critical to ultimate success (Chetty, 2010:34).

Employees are the most important resource in the process of relocating functions, but they are the biggest threat and obstacle too. Uncertainty regarding the changes may stir strong emotions because most employees may feel they have lost something during the transition from one state to another (Ionescu, Alexandrin and Dragomiroiu, 2014:295). It is therefore necessary that managers continually seek ways of developing the required capacity by recruiting the right number of employees with needed skills and experience to fill vacant positions. Positions will need to be filled as and when they become vacant to avoid work overload.

They need to communicate proposed changes and consult stakeholders that will be affected. Some of the information that they may consider communicating include the proposed institutional structure, skills that may be required in new roles and how the proposed structure will affect salaries and other work conditions. By consulting and engaging employees at the planning stages, will motivate employees to have interest in the proposed change and to support it. Employees must be given as much information, including the reasons for proposed changes. They also need to support employees, for example, by introducing the required training interventions and clarifying their roles and responsibilities.

In the South African public service, legislation, policies and governance requirements place responsibilities on managers to be transparent and accountable. Whilst promoting transparency, they are obliged to promote clarity and openness with which decisions are made and to communicate names of key officials that can be approached when there is uncertainty. Transparency must be applied in such a way that it promotes collaboration, cooperation and collective decision making (Makwarela, 2018:28). As explained by Makwarela (2018:28), in addition to promoting transparency, managers are also obliged to be accountable. They are required to report, explain and be answerable for the consequences of their decisions. In this respect, they need, at certain intervals, to make progress reports available to stakeholders for scrutiny and oversight. They need to communicate timeframes at which proposed changes will commence, and where possible, account for delays that may be encountered.

They also need to develop and consolidate policies that support the required change and to implement them in such a way that they do not cause uncertainty amongst stakeholders (Visagie and Steyn, 2011:99). In the case in which there is lack of internal change management expertise, managers need to source the assistance of an independent facilitator to assist in the management of the relocation of functions. At the same time, they need to hold the independent facilitator accountable and ensure that employees remain productive, motivated and committed to their work.

2.3 OUTCOMES OF INSTITUTING RELOCATION OF FUNCTIONS

From the discussion of the literature review, it is evident that the relocation of functions is an attempt by which initiators endeavour to create conducive institutional cultures, to design effective roles, processes and structures, development employees and institutions and to improve employees' and institutions' performance. Leaders and managers play an important role in this space and are critical stakeholders that need to ensure that there is success. Each of these keywords were defined in chapter 1 and are further discussed in relation to the relocation of functions and as outcomes that managers intend to achieve by instituting the relocation of functions.

2.3.1 Institutional culture

According to Schein (2009), the understanding and factoring in of institutional culture is increasingly becoming important due to rapid changes which public institutions are undergoing. This is so for the public service in South Africa in which most public institutions have had their operational structures reconfigured and others engaging in partnerships with private companies. This is so because of globalization that has brought about diverse multicultural institutions consisting of employees of different nationalities and ethnic groups who speak different languages and have different cultural practices. The need for the consideration of institutional culture is also influenced by technological complexity that must be considered when designing workflow and information technology that has changed the location and timeframes of the work environment. Institutional culture, as defined in chapter 1, refers to what is valued by employees, the dominant leadership style, language and symbols, procedures and routines and definitions of success that makes a public institution unique (Cameron and Quinn, 2011:22).

It is factored in because it is a phenomenon that facilitates the understanding of employees, their behaviours and attitudes in order to better manage institutional core businesses and to prevent misunderstandings and conflicts that often arise because of cultural differences (O'Donnell and Boyle, 2008:66; Schein, 2009 & Cameron and Quinn, 2011:22). In understanding institutional culture, it can be used to enhance employees' performance, quality and achievement of strategic goals, e.g., service delivery (O'Riordan, 2015:6). According to Harinarain, Bornman and Botha (2013:23), institutional culture provides a sense of meaning and sense of identity that becomes part of how employees identify themselves. As collective success increases, institutional culture strengthens, in turn increasing employee stability and improving their natural tendencies to participate. It unifies employees and stimulates commitment and performance.

According to Naoum (2001:180) public institutions that develop and maintain adaptive institutional cultures perform well financially. This kind of institutional culture provides predictability and stability and gives direction or rules of how employees should behave (Wagner and Spencer, 1996:67). Rigid or negative institutional culture is often cited as the primary reason for failure to implement institutional change because it leads to delays in

institutional development (Mzangwa and Serpa, 2019:4). Flexible or adaptive institutional cultures can cope with environmental influences and changes, whilst the rigid types obstruct adaptation to external influences (Sporn, 1996:55). In general, it can be difficult to change the culture of a public institution primarily because its employees may find it hard to change or adapt fast enough or in ways that are necessary.

A positive and adaptive institutional culture enhances institutional standards, including standards of employment and other human resources aspects that are dependent on the structure and hierarchy of a public institution (Mzangwa and Serpa, 2019:5). The hierarchy of a public institution is evident in a well-structured and formalized institution where formal procedures such as rules, policies, guidelines and procedures are outlined (Omerzel, Biloslavo and Trnavcevic, 2017:181). When changes are aligned with institutional beliefs, values and attitudes, such a change is accepted, and success is then possible. This is because of the prominence of the relationship between institutional culture and strategic management.

2.3.2 Institutional design

Institutional design is a human-centered approach that intends to improve how employees work together and how public institutions respond to change. As a concept, it borrows from the design thinking toolkit, mainly: empathy, systems thinking, co-creation and experimentation. It is an outcome that managers intend to achieve by initiating structural changes and in particular, the relocation of functions. It facilitates transformation, innovation, improved decision making, institutional learning (Dunne, 2018:1), employees' performance (Van de Ven, Ganco, and Hinings, 2013:394; Burton and Obel, 2018:1 & Connor, McFadden; and McLean, 2012:23 & Humayon, Ansari, Khan, Idbal, Latif and Raza (2018:123) and helps public institutions to achieve their service delivery goals (Shah, Hussain and Rahman, 2016:18).

Institutional design is defined by Shkurti (2016:233) as a process that involves the creation of structures, roles, processes to achieve goals. It refers to a continuous process (Gutterman (2015:24) of designing or changing an institution's structure, which involves decisions about six key elements: work specialization, departmentalization, chain of command, span of control, centralization, as well as decentralization and formalization. This process is done by identifying

key contextual factors that hinder the effective functioning of a public institution, namely: size, technology, environment, goals, strategies and culture (Shkurti, 2016:233). According to Gutterman (2015:11) and Puranam, (2012:18), institutional design clarifies how tasks must be carried out and how employees and teams should be placed within the structure of a public institution.

2.3.3 Institutional development

Institutional development is a holistic human resources development and capacity building approach that helps public sector institutions to achieve their service delivery goals in a sustainable manner (Smith, Stokes and Wilson, 2012:269 & Al-Khoun, 2015:40-41). It refers to a deliberately planned institution-wide change that targets human and social process and which intends to build the institutional capacity to adapt and renew (Cummings and Worley, 2014:28; Shvindina, 2016:125 & Esposito, 2016:2). It reinforces strategies, structures and processes that lead to institutional effectiveness and efficiency. According to McLean (2010:208) and Brijball Parumasur (2012:3), it refers to any process, activity, strategy or technique that has the potential to create an environment that enhances knowledge, expertise, productivity, job satisfaction, interpersonal relationships and other desired outcomes, whether for personal or team gain, or for the benefit of an institution or members of communities. According to Cox (2012:72) and Drucker (2015:240), it is associated with employee training, motivation, evaluation, remuneration systems, relationships with colleagues and leadership and is important for personal and institutional development.

It aims to improve quality, employee participation (Drucker, 2015:240) and performance (Alejandro, 2016:3) and its purpose is to enable a public institution to better respond and adapt to change and technological advances (Banutu-Gomez and Banutu-Gomez, 2016:57). Institutional development benefits public institutions in different ways: it allows for continuous improvement, increased communication, employee development, quality improvement and service delivery improvements. It advocates for an environment in which employees are treated with respect and in which there are relationships that are based on trust, openness and collaboration and in which there is less emphasis on hierarchical structures. It also supports an environment in which problems are directed to the relevant departments or figures and can thus

be resolved timeously, and an environment in which employees are consulted as dictated by need and updated regularly, as well as being encouraged to participate in the planning and implementation of change (Odor, 2018:63). However, institutional development interventions require the involvement of trained experts who can facilitate them successfully (McNamara, 2015:2 & Maxton and Bushe, 2017).

2.3.4 Institutional performance

Public sector departments are always striving to achieve their strategic objectives and goals. In the process, they engage in strategic management processes to formulate, implement and evaluate whether they are making progress towards achieving anticipated goals (Ahmed, 2018:581). By engaging in these activities, it increases the possibilities of them being able to improve performance and achieve their long-term goals (Al-Ansaari, Beder and Chen, 2015:2287 & Pinho, Rodrigues and Dibb, 2014:375). Institutional performance is defined by Muda, Rafiki and Harahap (2014:74) as a sign of the capacity of a public institution to be productive. It encompasses activities that are aimed at establishing and monitoring progress, as well as the ability to adjust, resulting in productivity (Omoregbe and Umemezia, 2017:11). As explained by Qazi, Shafique and Ahmad (2014:469), a public institution's performance depends on employees' performance and therefore, employers have a duty to support employees to achieve their performance goals. Employees' performance is a measure of an institutions' performance (Ubaka and Altamimi, 2017:2). In the context of this study, relocation of functions is instituted as a means of support for employees to achieve their performance goals and to contribute to DPR&T's performance. As opposed to employees' performance, which can be measured against their productivity, there are several methods that can be used to evaluate institutional performance, namely, quality, quantity, knowledge and creativity of employees.

According to Choudhary, Akhtar and Zaheer (2013:433) and Li-An (2011:114), institutional performance is measured in terms of return on assets, return on equity, net gross rate, and return on investments. Singh, Darwish, and Potocniks (2016:214) and Devi (2017:11) support this assertion by arguing that both financial and non-financial indicators can be used to assess the degree to which goals and objectives have been accomplished. The use of minimum

resources (efficiency) to successfully accomplish goals (effectiveness) can also be used to measure institutional performance. The main aim of private sector companies is making profit, which in the public sector is to deliver goods and services to satisfy the needs of communities. There are various facets in which the performance of a public institution can be evaluated, most of which are tangible (Choudhary *et al*, 2013:435 & Rhodes, 2008). Institutional performance is a measure of institutional progress, it shows how well a public institution is attaining its goals.

2.4 CONCLUSION

This chapter has reviewed the literature on the relocation of functions. In this literature, the process of relocation of functions was defined and the purpose of relocation of functions, roles of leaders and managers and outcomes that are anticipated from the relocation of functions were also discussed. From this literature, it is evident that the process of the relocation of functions in the public sector is implemented as part of a change meant to enable public institutions to deliver goods and services efficiently and effectively. It is also evident that despite the process of relocation of functions being important, it still has not received the much research attention which the public administration sector in South Africa requires. Therefore, research that focuses on the relocation of functions in the public sector is necessary to help political office-bearers and managers in public institutions with guidelines and best practices to which they can refer whenever they are required to implement structural changes that include the relocation of functions.

It is, however, necessary to ensure that ensure that the goals that are anticipated through this process are clearly articulated, the roles of stakeholders are defined and that the process is made to be as inclusive and consultative as possible. In the case where there is lack of internal expertise to manage the process, it is necessary to source the services of an independent facilitator. The process of the relocation of functions in the public sector is critical for assisting public institutions to achieve their strategic goals of aligning their mandates with the needs of society, improving their performance to deliver proactively and delivering quality services. If these are properly planned and implemented, they will assist public institutions to achieve anticipated goals of creating conducive institutional cultures, designing effective roles, processes and structures and developing the performance of employees and that of public

institutions. Having outlined the processes, impact and outcomes of the relocation of functions, the following discussion, Chapter 3, discusses the research design and methodology that were used in this study.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

Chapter 2 has focused on the literature review of relocation of functions in the public sector. This discussion was in line with the first research question and objective that were highlighted in chapter 1 and laid a theoretical foundation for all discussions that are entered into in the dissertation. From the discussions in chapter 2, it can be learnt that the relocation of functions is performed as a strategic function that outlines how public institutions must be structured. The process of relocation of functions is also a multidisciplinary subject that draws the attention of researchers from different academic disciplines. It can also be concluded in line with remarks that were made in the problem statement that there is lack of research on the relocation of functions in Public Administration and therefore there is a need for it to be explored.

The purpose of chapter 3 is to discuss the research design and methodology. However, prior to these discussions, attention is placed on the overview of the study area (DPR&T). The study area is introduced with special focus on its founding principles, strategic goals, stakeholders and staff complement. The discussion of the limitations of the study highlights limiting factors that were identified during the collection of data and interpretation and analysis of findings. Lastly, this chapter explains in some detail, ethical requirements to which the study adhered in order comply with policy requirements of both Unisa and the DPR&T.

3.2 OVERVIEW OF THE STUDY AREA

The study area at which the research activities were undertaken was identified in chapter 1 as the Free State Department of Police, Roads and Traffic (DPR&T). The discussions that are dealt with to introduce the study area include its founding as a Constitutional institution, its strategic goals and stakeholders and staff complement.

3.2.1 The founding of the Department of Police, Roads and Transport

Reference was made to the study area in chapter 1 and of special mention was that the research activities will be carried out at the DPR&T. As a provincial government department, the DPR&T

is a product of the relocation of functions or merger of the then directorates of Roads, Transport and Traffic from the then Department of Public Works, Roads and Transport, currently known as the Department of Public Works and Infrastructure to the then Department of Public Safety, Security and Liaisons, currently known as Department of Police, Roads and Transport. The transfer of the Roads, Transport and Traffic functions to DPSSL were executed in terms of the Constitution of the Republic of South Africa (1996) after which the newly established DPR&T was reclassified in accordance with Schedule 3 of the Public Service Act (103 of 1994). Like other public institutions, DPR&T is a Constitutional institution that has been established in accordance with the requirements of the Constitution of the Republic of South Africa (1996).

On 20 May 2009, cabinet held its first ordinary meeting in Cape Town and noted slow progress and challenges in implementing the macro-structure of government. The proposal on the setting up Cabinet Committees and clusters was approved, and the clusters outlined below were established with the members in the brackets.

1. Infrastructure Development (Transport, Public Enterprise, Communications, Energy, The Presidency: National Planning Commission, Water and Environmental Affairs, National Treasury, Human Settlement, Cooperative Governance and Traditional Affairs, Public Works and Economic Development).
2. Economic sector and Employment (Trade and Industry, Mineral Resources, Economic Development, Tourism, Rural Development and Land Reform, Agriculture, Forestry and Fisheries, Science and Technology, Finance, Communications, Public Enterprises, Higher Education and Training).
3. Human Development (Basic Education, Higher Education and Training, Health, Labour, Arts and Culture, Sport and Recreation, Science and Technology).
4. Social Protection and Community Development (Human Settlements, Social Development, Women, Youth, Children and People with Disability, Public Works, rural Development and Land Affairs, Water and Environmental Affairs, Transport, Cooperative Governance and Traditional Affairs).
5. International Cooperation, Trade and Security (International Relations and Cooperation, Defence and Military Veterans, State Security, Trade and Industry, Tourism, National Treasury, Water and Environmental Affairs).

6. Governance and Administration (Public Service and Administration, Co-operative Governance and Traditional Affairs, The Presidency: Performance, Monitoring and Evaluation and Administration in the Presidency including GCIS, Justice and Constitutional Developments, Home Affairs and National Treasury).
7. Justice, Crime Prevention and Security (Police, Justice and Constitutional Development and Correctional Services, State Security, Home Affairs and Defence).

The clusters were aimed at promoting policy coherence, the alignment of the work to government, promoting integrated service delivery on cross-cutting programmes of government, ensuring effectiveness in Cabinet decision-making processes, improving integrated approaches to performance monitoring and evaluation of government programmes. Further, they were aimed at promoting active collaboration to ensure effective implementation of government's programme of action. The State President of the Republic of South Africa, Mr Jacob Zuma in 2009 after he took over office instituted the macro-structure of national government, and the Cabinet Committees were introduced. This initiative was aimed at the configuration of the new Cabinet, which its rationale was to ensure that similar functions were grouped together to enhance efficiency and improved service delivery. The implementation of the new macro-structure had a significant impact on the public service at both national and provincial spheres of government. There were various name changes of at least seven (7) national departments, splitting of two (2) existing departments, resulting into the creation of four (4) new departments. From the four, at least two (2) new departments were established as a result of the relocation of functions from existing departments. Such a relocation of functions had to be allocated with concomitant resources and the re-organisation of eight (8) recipient departments and six (6) relinquishing departments had to be aligned with the new ministerial portfolios.

The renaming process had been undertaken through the establishment of the Departmental Technical Task Teams, which had to analyse the costs of effecting the name changes. The departments that had to be renamed were the following:

1. From the Department of Local Government to Cooperative Governance & Traditional Affairs.

2. From Department of Defense to Defense & Military Veterans.
3. From Housing to Human Settlements.
4. From Foreign Affairs to International Relations and Cooperation.
5. From Public Safety & Security to Police.
6. From Land Affairs to Rural Development & Land Affairs; and
7. From Intelligence Services to State Security.

The splitting departments were the Department of Education to Basic Education and Higher Education & Training, the Department of Mineral & Energy to the Department of Mineral Resources and the Department of Energy. The functions that were transferred were Forestry, from the Department of Water Affairs and Forestry (DWAF) to the renamed Agriculture, Forestry and Fisheries Department; Fisheries from DEAT was renamed the Agriculture, Forestry and Fisheries Department; Local Government Administration from DPLG to DPISA; SETAs from Labour to Higher Education and Training and Training Department; Tourism from DEAT to the renamed Tourism Department; Functions from Trade and Industry to Economic Development; Sanitation from DWAF to renamed Water Affairs Department; Environment from DEAT to Environmental Affairs Department; Women, Children and Disabled People functions from the Presidency to the Women, Children and Disabled People Department.

3.2.2 Strategic goals of the Department of Police, Roads and Transport

The vision of DPR&T is to ensure a prosperous Free State through provision of sustainable community safety, mobility, road infrastructure and management of government motor transport. As stated in the DPR&T's annual report for the 2019/20 financial year, its mission is to 'monitor, oversee and assess police service delivery in the Free State; promote integrated crime prevention initiatives; promote and regulate public transport and road safety; ensure road safety and integrated transport system and networks, and provide government motor transport.

According to the annual report for the 2016/17 financial year, as a way towards fulfilling its vision and mission, the DPR&T intends to achieve performance excellence through adherence to the following operational values: consultation, access, courtesy, openness and transparency,

information, redress, value for money, knowledge application, equality, equity and fairness, mutual trust and respect, professionalism, honesty, loyalty, integrity and accountability.

The core functioning and responsibilities of the DPR&T are as follows:

- Monitor and evaluate the performance of the South African Police Services (SAPS) in the Free State Province to ensure continuous improvements in its performance on crime prevention, law enforcement and quality services delivery.
- Coordinate and integrate government-led social crime prevention activities and the support of community initiatives.
- Coordinate the Criminal Justice System and Criminal Justice Cluster within the Free State Province to ensure sustained integration.
- Improve relations between communities and components of Criminal Justice Systems.
- Improve communication and information to empower communities.
- Validate the corridor criteria for subsidisation purposes.
- Improve integrated planning of road network and coordination with other transport modes.
- Integrate classified networks to provide mobility and access to stimulate growth.
- Compile tender and contract documents for road and bridge construction.

Whilst performing the functions that have been listed above, the DPR&T adheres to legislation that has impact on its roles, some of which are mentioned below:

- Promotion of Administrative Justice Act (3 of 2000)
- State Information Technology Agency Act (88 of 1998)
- National Road Traffic Act (93 of 1993)
- National Land Transport Act (22 of 2009)
- Free State Transport Act (5 of 2009)
- Road Traffic Act (29 of 1989)
- Control of Access to Public Premises and Vehicles Act (53 of 1985)
- South African Police Services Act (68 of 1995)
- Civilian Secretariat for Police Service Act (2 of 2011)

- Independent Police Investigation Directorate Act (1 of 2011)
- Domestic Violence Act (116 of 1996)
- Roads Ordinances Act (4 of 1996)
- Mineral Act (50 of 1998)
- National Veld and Forest Fire Act (101 of 1998)

In addition to this legislation, it complies with policy mandates and relevant court rulings that that are applicable to its powers and functions and that governs public sector department in South Africa.

3.2.3 Stakeholders of the Department of Police, Roads and Transport

In pursuance of its Intergovernmental Relations roles, DPR&T partners with other governments (e.g., Kingdom of Lesotho) and national stakeholders. Some of its partners include national and provincial departments of government and municipalities. According to DPR&T's 2018/19 Annual report, examples of government departments it has partnered with include the Department of Justice and Constitutional Affairs, Road Traffic Management Corporation (RTMC), South African National Road Agency (SANRAL), Administrative Adjudication of Road Traffic Offences (AARTO), Cross-Border Police, National Secretariat for Police Services and South African Post Office.

The DPR&T's 2019/20 Annual Report reflects contributions that DPR&T has made to improve the quality of life of the residents of the Free State Province; these are the following:

- As part of efforts to reduce the prevalence of violence and drug abuse in schools, their partnership with SAPS and the Department of Education resulted in the implementation of a successful search and seizure campaign across many schools in the province.
- Facilitation of the establishment of Mangaung Metropolitan Municipal Police Department.
- The implementation of DPR&T's multi-year road infrastructure projects which attracted much needed community interest and participation.

- The completion and opening of weighbridges in Senekal and Kroonstad and upgrading of more than ten testing stations, which contributed to the DPR&T's capacity for revenue collection.
- An ongoing process of developing Traffic Law Enforcement Code in partnership with RTMC and AARTO.
- Preparations and engagement on the National Taxi Indaba and the hosting of the Free State Taxi Indaba with the National Department of Transport.

Under crime prevention initiatives and as part of creating a safer Free State Province, DPR&T continues to work jointly with its key stakeholders (i.e., DoE, DoSD, Community Policing Structures, Justice, Crime Prevention and Security Clusters - JCPS) towards achieving the National Development Plan 2030 strategic objectives. Illegal mining activities in the Lejweleputswa District Municipality are one of DPR&T's key priorities. A task team that is led by SAPS has been established to reduce the scourge of illicit mining. There also some efforts to reduce Gender-Based Violence (GBV) and several awareness campaigns against domestic violence, human trafficking, acts of gangsterism, drugs and substance abuse have been conducted. These multi sectoral partnerships are key in ensuring that there is cooperation and integrated planning and functioning amongst government departments on community issues (Annual Reports 2018/19 and 2019/2020). The DPR&T also participates in multi-sectoral forums that are designated to deal with challenges that affect relations between the Republic of South Africa and the Kingdom of Lesotho.

The DPR&T has further initiated a progressive intervention and measure to empower previously disadvantaged individuals to participate in the mainstream economy by implementing programmes for the Contractor Development (CDP) that focus on job creation and sustainable development. The CDP are subcontracted to major roads construction projects with 30% of the project value incorporated in maintenance projects such road patch works, road signages and side roads grass cutting. Lastly, DPR&T subsidizes two bus contracts, Itumeleng Bus Lines (IBL) and Maluti Bus Services (MBS). It further supports the Provincial Taxi Council to maintain stability in the taxi industry and allocated R5 million to assist with the administration of the Council. The road safety training programmes for scholar patrols and leaners, education and

awareness campaigns are held continuously and law enforcement operations through roadblocks, against speeding and drunk driving are constantly conducted as a result of partnerships with stakeholders.

3.2.4 Staff complement of the Department of Police, Roads and Transport

According to the DPR&T's annual report for the 2019/20 financial year, the DPR&T is a large government department that consisted of two thousand, two hundred and seventy-one (2271) employees as at 01 April 2020. As shown in table 3.1, the majority of its employees are Africans, who account for an average of 91,32% of its staff complement. During the data collection stage, African women were the majority (50,20%) and 49,80% of its staff complement were males.

Table 3.1: Composition of the staff complement

GENDER/ RACE	AFRICAN	COLOURED	INDIAN	WHITE	TOTAL	PERCENTAGE
MALE	1045	26	2	58	1131	49.80%
FEMALE	1029	27	1	83	1140	50.20%
TOTAL	2074	53	3	141	2271	
AVERAGE PERCENTAGE	91.32%	2.34%	0.14%	6.20%	100%	100%

These employees interact at different levels of the structure of DPR&T and in particular, they consist of managers whose designations include Assistant Directors, Deputy Directors, Directors and Chief Directors from whom a population sample was drawn. As managers and decision makers, they are entrusted with the responsibilities to implement the relocation of functions. In addition, they are better positioned to respond to questions that are about strategic management and related issues. As shown in Table 3.1, Coloured, Indian and White employees are minority groups as they respectively account for 2,34%, 0,14% and 6,20% of the staff compliment of DPR&T. The research design and methodology are discussed next.

3.3. RESEARCH DESIGN AND METHODOLOGY

The research design and methodology were explained as part of the general introduction in chapter 1. In this chapter, the purpose is to explain them in some detail and to demonstrate how

they were applied. An intensive list of literature sources that focuses on research design and methodology and its constituent parts was consulted and used as a guideline. These literature sources include Gorard (2013:8), who outlines practical ways in which research design can be applied; Creswell (2014:273) and Rahi (2017:2), who gives insight about research design strategies and Madill (2015:220), Ponelis (2015:538) and Aliyu, Bello, Kasim and Martin (2014:80) who broadly deliberate on various basic research methods and paradigms.

3.3.1 RESEARCH DESIGN

Research design involves a systematic way of collecting data which is consistent with methods and ethics of social research (Antonius, 2003:26 & Kothari, 2008:4). According to Welman, Kruger and Mitchell, (2005:52) research design is planned according to which respondents are targeted and the type of information which is required. As argued by Vogt (2007:8), Thyer (1993:94), Ramodibe (2014:51), De Vaus (2001) and Trochim (2006), it refers to a plan that outlines how data will be collected, analysed and utilised to answer a research question. Mouton (1996:108) argues that the basis of a research design is to plan and structure a research project in such a manner that the validity of the findings is enhanced by eliminating potential errors. Research design, according to Kumar (2011:101), has two important functions, first, to explain procedures for undertaking a study, and secondly, to ensure that in case of causality, the independent variable has the maximum opportunity to have its effect on the dependent variable while effect of extraneous and chance variables is minimized. Its purpose is to improve the validity, objectivity and accuracy of findings. The research design that is applied in this study is quantitative in nature and uses a research questionnaire as a data collection instrument. This research questionnaire is administered to respondents in the DPR&T to determine their experiences of the impact of the process of relocation of functions.

3.3.1.1 Target population

According to Brynard and Hanekom (2006:51), Christensen, Johnson and Turners (2015:196) and Babbie, Mouton, Voster and Prozeskey (2015:196), target population refers to a group in the universe that possesses specific characteristics. It refers to a general population from which a population sample is selected. The target population in this study constitutes permanent and contract employees who were employed by the DPR&T prior to and post the relocation of

functions. In terms of DPR&T's Annual Report for the 2019/20 financial year, DPR&T had a staff complement of two thousand, two hundred and seventy-one (2271) employees as of 01 April 2020, excluding interns (refer to Table 3.1).

3.3.1.2 Sampling methods and procedures

Gutterman (2015:1), Sharma (2017:74), Martinez-Mesa, Gonzalz-Chica, Duguia, Bonamigo and Bastos (2016:328) as well as Kathor (2004:55), define sampling as a technique that is used by researchers to systematically select a population sample from a target population. It refers to a technique through which a subset of the entire population is chosen (Taherdoost, 2016:20) and helps to determine the study area at which research activities will be undertaken and respondents that will be interacted with to gather the required data (Creswell & Plano Clark, 2011:172). According to Creswell and Plano Clark, (2011:174) and Babbie and Mouton (2012:174), researchers have a choice to make between probability and non-probability sampling methods. Probability or random sampling (see Etikan and Bala, 2017:216 & Taherdoost, 2017:20) entails selecting a representative population sample from a target population to represent that population.

Probability sampling permits every single respondent from the target population to have an equal chance of being selected into the population sample (Martinez-Mesa, *et al.* 2015:330). Sampling techniques that can be administered as part of probability sampling include simple random, systematic, stratified, cluster and multi-stage sampling procedures (Rahi, 2017:3, Adwok, 2015:95 & Sharma, 2017:749). Whilst non-probability sampling includes techniques such as quota, purposive, self-selecting and snowball sampling procedures. The purpose of sampling methods is to identify the crucial sources of in-depth information, which cannot be obtained through other channels (Rahi 2017:3). The aims of sampling are to avoid bias in the selection of a sample and to achieve maximum precision for a given outlay of resources (Kumar, 2011:42; Adwok, 2015:95 & Thabane, 2004:4). For this study, the probability sampling method, using systematic sampling technique as the procedure, was used. Because all the employees of DPR&T (2271) were targeted as respondents, they all had an equal chance of being selected as the population sample.

3.3.1.3 Population sample

According to Walliman (2011:184) and Kumar (2011:148), a population sample is drawn from a target sample and refers to a small, but representative number of respondents from whom data is ultimately collected. Although this study targeted all 2271 employees, the population sample initially consisted of one hundred and thirty-two (132) respondents to whom the research questionnaires was administered. This population sample was considered representative as it consisted of employees that interact at different levels, that is, executive, senior, middle, and junior managers. As a result of spoilt, incomplete, and unreturned research questionnaires, the population sampled reduced to eighty-six (86) respondents, representing approximately 65.15% of the target population. This number was considered sufficient and was accepted as representative of the target population. All the respondents that were selected as the research sample were employees of DPR&T and they have participated, noticed, heard about, and experienced the impact of the relocation of functions on DPR&T.

3.3.1.4 Validity and reliability

Validity describes the degree of success of instruments to measure what they are supposed to (Heale and Twycross, 2015:66 & Elo, Kaariainen, Kanste, Polkki, Utrianen and Kyngas, 2014:3). It refers to a criterion that is used to evaluate the quality and acceptability of data (Bowen, Rose and Pilkington, 2017:15 & Zohrabi, 2013:258) and is about the extent to which it measures what it is intended to. Whilst reliability refers to the accuracy, consistency, dependability, and ability to replicate results (Brokelman, Haverkamp, Van Loon, Van Kampen and Veth, 2012:104; Muda, et al. 2014:76; Koonce and Kelly, 2014:39). In this study, measures were undertaken to ensure that the research questionnaire is valid and reliable. The research questions were phrased clearly and unambiguously and prior to administering them to the population sample, the questionnaire was circulated for comments by supervisor and for accuracy by former colleagues in DPR&T.

Comments that were received in relation to technical accuracy were then used as a basis to improve it and to finally administer it to the respondents. To ensure that the findings were valid and reliable, the data was captured into an excel sheet, coded, and cleaned. The data was

imported into the Stata 15 I/C software usually used for FUNCTIONS A AND B for analysis and the different analyses were performed to test the hypotheses.

Descriptive statistics were performed, and both the factor and Bartlett tests were conducted to check if a factor analysis is plausible. The Likert scale was classified, and the factor analysis was conducted to test for reliability and validity. A multiple linear regression model was finally used to check if there is association between the frequencies and the variables which were included in the factor analysis. Each finding was diagrammatically presented, interpreted and discussed/categorized.

3.3.1.5 Data interpretation and analysis

Data analysis refers to a process of systematic synthesis of research data and the testing of a research hypothesis using such data. According to Mouton (2001:108) its objectives are to comprehend the different aspects, determine relationships between variables and to determine whether there are patterns that can be isolated to establish themes in the data. Data interpretation and analysis, according to Liamputong (2009:284), Kruger, De Vos, Fourche and Venter (2005:218) is concerned with explaining and attaching meaning to the findings.

In this study, the findings are explained through the process of thematic and narrative analysis. Documentary sources are interpreted to fit in the context of the study and a blend of deductive, inductive and abductive methods are utilised to fashion data into an insightful analysis. Descriptive and explanatory analysis is used to determine the relationships and Statistical Package for Social Sciences (SPSS) is used to statistically interpret and analyse data. The findings are further presented diagrammatically.

3.3.2 RESEARCH METHODOLOGY

The research methodology that is used in this study was also explained as part of the general introduction in chapter 1. As explained in chapter 1, this study used a quantitative research method through which data was collected by means of a specially designed research questionnaire.

3.3.2.1 Data collection instrument

The instrument that is used to collect data depends on the purpose and type of study being undertaken (Ramodibe, 2014:84). This means that the researcher must select an appropriate data collection instrument that would assist in answering the research questions. For the purpose of this study, a structured research questionnaire was chosen for its reliability (Zohrabi, 2013:254) in comparison to other data collection instruments, e.g. interviews (Garner, McGauley, McCoy and Bonnett, 2017:7; Alshenqeenti, 2014:40; Creswell, 2014:97 & Venkatesh, Brown and Bala, 2013:35), focus group discussions and mixed methods (Almalki, 2016:291 & Dos Santos, Erdmann, Meirelles, de Melo Lanzoni, da Cunha and Ross, 2017:3).

The decision to use the research questionnaire as a data collection instrument was also motivated by the purpose of this study, types of research questions that were posed and availability of resources (Ponto, 2015:168). The research questionnaire was designed in such a way that it allows the respondents to select appropriate alternatives from a three-point Likert-type scale (see Kelley, 2017:52), that gives them the opportunity to rank alternatives in the order of importance, to reduce bias and to enhance reliability and validity. The research questionnaire is discussed in detail in subsequent subsections.

3.3.2.2 Research questionnaire

The research questionnaire was divided into two (2) main sections that enquired about the respondents' (a) demographic data and (b) knowledge and understanding of the relocation of functions (refer to Annexure C).

3.3.2.2.1 Demographic data

The first section of the research questionnaire enquired about the respondents' demographic data and consisted of six (6) research items, namely, gender, race, age, years of experience in DPR&T/ public sector, highest qualification achieved, and designation in DPR&T. These research items are briefly explained and justified in the following subsections.

Gender composition

Gender is an important demographic feature as it distinguishes between the needs of males and females in workplaces. As explained by Malefane (2005:19), Rajin (2012:36) and Mabunda (2016:44), priorities, expectations and career needs of male and female employees in the workplaces differ. The respondents could indicate their gender identity, whether they are male or female. Information about gender is critical to ensure that the findings are not biased towards any gender group.

Racial composition

In terms of the Employment Equity Act (55 of 1998), there are four (4) racial groups in South Africa, namely Africans, Coloureds, Indians and Whites. In order to reveal their racial identity, the respondents could select an appropriate alternative from this list.

Age distribution

Six (6) predetermined alternatives from which respondents could select were provided. The respondents could choose whether they were between 18-24, 25-29, 30-39, 40-49, 50-59 or 60 years and older. In terms of South Africa's National Youth Policy (2007), the respondents that are in the first two age cohorts (16-29 and less than 35) are considered as young, Generation Y. It is to be expected that the needs of young and older employees differ in workplaces.

Years of experience at DPR&T/ public sector

The years of experience of respondents in the workplace indicates their experience and degree of familiarity with how the organisation functions. Long-term serving employees are likely to be experienced and able to answer questions authoritatively, something that may be difficult for new employees. The six (6) predetermined alternatives from which the respondents could choose are (1) less than 2 years; (2) between 2 and 4; (3) 5 – 9; (4) 10 – 19; (5) 20 – 29; and (6) 30 years and more.

Highest qualification achieved

The respondents had to select whether their highest qualification was a (1) Matric (Grade 12 certificate), (2) Higher Certificate, (3) Diploma, (4) Degree or (5) Postgraduate degree.

Postgraduate degrees in terms of South Africa's National Qualification Framework (NQF), enlists all qualifications above NQF level 7 and may include for example, Honours, Masters and Doctoral degrees.

Designation in the department

Designation refers to the levels of seniority of employees in the hierarchy of an institution (Mohajane, 2018:24). It signifies the amount of power and responsibilities entrusted to employees and is used as a descriptor of the levels of interaction of employees. In this case, designation is identified as a feature of a representative population sample in that respondents were drawn from different designations and salary levels (SLs). Whilst responding to this research item, respondents could select from six predetermined designations of DPR&T, such as (1) PAs/ Practitioner/ Senior Admin officer; (2) Assistant Director/ Junior Manager; (3) Deputy Director/ Middle Manager; (4) Director/ Senior Manager; or (5) Chief Director/ DDG, and HoD.

3.3.2.2.2 Knowledge and understanding of the relocation of functions

The second section of the research questionnaire gathered data about the respondents' knowledge and understanding of the relocation of functions. This section was divided into six (6) sub-sections that enquired about the (1) extent to which respondents knew (understood) the process of the relocation of functions; (2) conditions and (3) uncertainties to which they were exposed during the relocation of functions; (4) roles of leaders and managers in the process of relocation of functions; and (5) impacts of relocation of functions on DPR&T's performance and (6) employees' performance. Whilst responding to questions that were posed in each sub-section, the respondents could select appropriate alternatives from a three-point Likert-type scale that indicates whether they (1) agree, (2) disagree or are (3) uncertain about the answer. Each of these sub-sections is explained in detail subsequently.

Understanding of the process of relocation of functions

This sub-section consisted of five (5) research items that enquired from respondents whether (1) they clearly understood the reasons for the relocation of functions; (2) the process of relocating functions had significant changes on DPR&T's operations; (3) structure (4) and on

strategy (vision, mission). Lastly, respondents were asked (5) whether or not they were consulted during the process of relocation of functions.

Conditions during the relocation of functions

This sub-section consisted of thirteen (13) questions that evaluated the conditions to which respondents were exposed during the relocation of functions. These research items enquired whether respondents were (1) transferred to other sections/ units or departments; (2) offered early retirement packages and (3) whether there were new vacancies that arose from the process of relocation of functions. The sub-section further enquired whether (4) there were retrenchments that culminated from the process of relocation of functions, (5) whether employees felt threatened by the new structure (organogram); (6) experienced stress; (7) job insecurity; (8) felt overworked (e.g., working for long hours and excessive responsibilities assigned to them) and (9) whether unrealistic performance expectations were placed on them. Furthermore, they were asked (10) whether they felt underpaid for job responsibilities they performed; (11) whether their superiors provided adequate support to them and (12) whether they experienced conflicting roles and responsibilities. Lastly, the respondents were asked (13) whether they had ever considered leaving the DPR&T at that time.

Uncertainties during the relocation of functions

This sub-section enquired about uncertainties that were evident during the relocation of functions. Respondents were required to determine whether the following uncertainties were evident during the process of relocation of functions:

- clear timeframes for implementation of the process of relocation of functions,
- employees had the required skills to perform job functions,
- clear roles and responsibilities assigned,
- opportunities to give inputs into the processes of the relocation of functions, and
- improved working conditions.

The role of leadership and management in the relocation of functions

The roles of leaders and managers are critical in the process of change. Effective leadership and management enhance effective change, in this context, success in the process of relocation

of functions. This sub-section assessed the effectiveness of leaders and managers in managing the process of the relocation of functions. The questions that were posed enquired whether (1) there was clear and precise communication about the process of relocation of functions; (2) whether employees were consulted about the outcomes of the process; (3) whether the process was transparent; (4) whether consolidated policies and procedures were applied and (5) whether an implementing or change agent was appointed to lead the process.

Impact of relocation of functions on DPR&T's performance

This sub-section enquired about the impact of the relocation of functions on DPR&T's performance. The questions that were administered enquired whether has experienced any of the following impacts along the process of relocation of functions:

- loss of valuable employees,
- increased workload for remaining employees,
- poor service delivery,
- reduced employee commitment, and
- shortage of skilled employees.

Impact of relocation of functions on employees' performance

This last sub-section assessed the impact of the relocation of functions on employees' performance. The respondents were required to indicate whether the process of relocation of functions had culminated into (1) low employee morale; (2) low productivity/ service delivery performance; (3) uncertainties about employees' future in DPR&T and (4) roles and responsibilities; (5) whether employees were forced to learn new skills and to be effective in their jobs; and (6) whether they experienced increased anxiety.

3.3.3 LIMITATIONS OF THE STUDY

As explained in chapter 1, four limitations have been identified, namely, degree of uncertainty in the interpretation and analysis of findings, abstinence from answering certain questions, unavailability of certain respondents and impact of Corona Virus Pandemic (Covid-19) on data collection. These limitations are explained below.

3.3.3.1 Degree of uncertainty in the interpretation of findings

The findings of this study contain incidents in which significant numbers of respondents were uncertain/ not sure. This degree of uncertainty is attributed to new entrants, i.e. respondents who were not employees of the DPR&T during the relocation of functions (less than 2 years). These respondents may not possess knowledge of how the process of relocating functions impacted on the DPR&T.

3.3.3.2 Abstinance from answering certain questions

There are incidents in which a significant number of respondents abstained from answering certain questions, which limits the interpretation and analysis of the findings. This abstinance is also correlated to new employees who had been with the DPR&T for less than 2 years. In the interpretation and analysis of findings, this deficiency has been reflected as 'missing'.

3.3.3.3 Unavailability of certain respondents

A significant number of targeted respondents were not available to respond to the research questionnaire. Because DPR&T is a large public institution, this is correlated to changes and movements that may have occurred over time. For example, some of these could be due to attrition, such as retirement, promotion, transfer or resignation. This limitation is also correlated to the impact of Covid-19 lockdown restrictions.

3.3.3.4 Impact of the Corona virus pandemic (Covid-19)

The declaration of the Global Covid-19 pandemic in March 2020 and consequent announcement by President Cyril Ramaphosa to place South Africa under strict level 5 restrictions impacted negatively on the collection of data. Employees that were permitted to go to work were those working in essential services, whilst the majority had to work from home until lockdown restrictions were uplifted. This posed a challenge in distributing and getting responses from some respondents because research questionnaires were distributed by email; others did not have resources, such as computers and data to retrieve and send emails. As a result, there were delays in obtaining appropriate numbers of completed research

questionnaires from respondents. A satisfactory number of responses were received at the end of February 2021.

3.3.4 ADHERENCE TO ETHICAL REQUIREMENTS

A brief explanation of the research ethics that were adhered to was provided in chapter 1 and are explained in some detail in the following sub-sections.

3.3.4.1 Permission to conduct research

Permission to conduct the research activities in the DPR&T was requested in writing and was formally granted by the Head of Department (HoD) Mr SS Mtakati on the 06 November 2019 (refer to Annexure A). According to the Public Service Regulations (2001), HoDs are accounting officers and are duly authorised to approve applications for permission to conduct research in public service institutions.

3.3.4.2 Consent form and voluntary participation

The first page of the research questionnaire is the consent form that respondents were required to fill-in before participating in research activities. They were informed of the objectives of the study and that the information that was collected would solely be used for the purpose of fulfilling the requirements of the MPA degree. The respondents were not coerced into participating in the research activities and could withdraw at any given time (refer to Annexure B).

3.3.4.3 Anonymity

In order to ensure that the research activities were conducted anonymously, respondents were not required to reveal their identity and personal information, such as personnel numbers, names or any other information that can be used to identify them. The research questionnaires were not coded or marked.

3.3.4.4 Confidentiality

As explained in the consent form, the respondents were assured that the data they disclosed in the research questionnaire would not be shared with any third party and that it would be handled confidentially.

3.3.4.5 Storage and disposal of data

In compliance with the Research Ethics Policy of the University of South Africa and the Regulations that guide the undertaking of research activities in the South African public sector, all the data that has been gathered from the respondents will be stored for a period of between five (5) and ten (10) years, the period after which it shall be disposed appropriately.

3.3.4.6 Compliance with research ethics policies

The Research Ethics Policy of the University of South Africa and Regulations that guide the undertaking of research in the South African public sector were at all times observed and upheld. This study is my own original work and was not previously submitted to any other higher education institution (HEI) for the purpose of obtaining a postgraduate degree. All the literature sources that were consulted are acknowledged and are duly listed in the List of References.

3.5 Conclusion

The purpose of this chapter was to discuss the research design and methodology. As explained in the introductory remarks, three additional discussions were dealt with, namely, study area, limitations of the study and ethical requirements that were adhered to, were dealt with. Consistent with the second research objective that was described in chapter 1, this chapter has chosen a quantitative research method and used a research questionnaire as a data collection instrument. The motivation for having chosen a quantitative research method was also explained in this chapter.

The research questionnaire was administered to a representative sample consisting of eighty-six respondents that were selected through random sampling procedure from the DPR&T's staff complement of two thousand two hundred and seventy-one employees. It can be concluded that despite the data gathering stage having gone well, there were limitations that were encountered, and the most worrying being about the degree of uncertainty and abstinence by respondents from answering certain questions. Chapter 4 interprets and analyses the findings

of the study and lays the foundation for concluding remarks and recommendations that are dealt with in chapter 5.

CHAPTER 4

INTERPRETATION AND ANALYSIS OF FINDINGS

4.1. INTRODUCTION

The purpose of Chapter 3 was to discuss the research design and methodology. In addition to these, other discussions that were dealt with were about the study area, limitations of the study and ethical requirements that were adhered to. The motivation for having chosen a quantitative research method was also explained in chapter 3. The chronological order in which the research questionnaire was structured is used as a basis for discussions that are dealt with in chapter 4. This chapter responds to the third research question that was posed in chapter 1, that is. 'what lessons can be learnt from the findings of research that focused on the relocation of functions at the DPR&T?'.

The chapter therefore sheds insight about the findings of the study and lays a foundation for concluding remarks and recommendations that will be discussed in chapter 5. First, it discusses the findings of the biographic profile of respondents and second, respondents' knowledge and understanding of relocation of functions. As explained in chapter 3, descriptive and explanatory analysis are used to interpret and analyse the findings and where possible correlations between them are determined. Furthermore, the interpretation and analyses of these findings is done with the aid of tabular and diagrammatic representations.

4.2 FINDINGS OF THE STUDY

These findings are divided into two sections, namely, A and B. Section A interprets and analyses the biographic profile of respondents, whilst section B focuses on the findings of respondents' knowledge and understanding of relocation of functions. The basis of these findings is to inform the closing remarks and recommendations that are discussed in chapter 5.

4.2.1 BIOGRAPHIC PROFILE OF RESPONDENTS

The biographic profile of respondents features in six (6) demographic factors, namely, gender composition, racial composition, age distribution, years of experience at DPR&T/ public sector, highest qualifications achieved and designations of respondents in DPR&T. These findings are interpreted and analysed in the next sub-sections.

4.2.1.1 Gender composition of respondents

As explained in Chapter 3, gender was identified as an essential feature of a representative population sample. Information about gender composition is necessary to substantiate whether the DPR&T is progressing well towards achieving its numeric targets in as far as its compliance to the Employment Equity Act (55 of 1998) is concerned.

Table 4.1: Gender composition of respondents

Gender Composition	Number of responses	Percentage
Male	44	51,17
Female	42	48,83
Total	86	100

As shown in table 4.1, most respondents were males (51.17%), whilst females constituted a minority (48,83%). This finding is comparable with demographic outlooks of most South African public service institutions in that there is always a marginal difference between the two. In this study, this finding is justified because it is consistent with the staff complement of DPR&T as shown in table 3.1 in chapter 3; in which there is a marginal difference between the numbers of male and female employees.

4.2.1.2 Racial composition of respondents

As shown in table 4.2, an overwhelming majority (82,56%) of respondents were Africans. Like the finding about gender, this analysis is consistent with the racial composition of most public institutions and in general, the racial outlook of the South African population.

Table 4.2: Racial composition of respondents

Racial Composition	Number of responses	Percentage
Black/ Africans	71	82,56
Coloureds	7	8,13
Indians	1	1,17
Whites	7	8,13
Others	-	-
Total	86	100

Both Coloured and White respondents constituted 8,13% of the population sample, whilst Indian respondents were the minority (1,17%). Statistically, the majority of employees at DPR&T during 2020 were Africans (see table 3.1 in chapter 3). They constituted over 90% of its staff complement.

4.2.1.3 Age distribution of respondents

As explained in chapter 3, the age distribution of respondents was stratified into six (6) age cohorts, i.e. 1. (18-24), 2. (20-29), 3. (30-39), 4. (40-49), 5. (50-59), and 6. 60 years and above. As shown in table 4.3, a significant majority were matured respondents (between 50-59) as they accounted for 34,89% of the population sample. The second majority (32,55%) consisted of middle-aged respondents (between 40 and 49 years).

Table 4.3: Age distribution of respondents

Age distribution	Number of responses	Percentage
18-24	1	1,17
20-29	8	9,30
30-39	15	17,44
40-49	28	32,55
50 -59	30	34,89
60+	4	4,65
Total	86	100

Three age cohorts, 30-39; 20-29 and 18-24 were added up to arrive at a sum total of 32,56% respondents. The latter two (20-29 and 18-24) are young employees that DPR&T needs to develop and invest in to gain experience. Young people are classified as persons aged between 14 and 35 according to the South Africa's National Youth Policy (2007). A minority of respondents (5%) were those that were 60 years and above.

4.2.1.4 Years of experience at DPR&T/ public sector

The number of years of experience of respondents in DPR&T/public sector is an indicator of their degree of loyalty and experience. Similarly, information about the respondents' numbers of years of experience was considered as a feature of a representative population sample. As shown in table 4.4, the number of years of experience of respondents was stratified into six (6) categories.

Table 4.4: Years of experience at DPR&T/ public sector

Years of Experience in DPR&T/public sector	Number of responses	Percentage
Less than 2 years	-	-
2-4	7	8,13
5-9	14	16,28
10-19	29	33,72
20-29	26	30,24
30+	1	11,62
Total	86	100

As shown in table 4.4, none of the respondents were employed by DPR&T/ public sector for less than 2 years. Most respondents (33.72%) indicated that they were employed by DPR&T/ public sector for over 10 years, whilst the second majority were there for over 20 years. Only one respondent (11%) reported that they had served DPR&T for over 30 years.

4.2.1.5 Highest qualifications achieved by respondents

As illustrated in table 4.6, most of DPR&T's employees are skilled, approximately 89,53% of them reported that their highest educational achievements surpassed a matric (Grade 12) certificate and over 60% of them were graduates; they had achieved undergraduate and post graduate degrees.

Table 4.5: Highest qualifications achieved by respondents

Highest qualifications achieved	Number of responses	Percentage
Matric	9	10,47
Certificate/ Higher Certificate	7	8,13
Diploma	17	19,78
Degree	28	32,55
Post Graduate	25	29,07
Total	86	100

About 10,47% of the respondents' highest educational achievements was a matric (grade 12) certificate and a further 19,78% a diploma. This finding is indicative of most of DPR&T's employees being literate and appointed in professional occupations.

4.2.1.6 Designations of respondents

Designation is often used as an indicator of salary levels in which employees interact. Similar to gender, race and age groups, designations of respondents were considered as a crucial feature of a diverse population sample. As explained in chapter 3, respondents could indicate their designations by choosing from five pre-determined alternatives that are illustrated in table 4.6.

Table 4.6: Designations of respondents

Designation in DPR&T	Number of responses	Percentage
Assistant Directors/ Junior Managers	42	48,84
Deputy Directors/ Middle Managers	21	24,41
Directors/ Senior Managers	17	19,77
Chief Directors/Executives	6	6,98
Total	86	100

Most of the respondents (48,84%) were Assistant Directors, appointed to SLs 9-10. Deputy Directors (SL 13) were the second highest majority as they constituted 24.41%. Directors constituted 19,77%. In any public institution, there is a limited number of executives (e.g., Chief Directors and Accounting officer), as such, in this study, they are a justified minority (6,9%). The finding of the respondents' knowledge and understanding (section B) are interpreted and analysed subsequently.

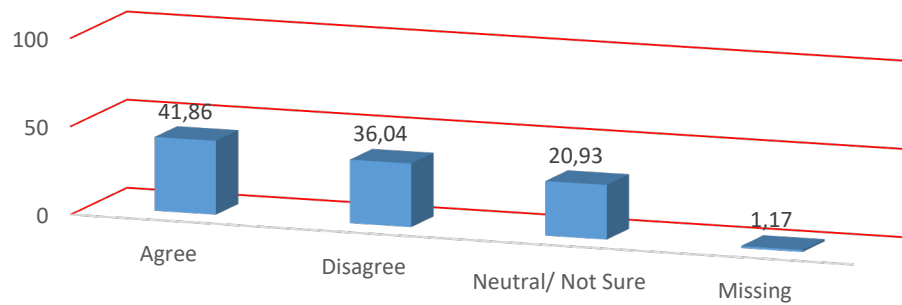
4.3 KNOWLEDGE AND UNDERSTANDING OF RELOCATION OF FUNCTIONS

As explained in chapter 3, section B enquired about respondents' knowledge and understanding of the relocation of functions. This section comprised of six (6) sub-sections that were identified as units of observation, namely, understanding of the reasons for relocation of functions, conditions and uncertainties to which employees were subjected, roles of leaders and managers during the relocation of functions and impacts of relocation of functions on DPR&T's and employees' performance.

4.3.1 Understanding of reasons for relocation of functions

This sub-section analyses the findings of respondents' understanding of reasons for the relocation of functions and changes it had on the functions (functioning), operations, structure and strategy and whether employees were consulted during the relocation of functions or not. The respondents were asked whether they clearly understood the reasons for the relocation of functions. As shown in figure 4.1, most of them (41,86%) reported that they did.

Figure 4.1: Understanding of reasons for relocation of functions

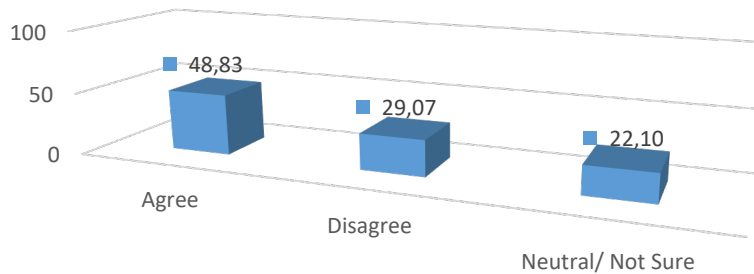


In contrast to those that agreed, a proportionate number of respondents (36,04%) reported that they did not understand the reasons for the relocation of functions. This means that there may have not been consulted when the process begun. Approximately 20,93% of the respondents were uncertain and 1,17% responses were missing.

4.3.2 Change brought by relocation of functions on operations/ functioning

Further to the clarity with which the relocation of functions was understood, the respondents were asked to indicate whether the relocation of functions has had any effect on the operations of DPR&T. As shown in figure 4.2, most of them (48,83%) agreed.

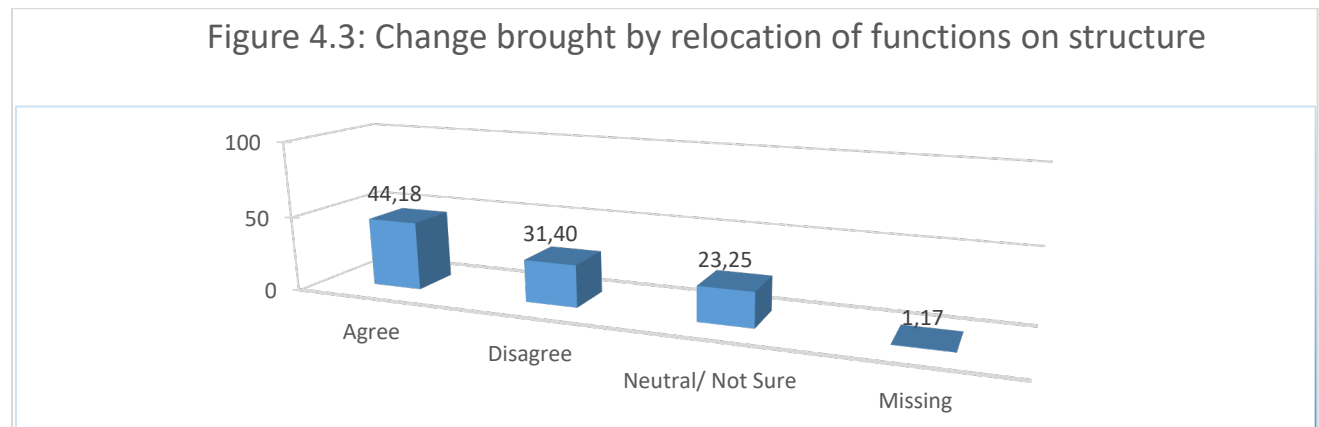
Figure 4.2: Change brought by relocation of functions on operations



A further 29,07% held a contrary view, whilst 22,10% were uncertain. This is the first finding in which the rate of uncertainty exceeds 20% and is worrying. This finding is unusual because Assistant Directors and Deputy Directors, most of whom were respondents, are responsible managing operational issues.

4.3.3 Change brought by relocation of functions on structure

In large institutions, operations are undertaken in terms of structural arrangements; it therefore is justifiable to assume that this finding correlates to the previous one. Most respondents (44,18%) agreed that the relocation of functions had effect on the structure/ organogram of DPR&T.

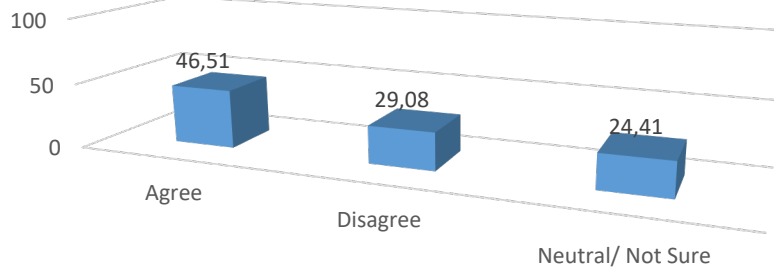


Approximately 31,40% of respondents held a contrary view, whilst 23,25% others were uncertain. The finding is similarly cluttered by a high rate of uncertainty and the difference between the two is marginal. About (1,17%) of the respondents did not answer this question.

4.3.4 Change brought by relocation of functions on strategy

The purpose of asking this question was to assess whether the respondents were familiar with the strategic objectives of DPR&T. This question becomes even more important in that they occupied leadership and managerial positions and were responsible for implementing strategy. As shown in figure 4.4, many respondents (46,51%) agreed that the relocation of functions has brought about changes on the strategy of DPR&T.

Figure 4.4: Change brought by relocation of functions of strategy

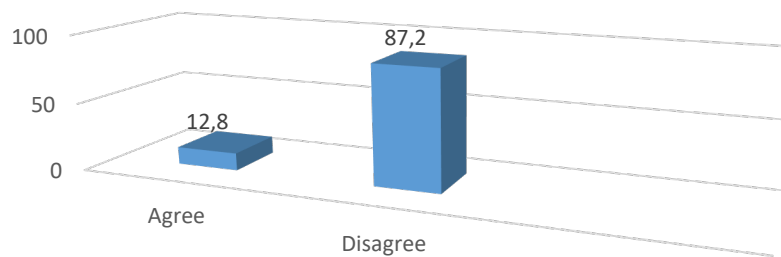


Similar to the two previous findings, this finding is also cluttered with a high rate of uncertainty because there is a marginal difference of less than 5% between respondents that disagreed (29,08%) and those that were uncertain (24,41%). It is however noteworthy that a proportionate number of respondents held the view that the relocation of functions has had no effect on the strategy of DPR&T.

4.3.5 Consultation of employees during relocation of functions

Consultation and engagement form part of any process that brings about change. This is more important in the South African public sector in which public institutions are obliged to comply with legislation. Consultation is a critical part of government policies, e.g. Batho-Pele Principles (1997) and Labour Relations Act (LRA). The employer, according to LRA, has the duty to consult employees on decisions that affect the conditions of work.

Figure 4.5: Consultation of employees during relocation of functions



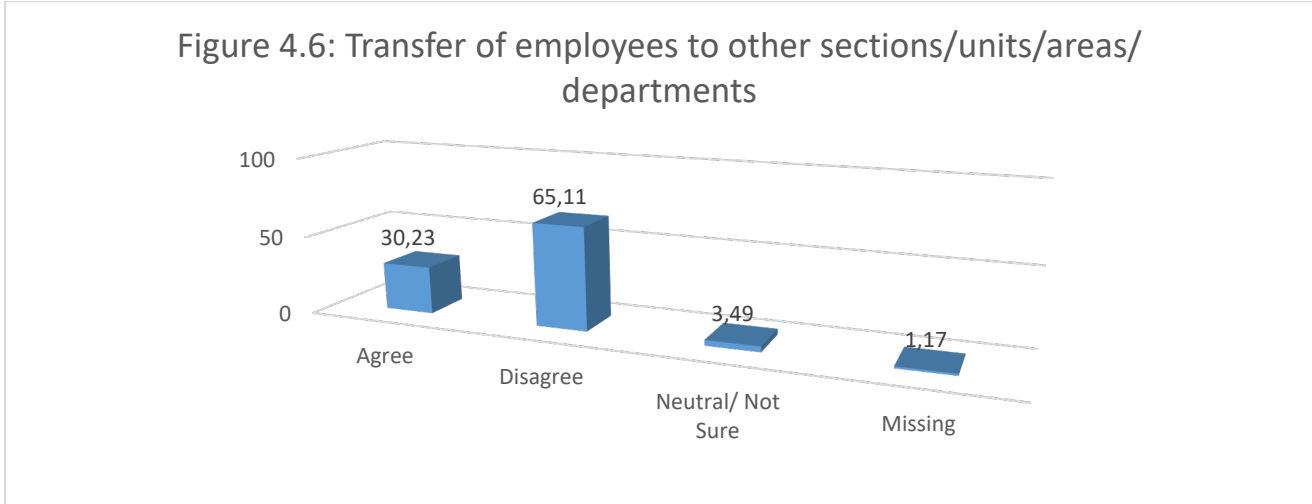
As shown in figure 4.5, most respondents (87,20%) disagreed that they were consulted or given the opportunity to express their opinions during the relocation of functions. Only a minority, consisting of 12,80% respondents, agreed that there were consultations that took place during the relocation of functions. Respondents who held this view are attributed to be executives and senior managers, who as a result of their designations, were consulted. The next findings reveal the conditions to which employees were subjected to during the relocation of functions.

4.4 CONDITIONS DURING THE RELOCATION OF FUNCTIONS

This sub-section interprets and analyses the findings of thirteen (13) research questions that were posed to respondents. These questions enquired about the conditions to which employees were subjected during the relocation of functions and were outlined as part of the research questionnaire under the discussion of the research methodology in chapter 3.

4.4.1 Transfer of employees to other sections/units/departments

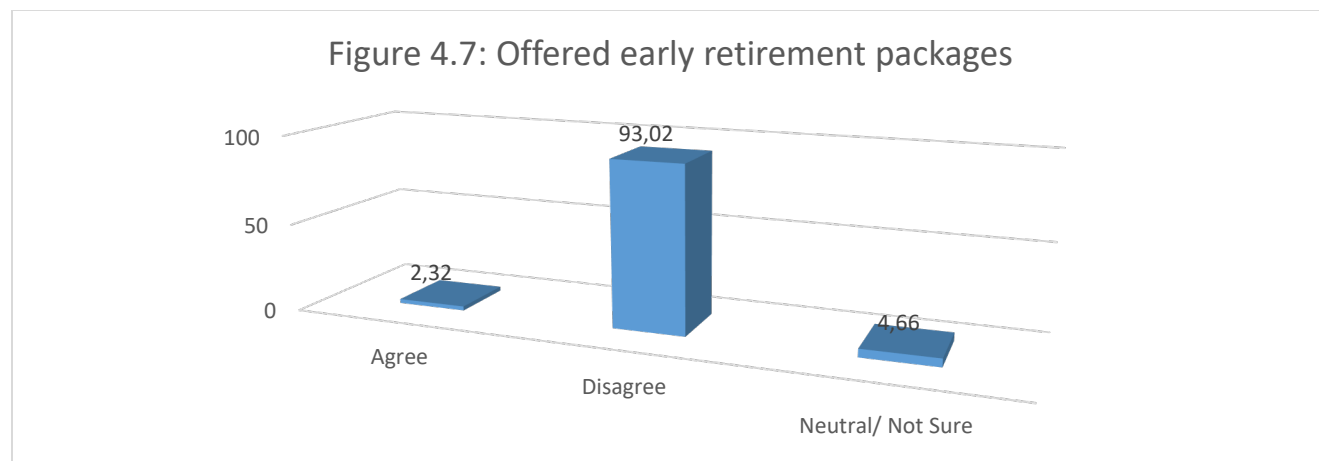
Sections, units, and departments refer to destinations to which employees were transferred. Sections and units refer to sections of DPR&T, for example, internal transfers within DPR&T itself. Whilst other departments refer to external transfers out of DPR&T to other departments. As shown in Figure 4.6, majority of respondents (65%) disagreed that the relocation of functions resulted in other employees being transferred to other sections, units, and departments. According to these respondents, no major movements were experienced and there was some form of stability in the placement of employees.



Contrarily, a significant number of respondents (30,23%) agreed to having been subjected to transfers. A further portion of respondents (3,49%) were uncertain, whilst (1,17%) did not respond to the question. It is justified to assume that employees that were uncertain and did not answer this question joined DPR&T post the relocation of functions.

4.4.2 Offered of early retirement packages

In addition to being transferred, respondents were asked as to indicate whether they were offered early retirement packages during the relocation of functions. As shown in Figure 4.7, over 90% of the respondents disagreed.

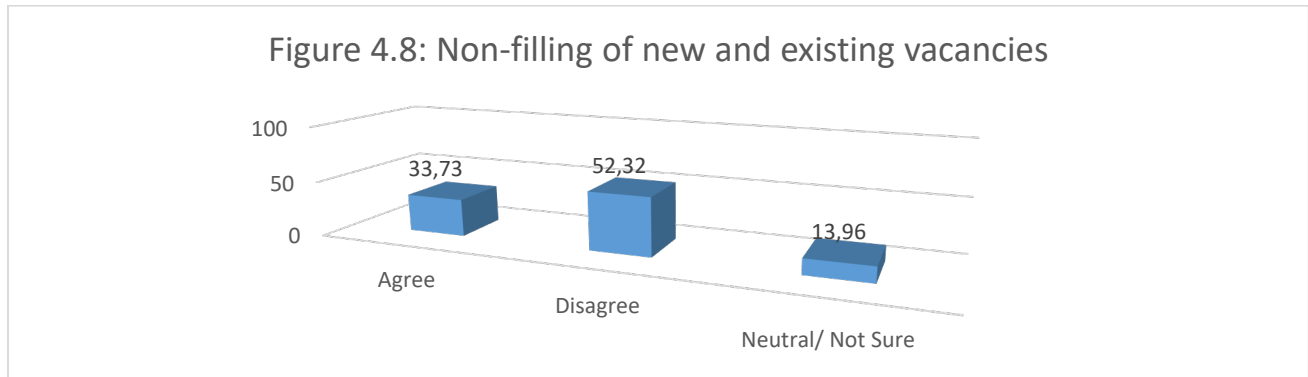


According to these respondents, none of the employees were offered early retirement packages during the relocation of functions. A relatively small number of respondents (2,32%) agreed that there were employees that were offered early retirement packages, whilst a further 4,66% were uncertain.

4.4.3 Non-filling of new and existing vacancies

Movements from transfers create vacancies and as such this question was justified in that it is consistent with the literature review. In addition to transfers, the process of relocation of functions involves matching and placing employees according to skills and job requirements. Employees are placed based on acquired skills to perform certain functions. The respondents

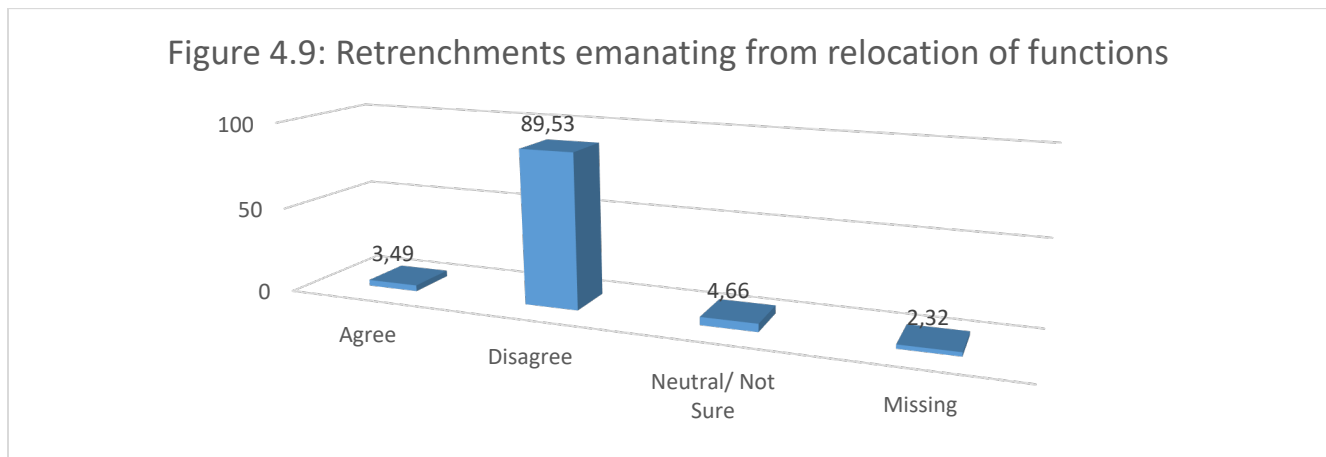
were asked to indicate whether the relocation of functions created new vacancies or resulted in old vacancies remaining unfilled.



As shown in figure 4.8, many respondents (52,32%) disagreed that new and old vacancies were not filled. The second majority of respondents (33,73%) agreed that new and existing vacancies were not filled, whilst 13,96% were uncertain.

4.4.4 Retrenchments emanating from relocation of functions

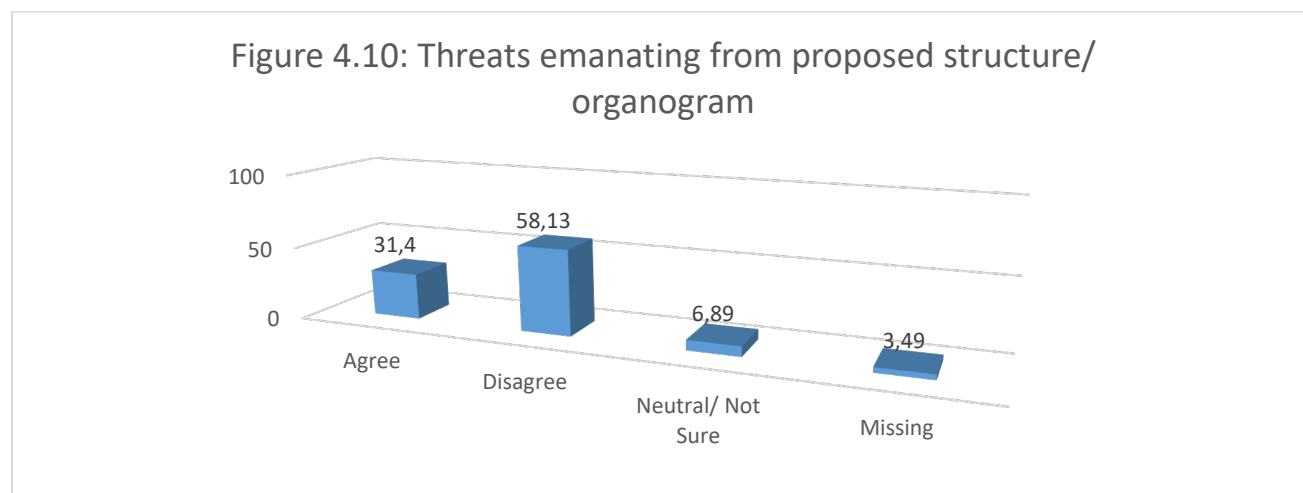
Like early retirement packages, retrenchments are conditions to which employees may be subjected to during the relocation of functions. As shown in figure 4.9, close to 90% respondents held the view that no employees were subjected to retrenchments during the relocation of functions.



A further insignificant number of respondents (3,49%) held a contrary view, whilst 4,66% were uncertain. As shown in figure 4.9, 2,32% of respondents did not respond to the question.

4.4.5 Threat emanating from proposed structure/organogram

As a strategic intervention, relocation of functions may severely affect the operating structure of a public institution, which may precipitate different forms of fear. Respondents were asked whether there were threats that emanated from the proposed structure/ organogram of DPR&T.

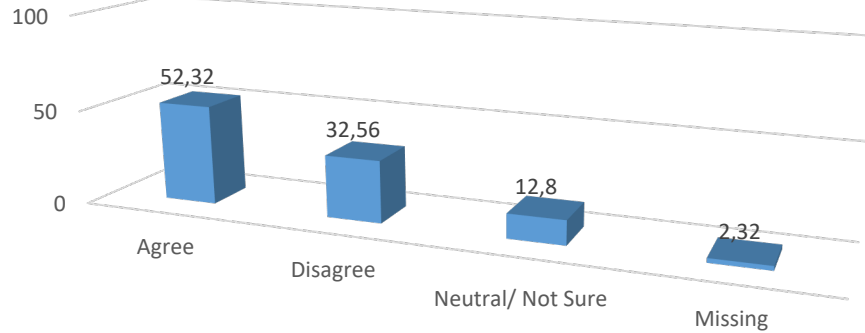


As shown in figure 4.10, most respondents (58,13%) disagreed and 31,40% others agreed that the proposed structure precipitated threats to employees. About 6,89% of the respondents were uncertain and 3,49% abstained from answering this question.

4.4.6 Stress emanating from relocation of functions

In addition to conditions referred to in previous findings, relocation of functions may exert stress on employees. As shown in figure 4.11, the majority of respondents (52,32%) agreed that employees experienced stress during the relocation of functions.

Figure 4.11: Stress emanating from relocation of functions

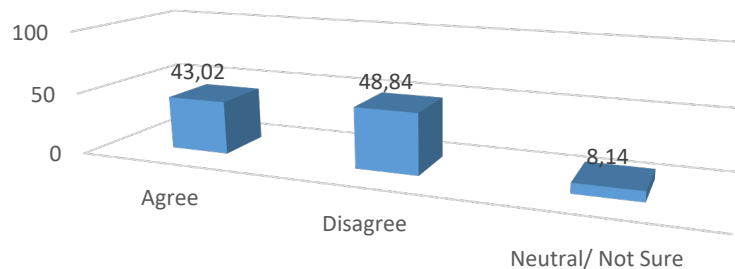


However, a significant number of them (32,56%) held a contrary view. According to these respondents, the relocation of functions was a stress-free intervention. These respondents may be ascribed to senior managers that were held responsible for the implementation of relocation of functions and most of whom understood the reasons underlying its implementation. A further 12,80% of respondents were uncertain and 2,32% of them refrained from answering this question.

4.4.7 Fear of loss of job security

Along with stress and retrenchments, the relocation of functions may exacerbate fear of loss of job security and as such there are employees who may fear that they will lose their jobs. As shown in figure 4.12, most respondents (48,84%) disagreed. However, a significant number of them (43,02%) agreed that indeed the relocation of functions did create feelings of loss of job security amongst employees.

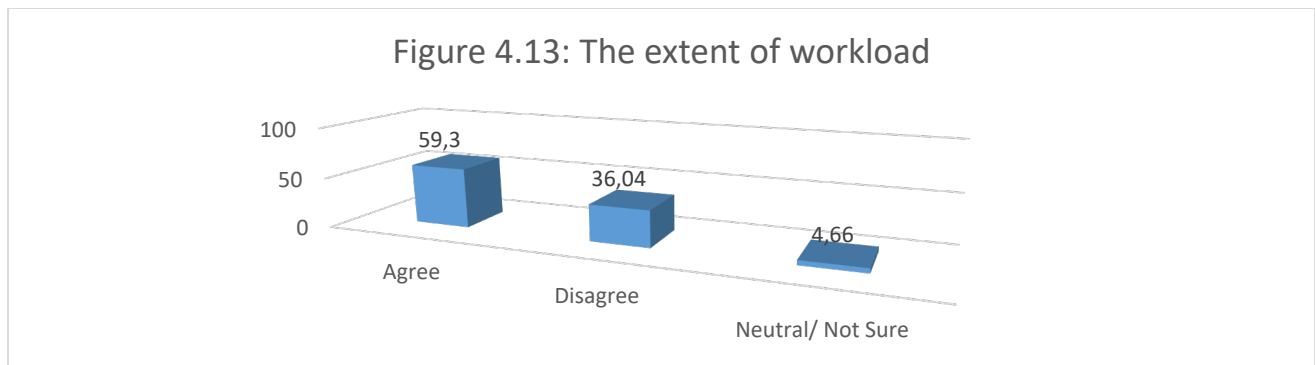
Figure 4.12: Fear of loss of job security



As shown in figure 4.12, between the two findings, there is a marginal difference of 5,82% between respondents that agreed and disagreed, which needs to be acknowledged as factual. About 8,14% of the respondents were uncertain.

4.4.8 Extent of workload

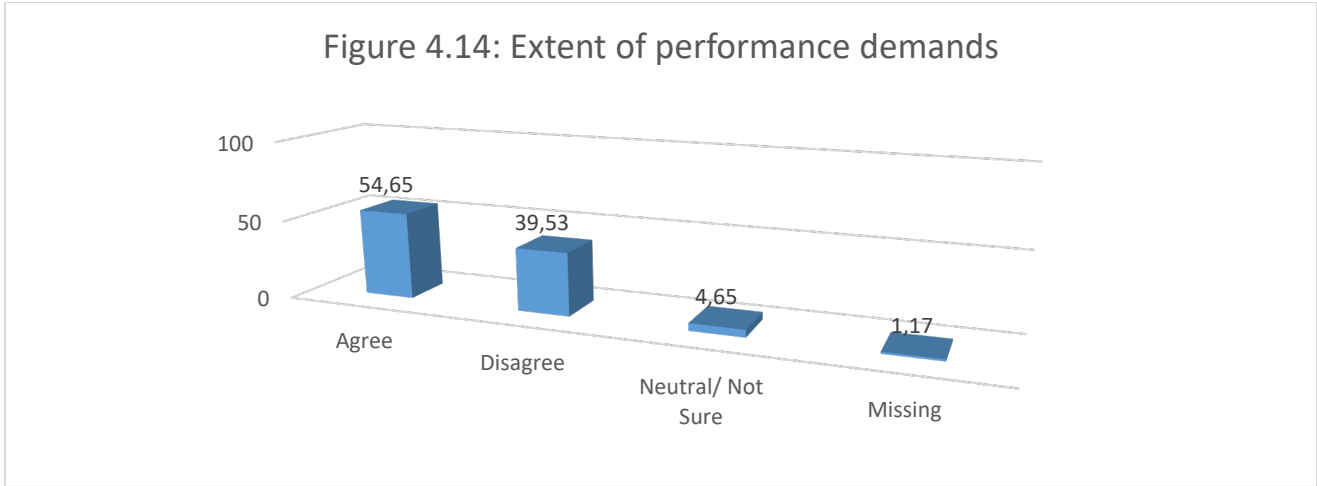
Because of intermittent changes of structure and operations, relocation of functions may adversely affect workload management in the workplace and as a result some employees may feel over worked. Despite this finding being interpreted under conditions to which employees were subjected, workload management is an important role of managers.



As shown in figure 4.13, close to 60% of the respondents agreed that they were being overworked as they worked for long hours. A further 36% others disagreed and 4,66% were uncertain.

4.4.9 Extent of performance demands

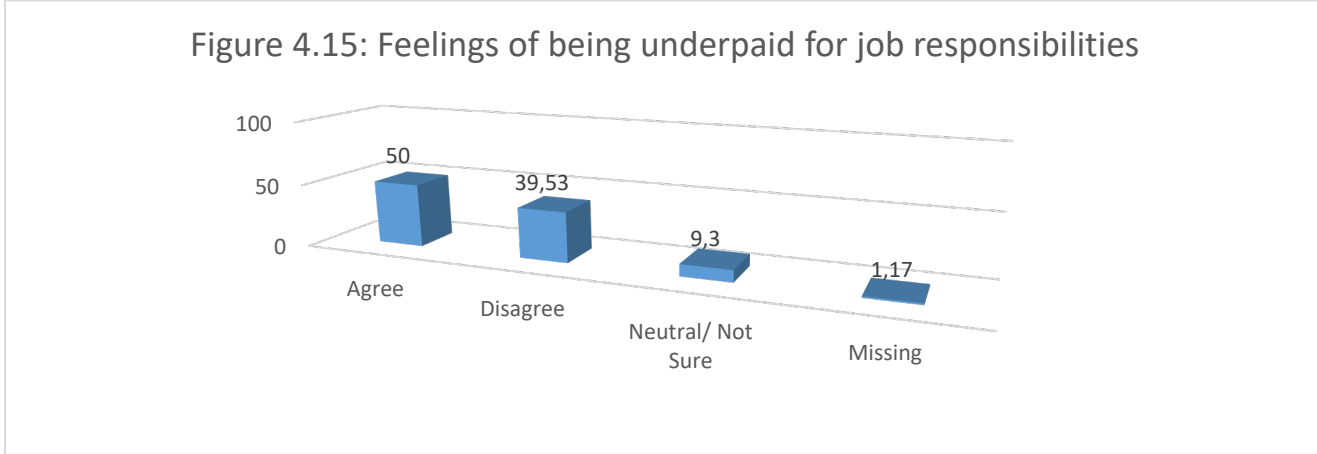
Excessive work allocation may propagate perceptions of unrealistic performance expectations. Therefore, this finding relates to those illustrated in figures 4.13 and 4.15. As shown in figure 4.14, most respondents (54,65%) agreed that performance demands were unrealistic.



As shown in figure 4.14, the second majority of respondents (39,53%) disagreed, whilst (4,65%) others were uncertain.

4.4.10 Feelings of being underpaid for job responsibilities

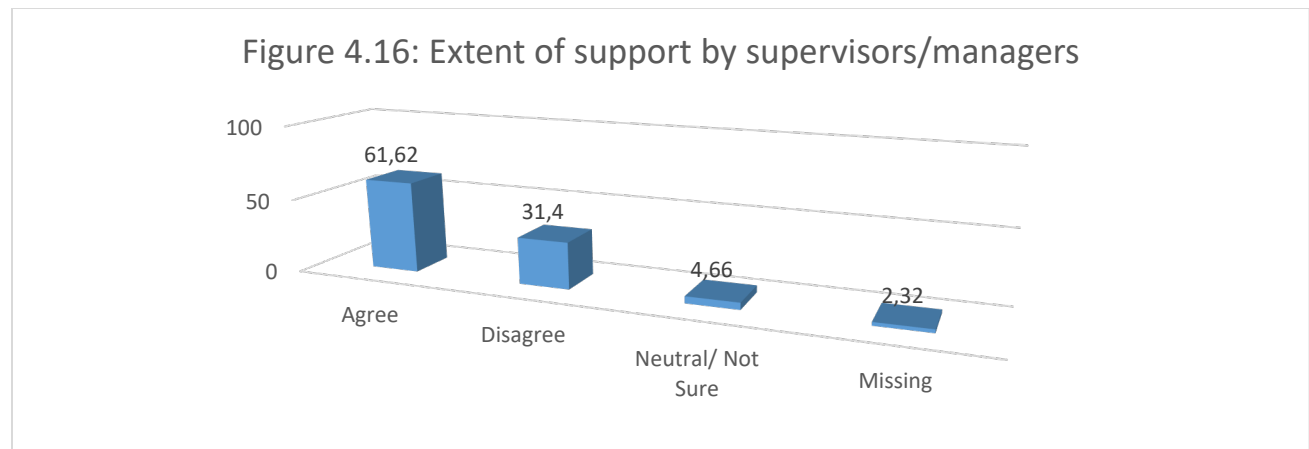
This findings should be understood in conjunction to the one in figure 4.13 that reveals respondents’ views on the workload that was assigned to them. By asking this question the intention was to assess respondents’ acceptance of their remuneration against responsibilities that were assigned to them.



Most respondents (50%) agreed that they were underpaid for responsibilities assigned to them. The second majority of respondents (39,53%) disagreed, whilst 9,3% others were uncertain. About 1,17% respondents abstained from answering this question.

4.4.11 Extent of support by supervisors/managers

Support from superiors is critical during change, hence it became necessary to determine whether supervisor and managers were discharging their responsibilities effectively. As shown in figure 4.16, a large majority of respondents (61.62%) agreed that their superiors were supportive.

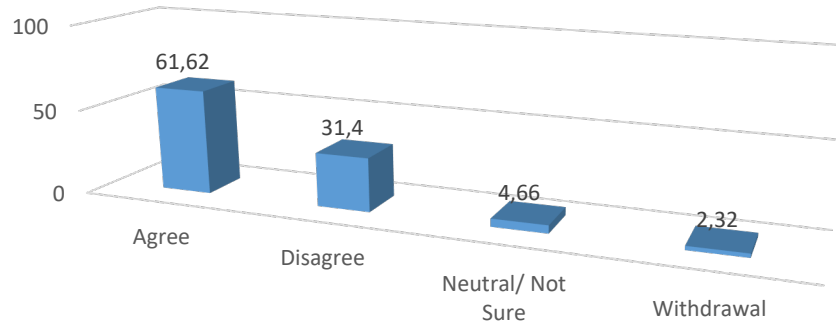


However, a significant number (31.4%) held a contrary view and disagreed they were unsupportive. As shown in figure 4.16, close to 5% others were uncertain.

4.4.12 Conflicting roles and responsibilities

This finding is about lack of job clarity and should be understood in conjunction with those in figures 4.13 and 4.14 that reveal respondents' views on the extent of workload and performance demands. During any form of change, as with the relocation of functions in which new roles are assigned, there may be lack of clarity on responsibilities that are assigned to employees.

Figure 4.17: Conflicting roles and responsibilities

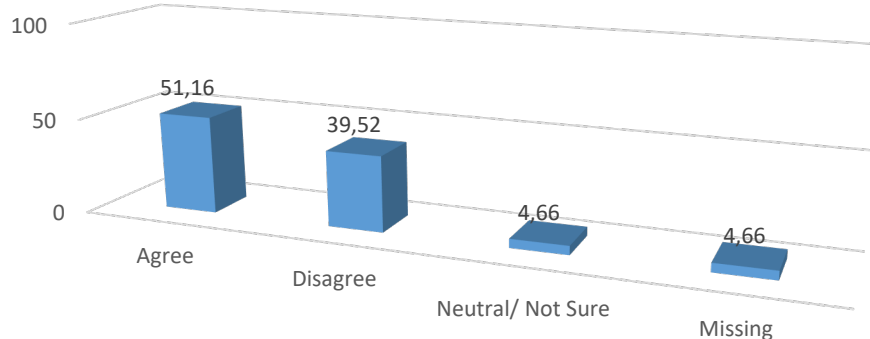


As shown in figure 4.17, most respondents (61,62%) agreed that conflicting roles and responsibilities were evident during the relocation of functions and a further group consisting of 31,4% of respondents, held contrary views. About 4,66% of respondents were uncertain.

4.4.13 Contemplations to leave DPR&T

Conditions whose findings were interpreted in previous sub-sections may trigger job dissatisfaction and contemplations to leave, either through resignation or transfer. As such, it became necessary to assess whether there were contemplations by employees to leave the DRR&T at that stage. As shown in figure 4.18, over 50% of the respondents agreed that they did consider leaving DPR&T during the relocation of functions.

Figure 4.18: Contemplations to leave DPR&T



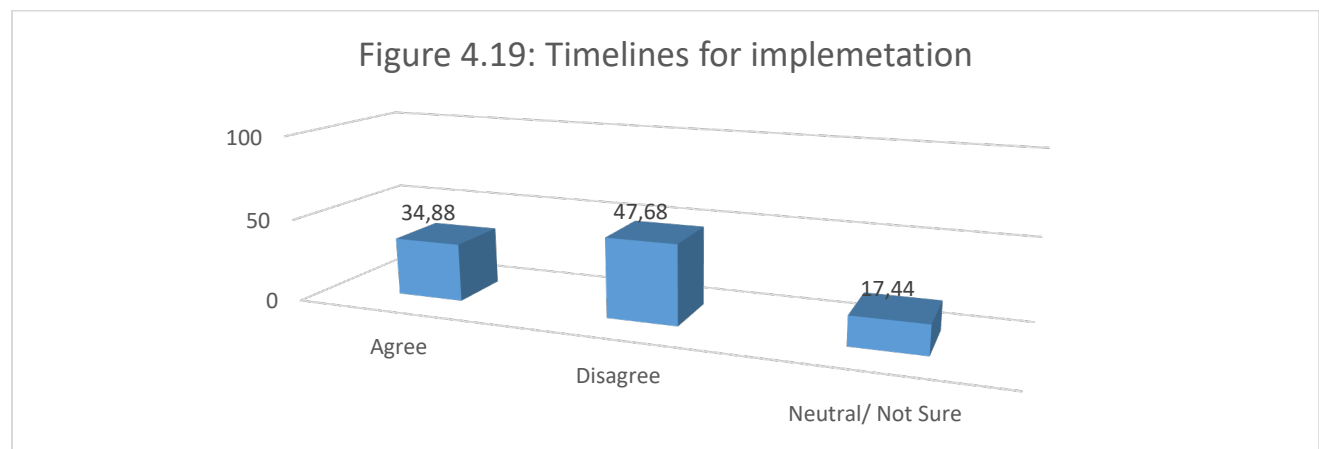
This finding further reveals a significant number of respondents (39,52%) who disagreed that they had ever contemplated leaving the DPR&T. These are probably respondents who were not negatively affected by conditions and who despite changes felt the need to endure. A further 4,66% of respondents were uncertain and 4,66% abstained from responding to this question.

4.5 UNCERTAINTIES DURING RELOCATION OF FUNCTIONS

As explained in chapter 3, the third sub-section of the research questionnaire enquired about uncertainties that were evident during the relocation of functions. The findings of each, namely, timeliness of implementation, skills requirements to adhere to job responsibilities, roles and responsibilities of employees, opportunities to give input and working conditions, are interpreted and analysed subsequently.

4.5.1 Timelines for implementation

This question enquired from respondents whether clear timelines (timeframes) were set for the relocation of functions. It is necessary to set clear time frames for every project, that is., start and end dates. This assists in determining and outlining the targets (milestones).

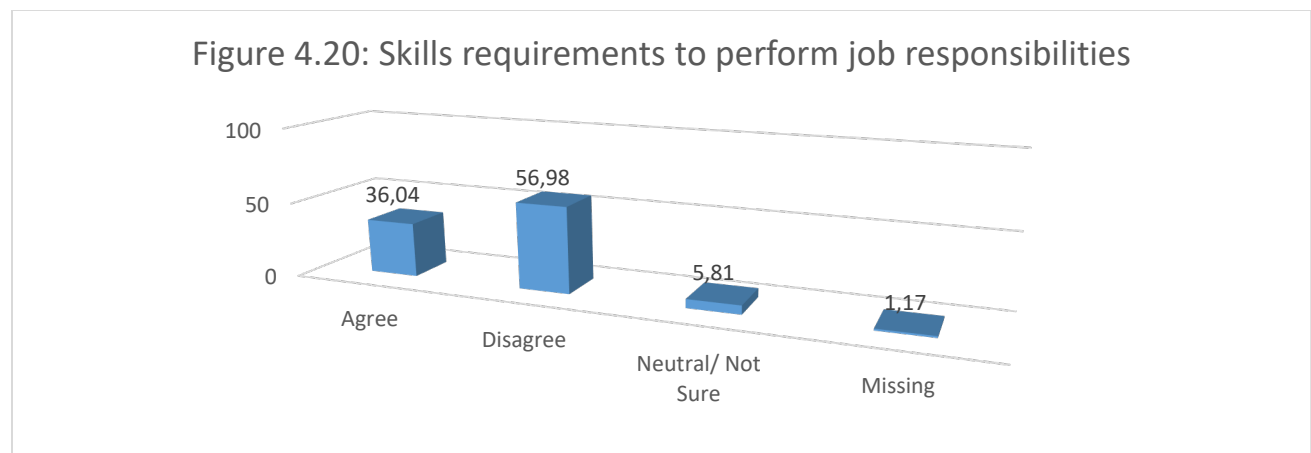


As shown in figure 4.19, most respondents (47.68%) disagreed that clear timelines were set for this project. However, a significant number of them (34,88%) agreed that indeed timelines were set. Those who agreed to timelines having been set, are supposedly managers whose responsibility was to implement the project, whilst those who disagreed may be employees who

may not have been consulted and as a result having not given input on how the process should be managed. As shown in figure 4.19, a proportionate number of respondents (17,44%) were uncertain.

4.5.2 Skills requirements to perform job responsibilities

Employees require appropriate skills to perform job responsibilities effectively. This is more important when transfers (placements) are being done. As shown in figure 4.20, most respondents (56.98%) disagreed that employees were placed according to skills requirements of jobs.

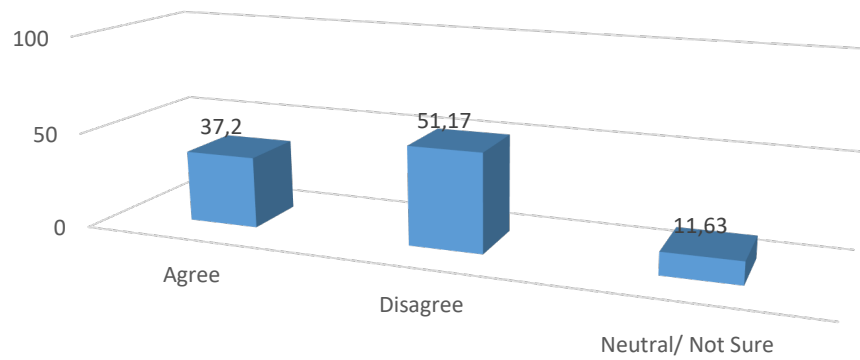


However, a proportionate number of them (36,04%) agreed that indeed skills requirements were considered when placing employees in particular jobs. Close to 6% of respondents were uncertain and 1,17% of them did not answer this question.

4.5.3 Roles and responsibilities of employees

After clear timelines have been set and skills requirements determined, it is necessary to ensure that clear roles and responsibilities are assigned to employees. As shown in figure 4.21, more than half of the respondents (51.17%) disagreed that clear roles and responsibilities were assigned to employees.

Figure 4.21: Roles and responsibilities of employees

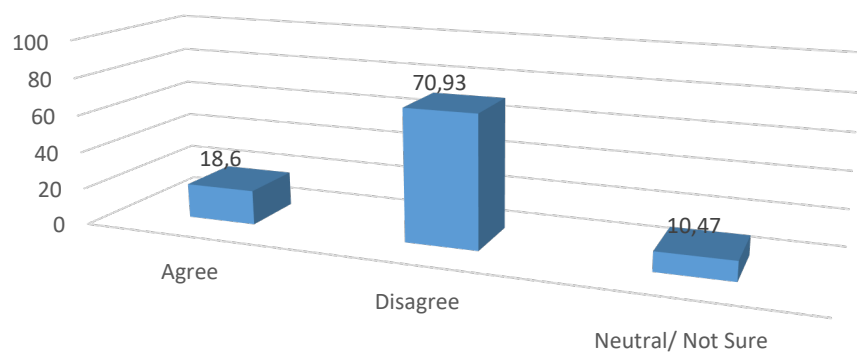


However, a proportionate number of respondents (37.2%) agreed that indeed clear roles and responsibilities were assigned to employees. About 11,63% of respondents were uncertain.

4.5.4 Opportunities for employees to give input

In addition to consultation (see figures 4.5 and 4.25), respondents were asked whether they had the opportunity to give input during the relocation of functions. As shown in figure 4.22, most respondents (70,93%) disagreed.

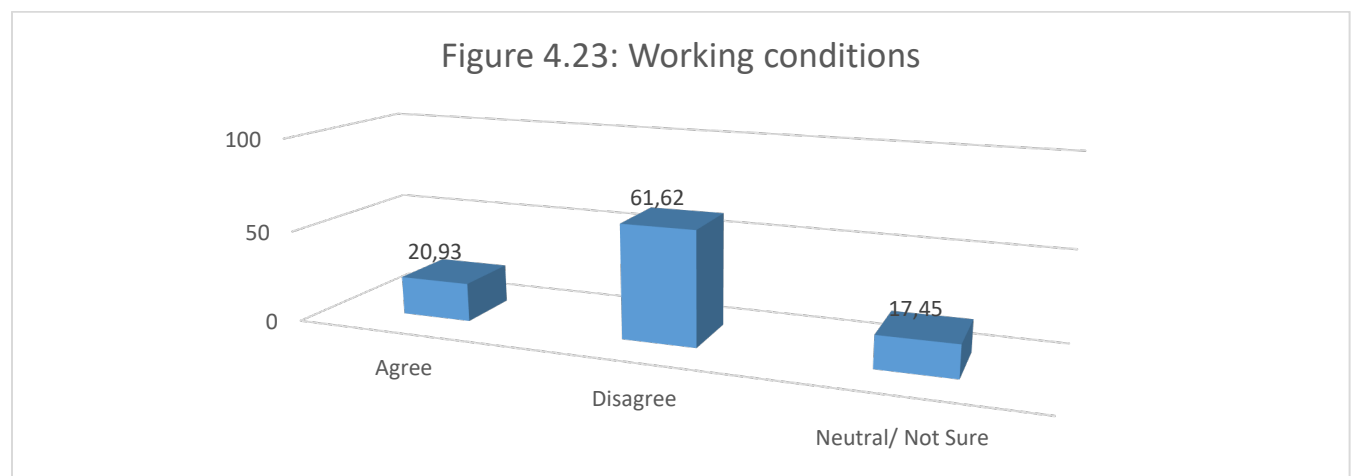
Figure 4.22: Opportunities for employees to give input



However, a small proportion of them consisting of 18,60% respondents, agreed. Furthermore, about 10,47% of the respondents were uncertain.

4.5.5 Working conditions

Working conditions should be understood holistically with reference to other findings that were interpreted in previous sub-sections. Therefore, this question was not asked in isolation, but to generally conclude on conditions and uncertainties to which employees were exposed during the relocation of functions. In terms of the Basic Condition of Employment Act (75 of 1997), employers are required to create conducive and adequate working conditions. The question was asked to test whether there were improvements in working conditions during the relocation of functions.



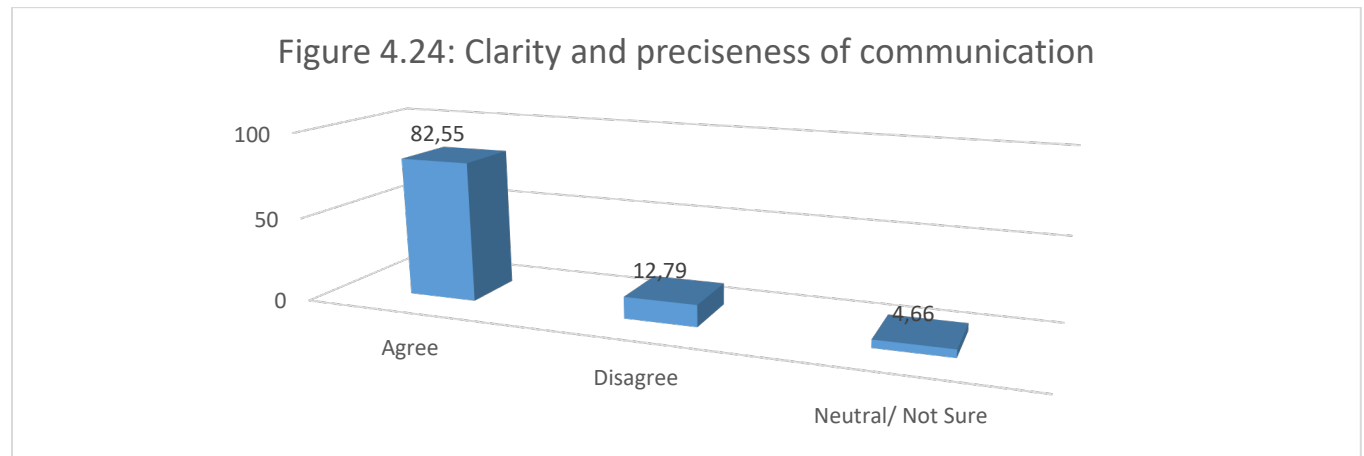
As shown in figure 4.23, a large proportion of respondents (61,62%) disagreed and only 21% of them agreed. A further 17,45% respondents were uncertain.

4.6 ROLES OF LEADERS AND MANAGERS DURING RELOCATION OF FUNCTIONS

The roles of leaders and managers are diverse. Some critical roles they undertake during change, and in particular relocation of functions, were identified for the purpose of this study, that is, their roles in ensuring that there is effective communication, consultation, transparency, consolidation of policies and in appointing a change agent. The findings of each are interpreted and analysed in subsequent sub-sections.

4.6.1 Clarity and preciseness of communication

Communication is one most important role by which managers convey messages within and outside public institutions. Respondents were asked whether communication by leaders and managers during the relocation of functions was clear and precise. As shown in figure 4.24, the majority of respondents (82,55%) agreed.

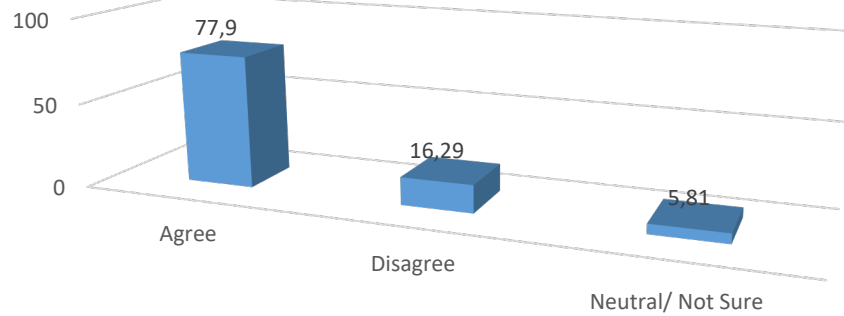


As shown in figure 4.24, a small number of them (12,79%), disagreed and about 4,66% others were uncertain.

4.6.2 Consultation of employees on outcomes

A majority of respondents (87.2%) in figure 4.5 revealed that they were not consulted or given the opportunity to express their opinions during the relocation of functions. Consistent with that finding, they also revealed that during the relocation of functions in DPR&T, there were no opportunities for employees to give inputs (see figure 4.22). Despite the three findings being related, they are different in that they focus on pre, during and post the relocation of functions.

Figure 4.25: Consultation of employees on outcomes

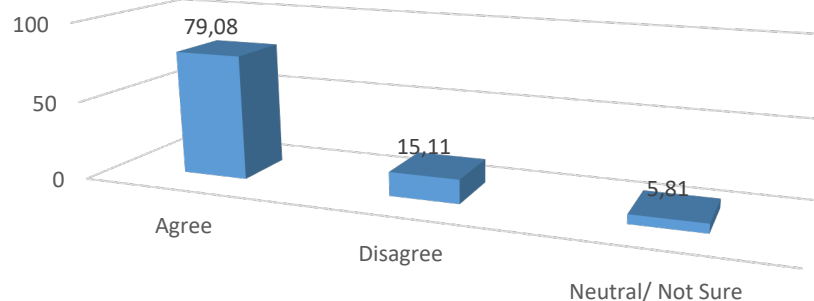


The respondents in this case were asked whether they were consulted about the outcomes that had to be achieved post relocation of functions. As shown in figure 4.25, a majority of the respondents (77,90%) agreed they were indeed consulted, whilst another group consisting of 16,29% disagreed.

4.6.3 Transparency of the process

In addition to communication and consultation, leaders and managers are required to promote transparency in their dealings. This they need to do to comply with Batho-Pele Principles (1997). Thus, respondents were asked to determine whether the relocation of functions was managed transparently or not.

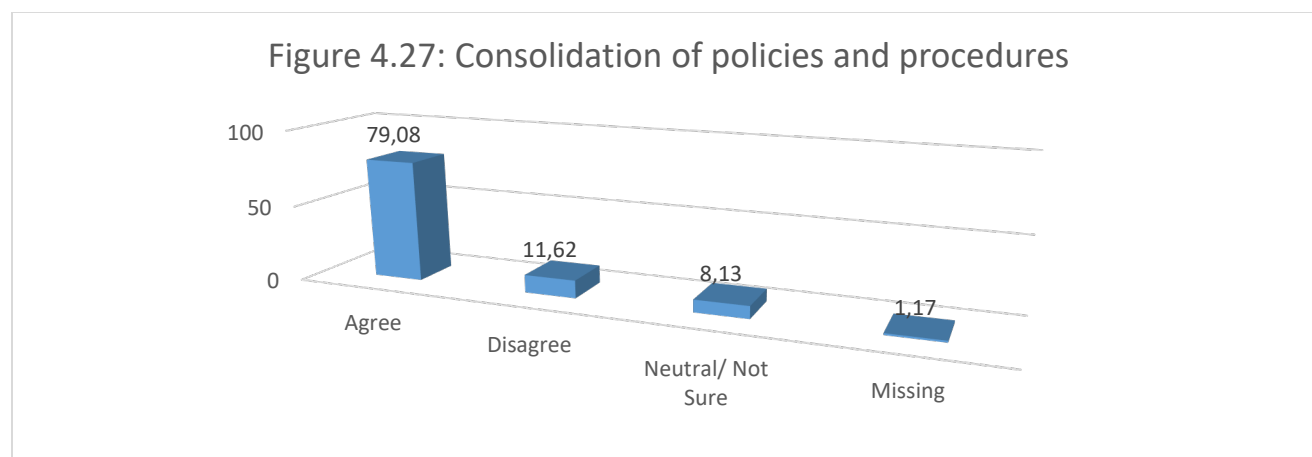
Figure 4.26: Transparency of the process



As shown in figure 4.26, most of the respondents (79,08%) agreed that the process was managed transparently. A small proportionate number of them (15,11%) disagreed and about 5,81% others abstained from answering this question.

4.6.4 Consolidation of policies and procedures

Even though there may be consensus on outcomes that must be achieved, there is often a policy gap to guide the process of relocation of functions. Thus, leaders and managers need to seek for best practices and often consolidate policies that can be used to achieve anticipated outcomes. The finding to this question is shown in Figure 4.27 below.

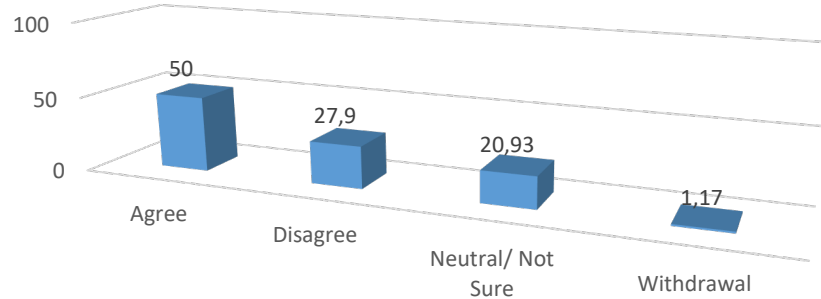


Many respondents (79.08%) agreed that policies and procedures were consolidated, whilst a proportionate number of them (11,62%) held contrary views (disagreed). As shown in figure 4.27, the other group consisting of 8,13% respondents were uncertain and 1,17% others did not answer this question.

4.6.5 Appointment of an implementing or change agent

An implementing or change agent refers to an enabler; an individual with expert knowledge to lead the process of relocation of functions. Normally this function is outsourced to complement lack of change management expertise in the public services. The purpose of appointing such an individual is not to evade accountability, but to get advice and to ensure that the process runs as smoothly as possible.

Figure 4.28: Appointment of an implementing or change agent



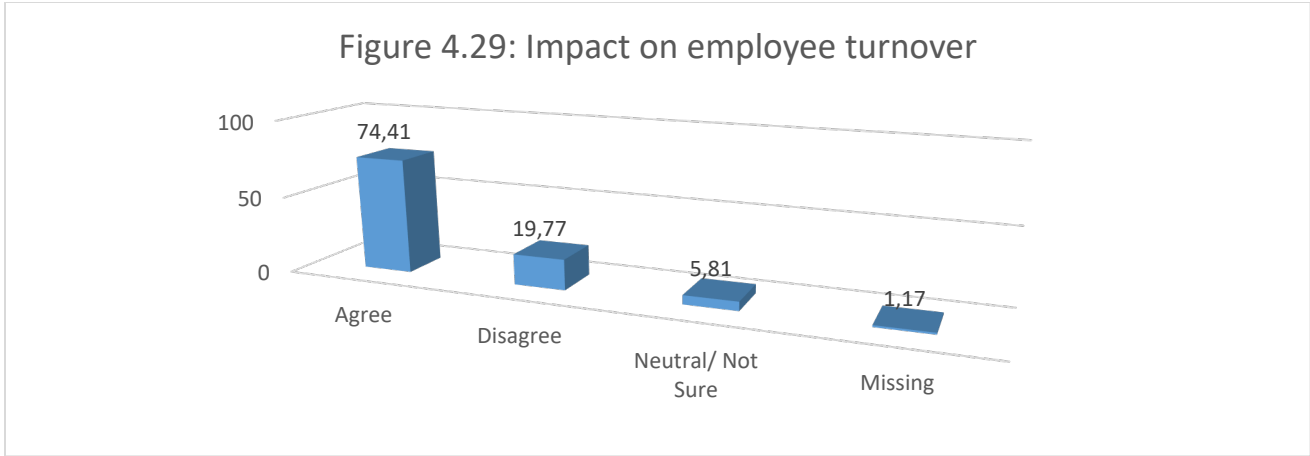
As shown in figure 4.28, majority of the respondents (50%) agreed that an implementing agent was appointed, whilst another group consisting of 27,90% respondents disagreed. About 20,93% respondents were uncertain and 1,17% others did not answer this question.

4.7 IMPACT OF RELOCATION OF FUNCTIONS ON DEPARTMENT'S PERFORMANCE

This sub-section interprets and analyses the findings of the impact of relocation of functions on DPR&T's performance and focuses on its impact on employee turnover, allocation of workload, safety, degree of commitment and availability of skilled employees and productivity/service delivery.

4.7.1 Impact on employee turnover

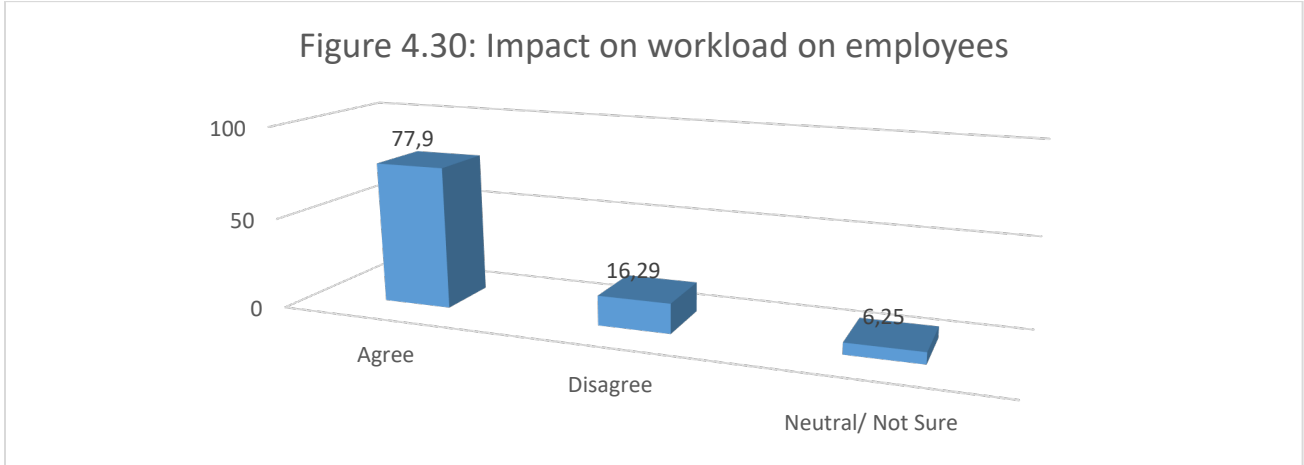
This finding should be understood in relation to that in figure 4.18 in which most respondents (51.16%) alluded to having contemplated to leave DPR&T during the relocation of functions. These findings relate in that contemplations precipitate turnover for those who cannot endure, thereby leading to loss of valuable employees.



As shown in figure 4.29, most respondents (74,41%) agreed that relocation of functions has impacted on DPR&T’s performance, whilst a significant number of them (19,77%) held a contrary view (disagreed). About 5,81% of the respondents were uncertain and 1,17% did not answer the question.

4.7.2 Impact on workload on employees

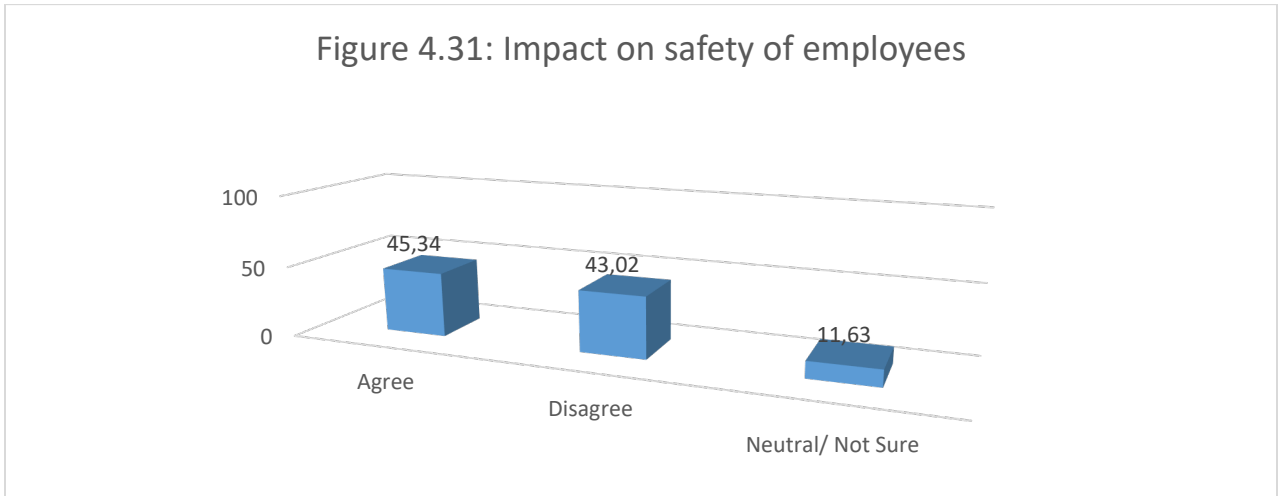
This finding correlates to those illustrated in figures 4.13, 4.14, 4.15 and 4.21. Through these findings, the majority of respondents agreed that they worked for long hours (59.3%), there were unrealistic performance demands by superiors (54.65%), felt underpaid for their job responsibilities (50%) and that there were incidences of conflicting roles and responsibilities (figure 4.17) and in which there was lack of clarity of roles and responsibilities (see figures 4.21 and 4.38). These findings impact on DPR&T’s and employees’ performance.



As shown in figure 4.30, a large majority of respondents (77,90%) agreed that the relocation of functions impacted on employee’s workload and a proportionate number of them (16,29%) disagreed. Approximately 6,25% of the respondents did not answer this question.

4.7.3 Impact on safety of employees

Safety, as a minimum condition of employment is provided for in the Basic Conditions of Employment Act (75 of 1997) and Occupational Health and Safety Act (85 of 1994). Public sector institutions such as DPR&T are obliged to comply with this legislation. As such, this question arose to assess the extent to which managers were successful in creating a conducive and adequate working environment during the relocation of functions.

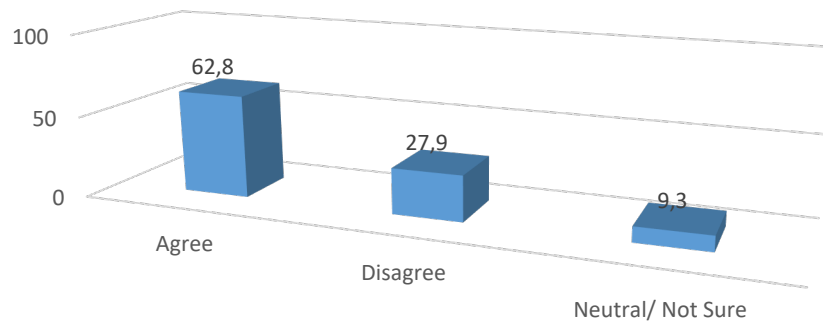


As shown in figure 4.31, a significant number of respondents (45,34%) agreed that the relocation of functions impacted on the safety of employees, whilst another group consisting of 43,02% of respondents disagreed. About 11,63% of the respondents were uncertain about how the relocation of functions had impacted on the safety of employees.

4.7.4 Impact on degree of commitment of employees

Degree of commitment as an independent variable refers to the state dedication of employees to DPR&T. The purpose of this question was to assess whether the relocation of functions had influenced the degree of commitment of employees to DPR&T.

Figure 4.32: Impact on degree of commitment of employees

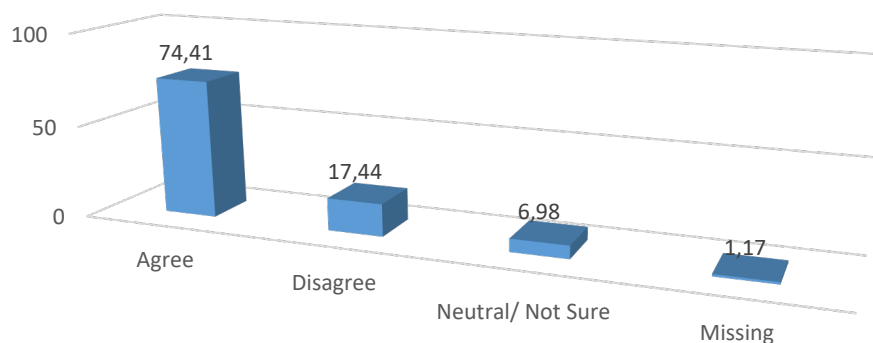


As shown in figure 4.32, a significant number of respondents (62,80%), agreed that the relocation of functions indeed impacted on the degree of commitment of employees, whilst 27,90% others disagreed.

4.7.5 Impact on availability of skilled employees and productivity/ service delivery

The evaluation of the impact of relocation of functions on availability of skilled employees and service delivery is measured against employees' turnover, commitment, and morale. This finding thus correlates to those in figures 4.29, 4.32 and 4.35. As it reveals the impact of the relocation of functions on service delivery, it has bearing figure 4.36 in which majority of respondents (72%) agreed that the relocation of functions had affected productivity in DPR&T.

Figure 4.33: Impact on availability of skilled employees and productivity/ service delivery



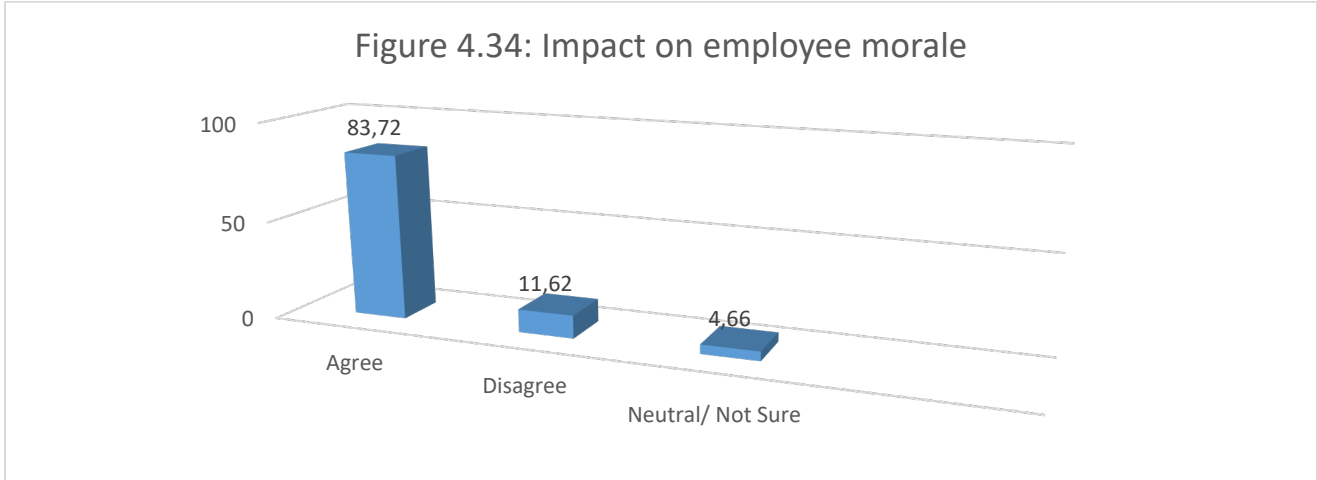
As shown in figure 4.33, most respondents (74.41%) agreed that the relocation of functions influenced the availability of skilled employees and productivity. In this sense, the relocation of functions has resulted in employee turnover thereby causing shortage of employees with requisite skills to maintain DPR&T's service delivery standards. However, another group consisting of 17.44% respondents disagreed.

4.8 IMPACT OF RELOCATION OF FUNCTIONS ON EMPLOYEES' PERFORMANCE

This finding reports on the impact of relocation of functions on employees' morale, productivity, degree of certainty about prospects and roles and responsibilities at DPR&T. It also reports on employees' abilities to learn new skills and to be effective in job performance as well as levels of anxiety.

4.8.1 Impact on employees' morale

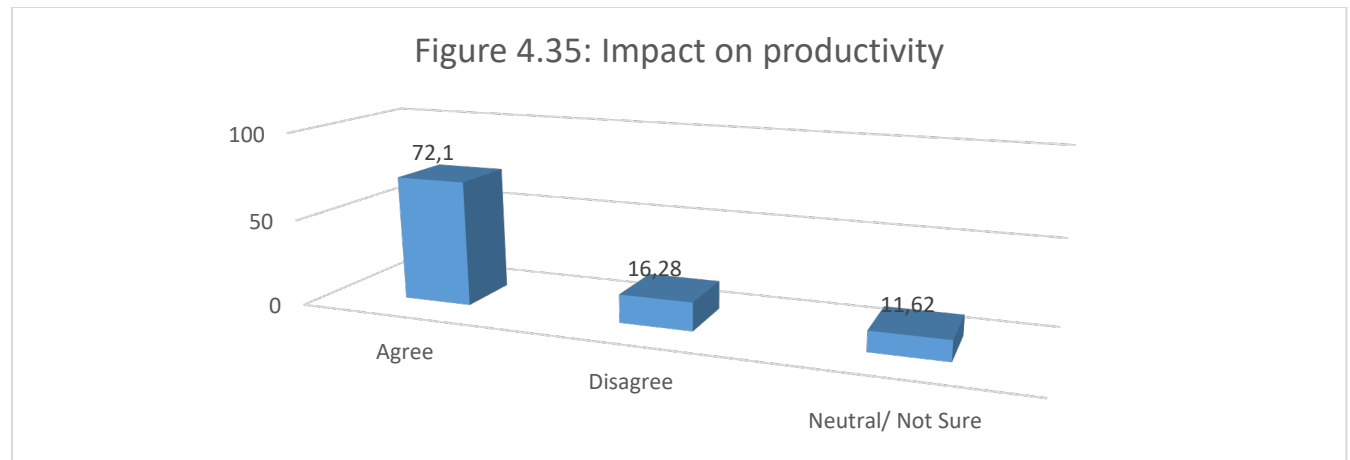
Employees whose morale is high perform well and often exceed expectations. Therefore, morale is a determinant of performance. In addition, employees' performance is a determinant of an institutions' performance. This means that institutional performance is dependent on employees' performance. As shown in figure 4.34, a large majority of respondents (83,72%) agreed that the relocation of functions has impacted on employees' performance.



As shown in figure 4.34, very few held the view that the relocation of functions has had no impact on employees' morale. About 4,66% of the respondents were uncertain.

4.8.2 Impact on productivity

Productivity in the public sector refers to service delivery performance. This finding is therefore directly correlates to other findings about the impact of relocation of functions on institutional performance.

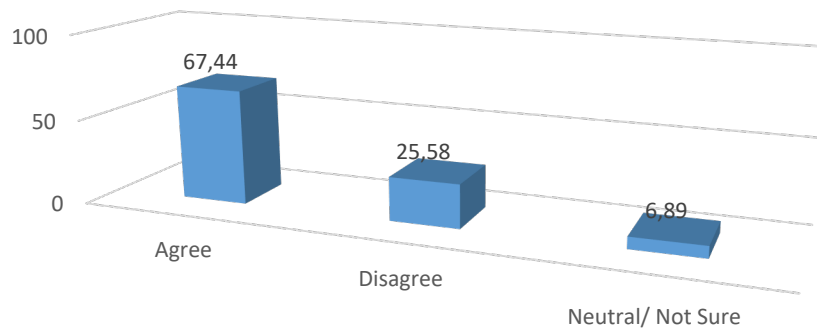


As shown in figure 4.35, respondents (72,10%) agreed that relocation of functions had a direct impact on productivity or service delivery. A minority, consisting of 16,28% respondents disagreed and a further 11,62% were uncertain.

4.8.3 Impact on degree of certainty about prospects

This finding relates to those illustrated in figures 4.18 and 4.23, that reveal the degree of contemplations by employees leave DPR&T and assessment of the working conditions during the relocation of functions. It enquired about whether the relocation of functions has affected the degree of certainty about prospects in DPR&T. This means, whether respondents foresaw chances for career advancements in the future.

Figure 4.36: Impact on degree of certainty about future prospects

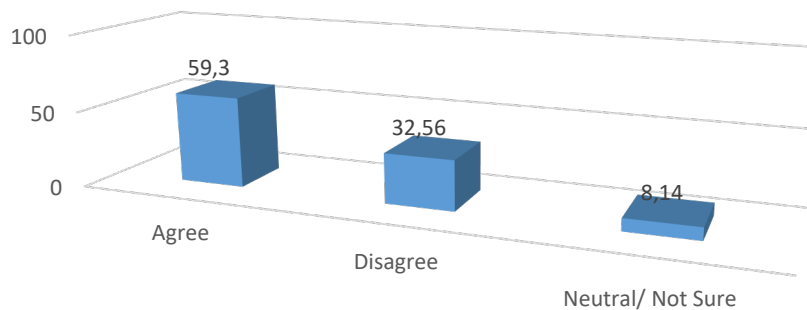


As shown in figure 4.36, 67% of the respondents agreed that relocation of functions has impacted on employee's degree of certainty about prospects in DPR&T. In contrast, a proportionate number consisting of 25,58% respondents disagreed and another group consisting of 6,89% respondents were uncertain.

4.8.4 Impact on degree of certainty of roles and responsibilities

This finding needs to be understood in conjunction to those depicted in figures 4.17 and 4.21 because they are all about roles and responsibilities. Despite, this finding is unique in that it enquired about the extent to which respondents were certain about roles and responsibilities. As shown in figure 4.37, a significant number of respondents (59,3%), agreed that the relocation of functions had impacted on the degree of certainty of roles and responsibilities.

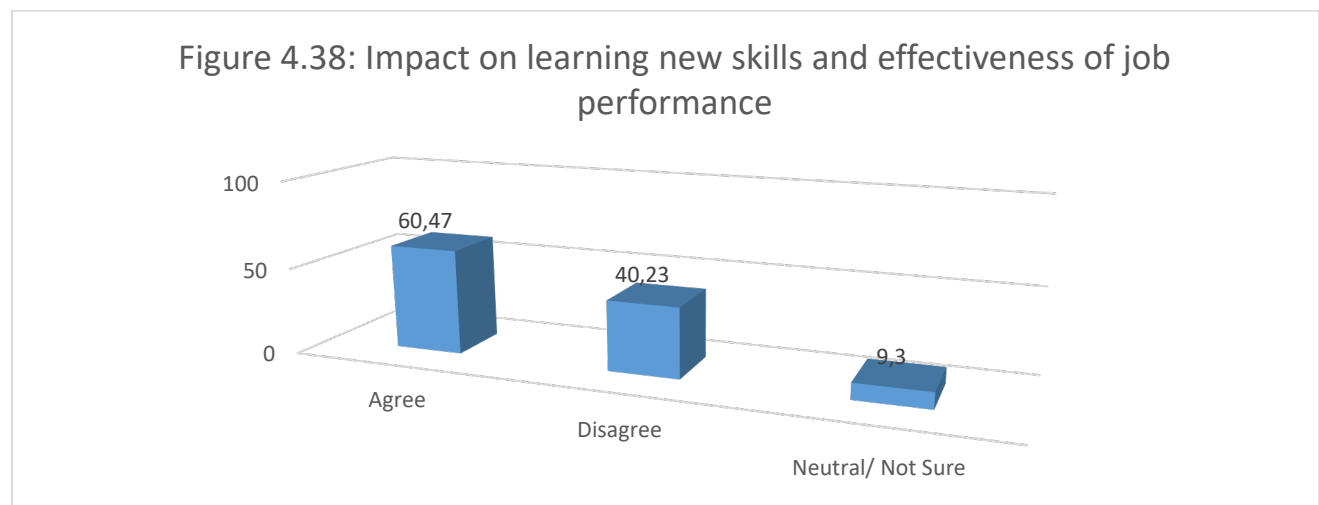
Figure 4.37: Impact on degree of certainty of roles and responsibilities



This uncertainty is associated with changes to DPR&T's operations, structure and strategy as shown in figures 4.2, 4.3 and 4.4. As a result of the impact of relocation of functions on these, job descriptions (roles and responsibilities) are bound to change as employees are being aligned to the new structure. As shown in figure 4.37, a significant proportion of respondents (32,56%) disagreed and a small group consisting of 8,14% were uncertain.

4.8.5 Impact on learning new skills and effectiveness of job performance

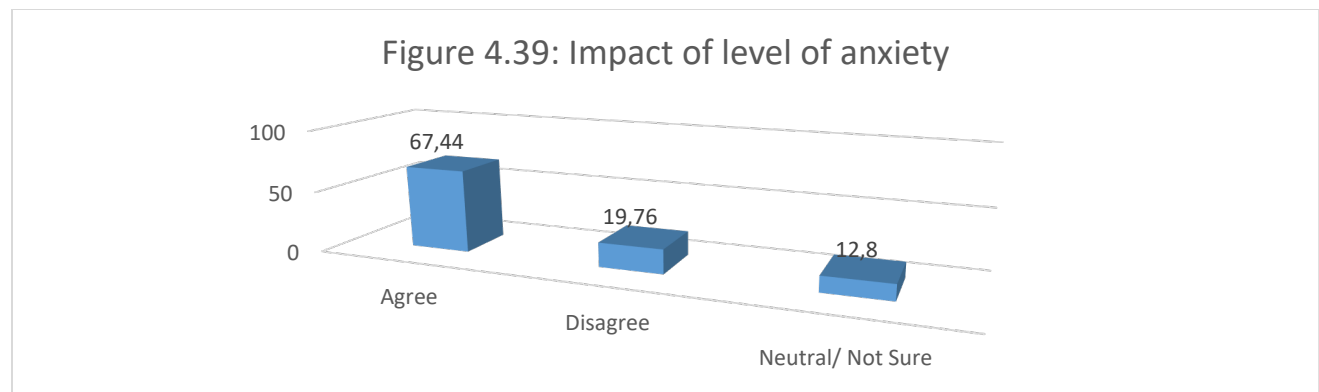
The finding about the impact of relocation of functions on the ability of employees to learn new skills and to perform work effectively correlates to that in figure 4.20 in which 57% of the respondents posited that employees were not placed according to skills requirements of jobs. These findings correlate because they focus on skills that are required by employees to improve theirs and DPR&T's performance.



As shown in figure 4.38, most respondents (60,47%) agreed that the relocation of functions had impacted on the ability of employees to learn new skills and to perform their jobs effectively. Another significant group consisting of 30,32% of respondents disagreed, whilst 9,30% were uncertain.

4.8.6 Impact on level of anxiety

Anxiety in this context means a feeling of worry, nervousness, or uneasiness about the relocation of functions in DPR&T. The respondents were asked to assess whether the relocation of functions impacted on employees' level on anxiety.



As shown in figure 4.39, most respondents (67,44%) agreed that the relocation of functions has indeed increased the level of anxiety of employees, whilst 19,76% disagreed. About 12,80% of the respondents were uncertain about how the relocation of functions had influenced employees' level of anxiety.

4.9 CONCLUSION

This chapter has interpreted and analysed the findings of the study. As explained in the introductory remarks, these findings were divided into two sections, namely, A and B, that respectively were about the respondents' biographical profile and knowledge and understanding of the relocation of functions in DPR&T. From the findings of the biographical profile, it can be concluded that DPR&T's biographical profile is consistent with most public sector institutions and the South African population in general, especially with respect to gender and racial compositions. It can also be concluded that the respondents were representative of the staff compliment of DPR&T and as managers, they were better positioned to answer questions that relate the relocation of functions. In as far as the findings about respondents' knowledge and understanding of the relocation of functions is concerned, it can be concluded that despite some respondents having raised serious concerns, the relocation of functions in the DPR&T was effective.

In addition, this process was managed appropriately because it did not result in major movements (transfers), job losses, unfilled vacancies and employees felt secure about their jobs. In addition, most respondents felt that leaders and managers managed the process successfully. However, it should be noted that some respondents were concerned about work conditions and uncertainties that prevailed during the relocation of functions. Concerns that were raised were that the process was stressful as it was associated with increased workload, lack of clarity about roles and responsibilities, limited support by supervisors and unrealistic performance expectations by managers. As such, most employees felt they were underpaid and reported having had contemplations to leave DPR&T. Uncertainties that were raised included lack of timeframes for implementation, lack of clarity of roles and responsibilities, lack of opportunities for employees to give input and unfavourable working conditions that prevailed at that stage. It should also be acknowledged that the process has impacted severely on DPR&T's and employees' performance. The concluding remarks and recommendations that are discussed in chapter 5 are based on the findings that were interpreted and analysed in this chapter.

CHAPTER 5

CONCLUDING REMARKS AND RECOMMENDATIONS

5.1 INTRODUCTION

The purpose of chapter 4 was to interpret and analyse the findings of the study. These findings were interpreted and analysed consistently with the sequence of the research questionnaire and were depicted diagrammatically and analysed descriptively to show relationships between them. As explained in chapter 4, the findings revealed the respondents' biographical profile and insights about the extent to which they knew and understood the process of relocation of functions. These findings revealed conditions and uncertainties to which employees were exposed during the relocation of functions, roles that leaders and managers undertook and the impacts of relocation of functions on DPR&T's and employees' performance.

This chapter is the last and discusses the concluding remarks and recommendations that derive from the findings. Despite acknowledging significant progress that has been achieved through the relocation of functions, this chapter highlights areas of concern for which corrective measures should be initiated. The discussions that are dealt with in this chapter relate to the last research question and objective that were described in chapter 1 and therefore, it sheds insights about how the relocation of functions can be managed to lessen their negative impacts on public institutions and employees' performance.

5.2 CONCLUDING REMARKS

The discussions that were dealt with in chapter 1 were introductory in nature and were about the background and introduction, problem statement, significance and aim of the study as well as the research questions and objectives. This chapter further discussed the research design and methodology, limitations of the study, ethical requirements that were adhered to and layout of chapters. From the discussion of the problem statement, it is evident that there is limited Public Administration research that focuses on the relocation of functions in the public sector in South Africa. This gap exists amidst the recurrence of occasions in which structural changes are initiated to enable public sector institutions to improve their service delivery performance to

satisfy the needs of members of society. As such, there is a need for research that focuses on this topic.

The findings of this study will enlighten public sector managers about factors that need to be taken into consideration whenever similar interventions are initiated. It will caution managers about aspects that may have detrimental effect on the wellbeing of employees and their performance as well as those that may significantly affect service delivery by public institutions. In the context of the South African public sector, it will help advance compliance with legislation and support them to realize the goals that are envisaged in the National Development Plan. The findings of this research will furthermore provide guidelines and best practice on how similar interventions can be approached and managed in the future.

Chapter 2 has laid a theoretical foundation for the study by reviewing the literature of relocation of functions. This literature review consists of the definition of relocation of functions, its purpose, the roles of leaders and managers in the implementation of relocation of functions and outcomes that are envisaged. These discussions shed insight about current developments in the literature review of relocation of functions and corroborates that there is limited research that is conducted on the topic in the South African public sector. From this literature review, it is evident that the process of relocation of functions is implemented as part of institutional reform and restructuring to support leaders and managers to achieve envisaged outcomes, i.e., institutional culture, design, development, and performance. Of particular importance, the requirement to institute the process of relocation of functions in the public service in South Africa derives from legislation and in particular, the Framework on the macro-organisation of the State (2008), to which reference is always made when efforts to reconfigure government structures are undertaken.

The focus in chapter 3 was predominantly on how the research design and methodology were applied. Some additional discussions that were discussed were about the overview of the study area (DPR&T), limitations of the study and ethical requirements that were adhered to. From the discussion of the research design, it is evident that the research sample was sufficiently representative of the target population (staff complement of DPR&T). It is also evident that

prudent measures were undertaken to improve the validity and reliability of the findings. The discussion of the research methodology explained in detail the research items that were administered to respondents, whilst the limitations of the study reflected on three limiting factors that could impact on the interpretation and analyses of the findings. The DPR&T was chosen as the study area because it is befitting; it is a public sector institution. The outcomes of the relocation of functions in the public sector are different to those of private sector companies. Private sector companies implement relocation of functions to increase profits, whilst public sector institutions implement it for the betterment of lives of citizens.

The purpose of chapter 4 was to interpret and analyse the findings of the study. These findings consisted of two sections, namely A and B, that respectively interpreted and analysed the biographic profile of respondents and the extent to which they knew and understood the relocation of functions. It can be concluded from these findings that the relocation of functions in DPR&T was effective, though other respondents had reservations about how it was implemented. As explained in the concluding remarks of chapter 4, this process was effective because most respondents understood the reasons why it was implemented. In addition, the process effective because it was managed appropriately (by leaders and managers), it did not result in major movements (e.g., transfers), job losses, unfilled vacancies and employees felt secure about their jobs (job security). However, it should be noted that some respondents were concerned about work conditions and uncertainties that prevailed during the relocation of functions. The process of the relocation of function has severely impacted on the DPR&T's and employees' performances.

5.3 RECOMMENDATIONS

The concluding remarks that were discussed previously highlight areas in which the implementation has been successful. In addition, they highlight areas in which the respondents' raised concerns that require improvements. Therefore, recommendations that are discussed in this section focus on areas of concern that were raised by respondents, that is, inadequate information dissemination and lack of consultation, work conditions and uncertainties that prevailed during the relocation of functions and the impact of relocation of functions on the DPR&T's and employees' performance.

5.3.1 Inadequate information dissemination and lack of consultation

Inadequate information dissemination and lack of consultation were raised by respondents across several findings. These concerns are demonstrated by findings in which proportions of respondents reported that they did not understand the reasons for the relocation of functions (36%), they were not consulted (87%), there were no timelines for implementation (47%), there were no opportunities for employees to give input (70%) and that the process of relocation of functions had increased levels of anxiety amongst employees (67%). All these findings demonstrate that information was inadequately disseminated and that there was lack of consultation, which had increased the levels of stress and anxiety amongst employees. It should however be noted that the findings are contradictory in that there were substantial numbers of respondents (80%) that reported that they were consulted on *outcomes* and that the process was transparent (80%). Although these findings may be ascribed to pre- and post-consultation, leaders and managers must constantly communicate and consult during change to comply with legislation.

It is necessary to ensure that communication is regular; it happens at the beginning to the end. Managers need to ensure that it is credible (clear) and comprehensive. Rather than using written communication, which tends to be authoritative, alternative ways that encourage engagements must be considered. As part of planning for the relocation of functions, it is important for managers to develop a communication plan that sets out intervals, methods and target groups. Consultation must take place within existing agreements and arrangements. However, for the sake of relocation of functions, it must be planned for. For example, planning should incorporate matters for consultation, stakeholders, intended outcomes, methods of consultation and resources, such as budget.

5.3.2 Conditions of work

The process of relocation of functions, impacts directly on conditions of work and creates uncertainties amongst employees. Hence it is necessary for managers to constantly communicate and consult employees to create awareness about changes that may occur. Communication and consultation facilitate collectively decision-making, and, in this case, it would have prepared stakeholders of diverse impacts that could have been expected. As shown

in the findings, the relocation of functions had severely impacted on conditions of work in DPR&T, thereby stimulating contemplations by other respondents to want to leave. This impact is evident from the findings in which significant numbers of respondents mentioned that it led to transfers (30%), non-filling of vacant positions (33%) and were threatened by the proposed. Other proportionate numbers of respondents said that it increased levels of stress (52%), job insecurity (43%), workload (59%), created unrealistic performance expectations (54%), feelings of being underpaid (50%), lack of support by supervisors (61%) and conflicting roles and responsibilities (61%).

Amongst other goals, the process of relocation of functions is essentially about institutional design where a new structure, new ways of work and uncertainty are eminent. Therefore, it is justified that it leads to transfers, new structure, new vacant positions, increased stress, job insecurity, workload. Amidst perceived insufficient support by supervisors, employees may also feel overworked, and that supervisors' expectations are unrealistic. Due to perceived increase of workload, they may feel that they are underpaid for work they perform. These are part of any change, and it should be accepted that the process of relocation of functions would be associated with them. However, new vacant positions must be filled as soon as possible to ensure that the public institution has the capacity to deliver on its mandate.

Some of the practical ways through which managers can help employees cope with stress may include observing signs of stress and referring employees to employee assistance services, encouraging them to take leave, initiating team building workshops and encouraging open communication between employees. Supervisors must be encouraged to support employees through, for example, mentorship and coaching and where possible they must be encouraged to attend performance management workshops wherein, they will receive training on how to set realistic performance targets.

As with ambiguous roles and responsibilities, conflicting roles and responsibilities create confusion amongst employees. They create lack of accountability and as a result managers may not be able to hold employees accountable. Initiatives to promote synergy between individual and teamwork must be initiated to reduce role conflict. Whilst the process of relocation

of functions is underway, job evaluations must be conducted for new positions. New job descriptions that clearly indicate lines of reporting must also be developed. It is also necessary to ensure that there is clear segregation of roles and responsibilities and that new job descriptions are signed by employees and supervisors. Lastly, due to a high rate of employees who contemplated leaving DPR&T, it is important to develop an employee retention strategy to minimize the costs that may incur as a result of turnover.

5.3.3 Uncertainties

Like conditions of work, uncertainties are better managed through constant communication and consultation. Both communication and consultation alerts employees of changes that may occur and employees are better informed of corrective actions that managers are initiating to lessen negative impacts. In the absence of communication and consultation, employees are left in a void (uncertain). Change of work conditions and uncertainty are inevitable when a public institution is undergoing a process of relocation of functions and must be managed prudently.

Quite a substantial number of respondents (47%) reported that there were no timelines for implementation of relocation of functions in DPR&T. Despite including timelines for implementation as matters that must be communicated and consulted, it is important to ensure that realistic timeframes and priorities are set. Timelines during the relocation of functions assist managers to save costs, monitor progress and eliminate destructions. It is also necessary to ensure that managers assign the responsibility for time management to enable a smooth running of events. In addition to timelines, quite substantial numbers of respondents were uncertain about skills that are required to perform well (56%), their roles and responsibilities (51%). They also said that they were not given the opportunity to give input (70%) and that the working conditions were not favourable (61%). Although these concerns may better be resolved through communication and consultation, it necessary to ensure that the impact of relocation of functions on each is not severe. During consultation, managers need to ensure that they give opportunity to employees to raise issues that affect them directly. The process should not be one-way, but a two-way transaction through which concerns of employees at different salary levels are absorbed into the planning and implementation.

Due to changes in the operations, structure and strategy, roles and responsibilities that were assigned to employees may change as a result of relocation of functions. In this case, it is incumbent of managers to clarify new roles and responsibilities. Roles and responsibilities that emerge as a result of relocation of functions would also need to be featured in the organogram of a public institution and placements to these positions must be done after matching the skills that employees have acquired. The issue of change of work conditions in the public sector is dealt with in terms of the law by bargaining councils. Within public institutions, it is a subject of decisions that are made by Consultative Forums in which different stakeholders are represented, for example, unions. Managers, in collaboration with unions, need to ensure that the relocation of functions do not impact severely on work conditions.

5.3.4 Impact on DPR&T's performance

In addition to uncertainties that were highlighted in the previous sub-section, the findings demonstrate the impact of relocation of functions on employee turnover, workload, safety, degree of commitment, and availability of skilled employees and to improve service delivery. It is possible for any form of change to impact on these, however, the question is 'what do leaders and managers do to lessen the severity of impact on DPR&T's performance'? Unfavourable work conditions may corroborate employee turnover, e.g., stress, workload, feelings of being underpaid, lack of support by supervisors. Contemplations to leave directly corroborate turnover as well. Hence it is important for managers to holistically deal with these factors, not in isolation. Interventions that may be initiated to reduce turnover that results from the relocation of functions may include regular monitoring of turnover by conducting exit interviews, creating favourable work conditions, offering competitive salaries and benefits, and allocating workload fairly.

Workload is associated with long working hours, unrealistic performance expectations, feelings of being underpaid and ambiguous and conflicting roles and responsibilities. It stifles both employee and institutional performance. It makes it impossible for employees a health work-life balance, it is a source of job dissatisfaction and as such, may lead to employee turnover. During the relocation of functions of any form of change that a public institution may be undergoing, it necessary for managers to continually observe how roles and responsibilities change and to proactively develop a work allocation model through which workload can be shared equally and

fairly amongst employees. It is also necessary to continually observe the impact of workload on employees and to detect signs of stress and burnout.

Safety during the relocation of functions was also noted as a concern. It however bears low risk because the core functions of DPR&T are administrative in nature. The working environment does not pose severe threat to employees' physical wellbeing, except for employees that are placed in technical environments. It may pose a threat to those employees' physical wellbeing and must therefore be strictly dealt with to comply with safety regulations and standards. In order to ensure that safety risks are mitigated, it is necessary to continually conduct safety awareness workshops and assign responsibilities for safety management to certain individuals, or a committee. The best practice is to assign safety management responsibilities to an Organisational Health and Safety (OHS) Practitioner for planning, implementing safety standards and monitoring and reporting periodically about such risks. Due to correlations between the findings, recommendations about the impact of relocation of functions on employee commitment and on availability of skills to perform work effectively are dealt with in the next sub-section. If they are not managed prudently, they may have negative impact on DPR&T's and employees' performance.

5.3.5 Impact on employees' performance

In addition to DPR&T's performance, the relocation of functions impacted severely on employees' performance (productivity). The term 'productivity' is about the extent to which employees perform their work and is commonly used in private sector companies, whilst reference in the public sector is made to service delivery. Performance in the public sector is managed through a performance management system that necessitates the development of performance plans, conducting of performance reviews and performance appraisals. To be able to manage performance effectively, managers need to develop performance plans that are indicative of performance targets and timelines. Failure to achieve the set performance targets should always be treated by taking appropriate corrective measures and disciplinary sanctions. In order to help employees to be productive, supervisors must be trained to develop appropriate performance targets and be equipped with the skills to mentor and coach subordinates. Because in this case, employees' performance was measured in relation to employee morale,

productivity, degrees of certainty about career prospects and roles and responsibilities, and on the ability to learn new skills and to effectively perform, the following recommendations will suffice.

To improve morale, managers need to continuously conduct performance reviews to detect barriers to effective performance. The different phases of performance management should be used in such a way that they are able to facilitate employee engagements and to provide feedback to employees. Interventions that can be initiated can include empowering employees, ensuring that there is transparency, communication often, incentivizing (rewarding and recognizing) outstanding performance, referring employees for training, referring employees to receive employee assistance services and being fair and neutral.

Uncertainty about career prospects may lead to the contemplation to leave⁶ and employee turnover. It is associated with lack of trust, communication and employee engagement and may lead to lack of commitment. Lack of commitment may lead to poor performance and ultimately poor service delivery. In order to lessen uncertainty about career prospects, managers need to institute career management workshops through which they assist employees to plan their careers. Through these workshops, they may give career coaching and communicate new career opportunities and paths that emanate from the process of the relocation of functions.

In addition, a substantial number of respondents were concerned about the impact of relocation of functions on roles and responsibilities. This may be as a result of its impact on operations, structure (organogram) and strategy and as a result it has impacted on the clarity of duties and tasks. The lack of clarity of roles leads to ambiguity; roles and **responsibilities that are not clearly defined** and that causes confusion and lack of accountability. Ambiguous roles also create uncertainty about the skills that are required to perform duties. Like uncertainty, they often are experienced during change when new roles emerge and before employees are permanently placed in suitable positions.

⁶ Employees may start to search for 'greener pastures' when they are not certain about career advancement opportunities

Considering that close to 40% of respondents were approaching retirement age (50-60+ years) and 10% others' highest educational achievement being a matric, change of roles and responsibilities may not augur well with them as they may be unwilling to learn new skills. These are employees that would want to sustain their comfort zones and may oppose any change of roles and responsibilities. As such, they may be unwilling to learn new skills. Furthermore, it could be that due to transfers, employees who possessed certain skill sets have been transferred to other departments, leaving a vacuum of skills on those that are left behind. Managers need to be careful of this and introduce innovative ways of transferring skills that are required by new positions. Less intense and innovative ways of transferring skills may help reduce resistance and improve engagements.

The two can better be managed through continuous communication and development of new job descriptions and performance plans that clarify duties and tasks that employees are required to perform. These performance plans must indicate clear performance targets and indicators to guide employees about outcomes they need to achieve. Whenever possible, employees must be referred for training to enable them to cope with new work demands and skills requirements. Instead of assigning new roles and responsibilities for groups that have been referred to earlier, alternative ways such as job enrichment and enlargement can be explored.

5.4 Areas for further research

From the findings and concluding remarks that were discussed in this study, a few research questions that necessitates further research become apparent. These questions include:

- In the context of the notion 'the budget follows functions', how has the relocation of relocation functions impacted on the budget?
- How did the transferring and receiving departments handle the integration of existing and new contracts with various stakeholders and/ or service provides?
- How has the relocation of functions impacted on policy?

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ANNEXURE A

PERMISSION TO CONDUCT RESEARCH IN THE DEPARTMENT OF POLICE, ROADS AND TRANSPORT



Mr. Z. Chap
15745 Joseph Lechoanao Street
Kagisanong
9323

Dear Mr. Chap

**APPROVAL FOR MR. Z. CHAP TO UNDERTAKE THE RESEARCH STUDY FOR THE
MASTER OF PUBLIC ADMINISTRATION PROGRAMME**

The matter cited above bears reference.

Kindly be informed that approval has been granted for you to undertake the research study titled "Relocation of functions: A case study for the Free State Department of Police, Roads & Transport (DPR&T)."

It is hoped and trusted that you find this in order.

Kind regards,

Mr. S.S. Mtakati
HoD: Police, Roads and Transport

06/11/2019
Date

ANNEXURE B

CONSENT FORM AND GUIDELINES

CONSENT FORM AND GUIDELINES

Dear Respondent,

I **ZOLILE CHAP**, am a student at the **University of South Africa (UNISA)** with **Student Numbers: 55729274**, pursuing a **Master of Public Administration (MPA)** degree. I am working on a project, which is a requirement for partial fulfillment of a mentioned qualification.

This study investigates **the impact of Relocation of functions in the Free State Department of Police, Roads and Transport**. The study is conducted in a confidential manner, it is anonymous, and your identity will be protected. This would take approximately 10 minutes of your time and participation is voluntary. If you choose not to participate, you are free to do so and you will not be coerced. You can withdraw from participating in this study at any given time. If you agree to voluntarily participate in this study, please give your consent by marking the appropriate box below.

I confirm that I have read and understood the information above and that my participation in this study is voluntary:

YES	NO
-----	----

Herewith, I agree to participate in the study

YES	NO
-----	----

Below is a research questionnaire which I request you to complete by ticking where it is applicable. All the data gathered through this research questionnaire will purely be used for academic purposes and will be treated as confidential.

There are no **RIGHT** or **WRONG** answers, and your honest opinion will be appreciated.

- Read the statements carefully before indicating your choice in the appropriate block.
- Indicate only **ONE** choice per statement by marking the relevant box with an **X**.
- After completion of the research questionnaire, email it back to zolilec@dsac.gov.za or zolilechap@gmail.com or return it to the **Secretary or PA or Director’s office (Unit Director)**.

Example(s):

Number	Statement	Agree	Disagree	Uncertain/Not Sure	For Office Use only
1	Students could tend to bribe academic personnel.	1	2	3	

- Ensure that you complete **ALL** the statements at **ALL** the sections.
- The first part on each section (**Additional information or comment if any**) is for **ANY** information you wish to supply.
- This is an anonymous questionnaire. Do **NOT** write your name or Persal/ Identity Number[s] anywhere on the research questionnaire.
- Do not complete anything in the **GREY** boxes as they are for office use only.

I thank you very much in advance for your participation in this regard.

Yours faithfully,

ZOLILE CHAP

ANNEXURE C

RESEARCH QUESTIONNAIRE

STUDY TOPIC:

RELOCATION OF FUNCTIONS AT THE FREE STATE DEPARTMENT OF POLICE, ROADS AND TRANSPORT

INSTRUCTIONS

1. Please mark your answer with an “X” in the appropriate block
2. The ranking of answers is from 1 – 3, (1 = Agree; 2 = Disagree; and 3 = Uncertain)

SECTION A: DEMOGRAPHIC DATA

Please mark your answer with an “X” in the appropriate block

1. Gender	Male			Female		
2. Race	Black	Coloured	Indian	White	Other	
2.1 If “Other” specify						
3. Age	18 – 24	25 – 29	30 – 39	40 – 49	50 – 59	60+
4. Years of experience at DPR&T/ public sector	Less than 2	2 – 4	5 – 9	10 – 19	20 – 29	30+
5. Highest Qualifications	Matric	Higher Certificate		Diploma	Degree	Post Graduate
6. Designation in DPR&T	PA Practitioner/ Senior Admin Officer	Assistant Director/ Junior Manager	Deputy Middle Manager	Director/ Senior Manager	Director/ Senior Manager	Chief Director/ DDG/ HoD

SECTION B: KNOWLEDGE AND UNDERSTANDING OF THE RELOCATION OF FUNCTIONS

2. To what extent do you understand the process of relocation of functions?		Agree	Disagree	Neutral/ Not Sure
2.1	I clearly understand the reasons for the relocation of functions			
2.2	Significant change in the way DPR&T operates/functions			
2.2	Significant change in DPR&T structure/organogram			
2.4	Significant change in strategy (vision and mission of DPR&T)			
2.5	I was given opportunity to give input into the relocation of functions			
3. Which conditions were you exposed to during the relocation of functions?				
3.1	Redeployed/ transferred to another section/ unit/ department			
3.2	Early retirement packaged offered to you			
3.3	Non-filling of new and existing vacancies within the			
3.4	Retrenchment			
3.5	Feel threatened by the structure/ organogram			
3.6	Stress about the relocation of function			

3.7	Job Security			
3.8	Overworked/ Overload of work/ Working long hours/ too many responsibilities assigned			
3.9	Unreasonable (unrealistic) performance demands			
3.10	Feeling of being under paid for job functions/ responsibilities			
3.11	No support by supervisor/manager (Inadequate Support)			
3.12	Internal roles and responsibilities conflict/ Staff conflict			
3.13	Made you consider leaving the department			
4. Which uncertainties did you experience during the relocation of functions				
4.1	Clear timelines for the implementation of relocation process			
4.2	Perceived skills requirement to meet the job functions			
4.3	Clear roles and responsibilities for every employee			
4.4	Created more opportunities to give inputs into the relocation of functions			
4.5	Created improved working conditions			
5. What roles did the leadership and management play during the relocation of functions?				
5.1	Having clear and precise communication			
5.2	Engaging with employees on the outcomes of the relocation of functions			
5.3	Transparent about the relocation of functions process			
5.4	Apply consolidated policies and procedures			
5.5	Have appointed the implementing or change agent for the process of relocation of functions			
6. What is the impact of relocation of functions on DPR&T's performance?				
6.1	Loss of valuable employees/ workers			
6.2	Increased workload for remaining employees/ workers			
6.3	Increased focus on safety in the workplace			
6.4	Reduced commitment by employees/workers			
6.5	Shortage of skilled employees and reduced productivity/ service delivery			
7. What is the impact of the relocation of functions on employees' performance				
7.1	Low employees'/ staff morale			
7.2	Low productivity/ service delivery performance			
7.3	Uncertain about my future at DPR&T			
7.4	Uncertain about my roles and responsibilities in DPR&T			
7.5	It had forced me to learn new skills and being effective in my job			
7.6	Increased my anxiety			

Thanking you in advance for your participation and for your valuable contribution.