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Challenges with Service Delivery in the Public Sector: The Case of Labour Centres in Johannesburg and Emalahleni (Witbank)

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The Department of Social Work
School of Human and Community Development
Faculty of Humanities
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In fulfilment of the requirements
for the degree of Master in Social Work by Research

by

Nonkululeko Innocentia Mazibuko-Madalani

May, 2016

DECLARATION

I, Nonkululeko Innocentia Mazibuko-Madalani hereby declare that this dissertation is my own unaided work, and that I have given full acknowledgement to all the resources I have used. It has also not been submitted before for any degree or examination at any other higher education institution.

…….

Nonkululeko Innocentia Mazibuko-Madalani

May 2016

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The finalisation of this work would not have been possible were it not for the continuous consistent support, guidance, commitment and sheer dedication of Dr Edmarié Pretorius to supervise me. I also extend gratitude to Mr Gavin Nedft and Nonkululeko Madalani who edited this work.

My mother, Moyakazi Nomi Mimmie Mazibuko, for putting up with all the paper littered in the house. I appreciate your help Mama.

My children, Nonkululeko Madalani and Madalani Madalani, the most inspired reason for my continued intellectual growth. The endless discourse about the state of the world and our country we engage into, have made me realise no contribution is too small in helping the betterment for humanity. Your intellectual alertness is encouraging and appreciated.

Key to the hatch of the topic was and remains the frontline staff of the Department of Labour in general, but most of all, participants in the research study, the Client Service Officers and their Supervisors in Johannesburg and Emalahleni (Witbank) Labour Centres. Thank you soldiers of Service Delivery.

My appreciation to Director Tendani Ramulongo, of the Research Policy and Planning section in the Department of Labour for providing direction when applying to conduct the study and Director General of the same for granting me permission to conduct the study in the targeted Labour Centres mentioned above; and Productivity SA for the key informant.

God bless you all.

ABSTRACT

The public sector work ethics in South Africa persist to highlight negative perceptions because of overt employees' unethical behaviour and managerial incompetence. The primary aim of the study is to explore what factors are impeding frontline staff of Department of Labour (DoL) in delivering client services in accordance with standards and requirements and what will contribute to the improvement of service delivery by DoL frontline staff. A qualitative approach was used and a multiple case study research design conducted. Non-probability purposeful sampling was used to select the participants, of DoL employees in South Africa, referred to as the Client Service Officers (CSOs), the frontline staff members and their Supervisors from two sampled offices, Johannesburg Labour Centres (LCs) in Gauteng (GP) and Witbank LC, Mpumalanga (MP) Provinces. A total of three semi-structured interview schedules were used for separate phases of individual and group face to face interviews of frontline staff and Key informants from ProductivitySA and DoL Head Office to collect data, with consented tape recording. Thematic content analysis was used and while some generalisation can be drawn, anticipation was to identify the challenges public servants experience which hampers them to deliver services. Overall findings suggest misalignment of the mandate of DoL with clients' needs; challenges with personnel's work knowledge; management, administrative, resources and ethical issues; and service structures' non-compliance to standards of health and safety. Remedies include policy reviews, training and employment of social work services in frontline operations.

Keywords: Employee ethical behaviour, public sector service delivery challenges.

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ACRONYMS

ASD	Assistant Director
BCEA	Basic Conditions of Employment Act (No. 75 of 1997)
CD: PO	Chief Director: Provincial Operations - is a new one level promotion position of the head of a Provincial Office. The Provincial head was previously a Director position. Staff loosely refer to the Provincial head as PD, or PEM and or CD
COIDA	Compensation for Occupational Injuries and Diseases Act (No. 130 of 1993)
CSOs	Client Service Officers: They report to Supervisors, who in turn, report to the Regional Managers in charge of Labour Centres (LCs); CSOs work at Labour Centres, Mobile Labour Centres, Satellite Office and Call Centres
DoL	Department of Labour
EE	Employment Equity Act (No.55 of 1998)
EMPD	Executive Management Performance Development
ESP	Employment Services Practitioner
IES	Inspection Enforcement Services: Inspectors to enforce compliance of labour legislation
IRS	Integrated Registration Services
JHB	Johannesburg
LC	Labour Centre: DoL offices situated closer communities in almost all nine Provinces in South Africa
LRA	The Labour Relations Act (No. 66 of 1995)
MLC	Mobile Labour Centre: Trucks deployed to communities without permanent structures of DoL
MSS	Management Support Services
NEHAWU	National, Education, Health and Allied Workers' Union
OHSA	Occupational Health and Safety Act (No. 85 of 1993)
PD	Provincial Director, interchangeably also referred to-

PEM	Provincial Executive Manager
PDPs	Performance Development Plans
PES	Public Employment Services: Programme to match labour supply and demand
PSA	Public Services Association
UI	Unemployment Insurance Act (No. 30 of 1996)
UIF	Unemployment Insurance Fund

CHAPTER ONE

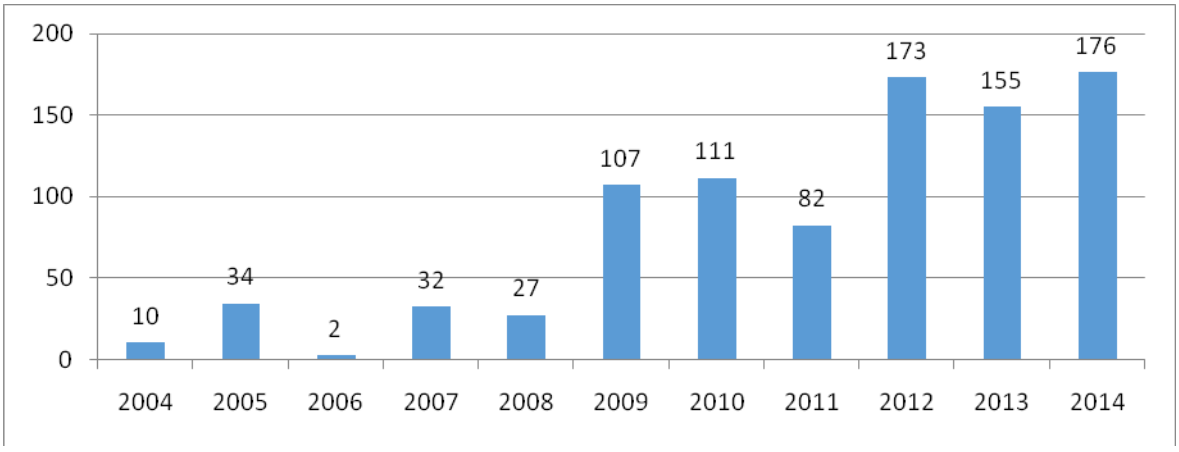
INTRODUCTION

1.1. BRIEF OVERVIEW OF THE STUDY

In South Africa, 21years after the dawn of a democratic government, there is constant subjective criticism by members of the public for poor, unsatisfactory and or a total lack of service delivery in terms of meeting standards and requirements.

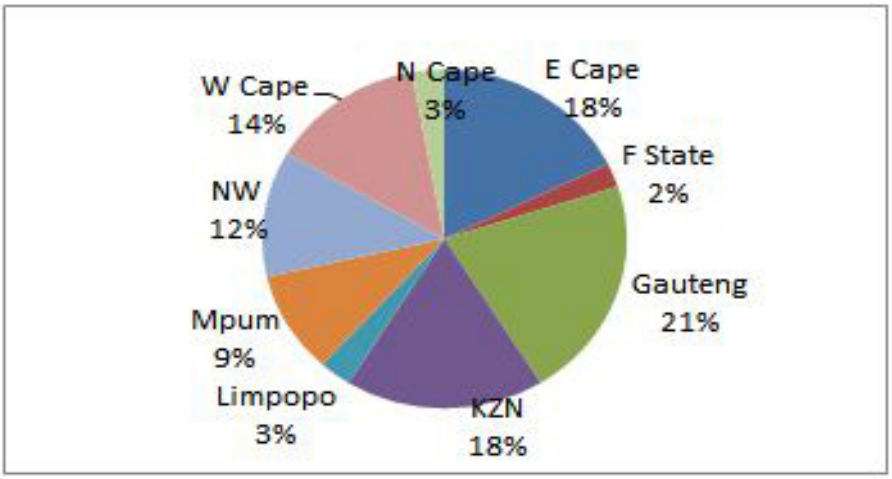
All nine provinces have at one time or another experienced the latter, an outcry often expressed through violent demonstrations and protests (Mail and Guardian 2014, February 12). The headline, "2014 protests surpass 2012 peak" in the broadcast on SABC News, November 7, 2014 demonstrate the sharp annual escalation in the dissatisfaction of end users of municipal and provincial government services as evidenced in figures 1 and 2 below.

Figure 1: Major Service delivery protests, by year (2004 – October 2014)



Source: Municipal IQ Hotspots Monitor

Figure 2: Service delivery protests by province (Jan – Oct 2014)



Source: Municipal IQ Hotspots Monitor

The study therefore, sought to explore possible challenges facing service delivery that may exist in the public sector. A sample case of two Labour Centre s (LCs) of the Department of Labour (DoL), a government department in South Africa - Johannesburg (urban) and Emalahleni (semi-rural), previously known as Witbank areas was undertaken for this purpose. The LCs' frontline staff members and their supervisors were interviewed to provide first-hand information about their positive experiences and challenges in service delivery.

This chapter shall discuss the problem statement and rationale of the study, followed by the purpose of the study and the overview of the research methodology, followed by the definitions of concepts and lastly the organisation of the report.

1.2. PROBLEM STATEMENT AND RATIONALE FOR THE STUDY

Government departments are mandated through legislation to implement service delivery which they appear to fail to execute, and the responsibility of non-performance seem to rests with public employees (*Mail and Guardian online* 2009, July 15); (*Wonkiecatoons* 2010, March 9), and (*Times Live* 2010, January 26). The issues that are expressed on public service failures are generally verbalised by members of the public through a variety of mediums, including the media (New Age Online 2014, October 13); (iOL News 2014, October 23), and yet the voice of the public employee is almost silent (iOL News 2014, November 26). The blame to public employees is sometimes demonstrated through litigation involving

employees as shown in the headlines, “Close to 500 public servants on suspension” (iOL News, September 28) and “Cape Town dismisses 484 employees over past 3 years” citation by the Mayor of Cape Town (Politicsweb 2014, November 26). The actual alleged misconducts of the City of Cape Town employees were, “[t]he transgressions included non-financial misconduct for offences such as gross insubordination, excessive tardiness and fighting, as well as financial transgressions such as fraud, theft and dishonesty, including undeclared business dealings, corruption, soliciting bribes and unauthorised removal of City property… [c]orruption, theft and any unethical and dishonest behaviour ....” stated the report. Another common negative indictment squarely on the shoulders of government employees is the issue of incompetence and or a lack of qualifications to hold positions according to the SABC News (2014, September 30). Perceptions amongst the public that make media headlines are that many government employees are parasitic, unproductive and not adhering to the norms of ethical behaviour (Burger, 2009). The study, therefore, may help to identify challenges over and above the positives as experienced by the supposed perpetrators, the public employees, and may assist with needed proposals for corrective measures and or improvements as and when necessary.

The employees from DoL, which is part of the public services in South Africa, seem to also fall within this firing line of criticism regarding their service delivery. Specifically within DoL, it is evident from the client satisfaction survey report of 2014 that the conduct of some employees of DoL are part of the reasons that hinder satisfactory service delivery in some instances, over and above complaints posted in different mediums of media although it is assumed that a variety of factors contribute to the problem (McDonald, 2014; Thelwell, 2014).

Given the evidence from client surveys over the past five years conducted by DoL to enable DoL to improve service delivery according to standards and requirements and the many media reports, the study seemed necessary to undertake to identify service delivery challenges over and above the other aforementioned source. As an employee in middle management daily observing the conduct of DoL employees’, the researcher thought the study might assist to establish what the hurdles and challenges are within DoL that prevent employees to deliver services according to standards and requirements.

Often government departments and corporate institutions employ Occupational Social Workers (OSWs) as part of their Human Resource team. The expectations from OSWs are to assist employees with improvement of productivity, through an Employee Assistant Programmes (EAP) whose main reason within organisations is to ensure that employees' productivity is enhanced. This study might shed some light on issues affecting the productivity of employees that may be addressed in workplace programmes.

The research is of the opinion that the findings of the study are likely to guide the Human Resources and the EAP employee wellbeing department within DoL to probably design, develop and implement appropriate workplace programme to address the challenges identified. It might also inform the performance management systems to revise and adapt a section of the programme.

1.3. PURPOSE OF THE STUDY

The purpose of the study is to explore the views of the frontline staff members in positions of Client Service Officers (CSOs) and their supervisors about the challenges and enablers they have in rendering services according to standards and requirements to service users as mandated to enforce legislation[1]. In addition, this study seeks to explore the kinds of resources, support, rewards and incentives from the DoL that will help to contribute to improve service delivery in accordance with standards and requirements by frontline staff of the DoL.

1.4. OVERVIEW OF THE RESEARCH METHODOLOGY

A qualitative approach was used in the study and a multiple case study research design was conducted. The aim was to explore, understand and capture rich descriptions and experiences of participants in the study that ascribe to service delivery challenges. The primary units of analysis were thirty seven DoL frontline staff composed of CSOs and their supervisors, employed at offices situated in Johannesburg and Witbank LCs – and two key informants each from DoL head office and ProductivitySA respectively. Non-probability sampling

[1]Unemployment Insurance Act 30 of 1966; Occupational Health and Safety Act 85 of 1993; Compensation for Occupational Injuries and Diseases Act 130 of 1993; Labour Relations Act 66 of 1995; Basic Conditions Employment Act 75 of 1997; and Employment Equity Act 55 of 1998.

technique and or method of purposive sampling were employed to find participants. Then semi-structured individual schedules and a focus group guide to facilitate the focus groups were used as data instruments. For data collection, face-to-face interviews for separate phases of individuals and groups were conducted with CSOs and supervisors and individual face-to-face interviews with key informants. The individual and group interviews of all participants in the study were tape recorded and written notes recordings were captured during the interviews. Then a thematic content analysis procedure was applied by carefully reading all transcripts repeatedly and the data was broken down, similar topics were isolated from unique topics and leftovers. As and when themes were emerging, they were integrated, categorised and constant comparative methods were applied to ensure that incidents applicable to each category are captured accordingly. The research also mapped concepts as they emerged to track patterns of similarity and deviations of the data (Babbie and Mouton, 2001; Terre Blanche and Durrheim, 1999; Rubin and Bobbie, 2005; Creswell, 2009).

1.5. DEFINITIONS OF CONCEPTS

The Department of Labour exists because of a Parliamentary Act to provide legal framework to enforce labour legislation, in accordance with the Constitution of the Republic of South Africa (Act 108 of 1996, Section 23). The Constitution "acknowledges and protects trade union, organisational and individual labour rights as basic human rights" (Tustin and Geldenhuys, 2000).

Regional Managers – Managers in charge of the LCs, also referred to as Deputy Directors.

Satellite office – Makeshift office in community halls and or the boot of the DoLs vehicle in some instances

Siyaya – Unemployment Insurance (UI) benefit's software programme

Skinder – is an Afrikaans word, the terminology means to gossip

Toering – is an Afrikaans word, the terminology means witchcraft

Witbank is interchangeably referred to as Emalahleni

Woerwaai – is an Afrikaans word, the terminology means to be aimlessly misdirected from one point to another

1.6. ORGANISATION OF THE DISSERTATION

The dissertation is divided into five chapters. Chapter One is an overview of the study; describing the problem and rationale for the study, briefly highlighting the research methodology used, defining concepts and explaining the limitations of the study and how the dissertation is organised is also attended to. Chapter Two presents the literature review and outlines the theoretical framework that underpins the study. Chapter Three details the research methodology applied. In Chapter Four, the findings of the study are presented and discussed. Chapter Five highlights the main findings of the study, draws some conclusions and make some recommendations in terms of practice, future research and policymaking.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK OF THE STUDY

2.1. INTRODUCTION

This section gives an overview of the applicable literatures informing the study and the theoretical frameworks underpinning it. The literature covered include the introduction of the public-sector workplace and the values and principles it is founded on, the internal structure and hierarchy, legislation regulating its role players and the helping Professions like social workers and or psychologists in the Employee Assistance Programme (EAP) and or the wellness mechanisms in place.

2.2. THE PUBLIC SECTOR IN SOUTH AFRICA

The public sector in South Africa consists of three levels – National, Provincial and Local government, all[2] constitutionally composed of specialised ministries with delegated authority to manage public services based on democratic values and principles (Act 108 of 1996). This study at the Department of Labour (DoL) focused on its local structures, referred to as Labour Centres (LCs). The LCs' mandate is to interact directly with members of the public to enforce Constitutional legislation directive through frontline staff known as the Client service officers (CSOs), who function under direct supervision, with specified measurable standards and required service delivery targets (Public Service Act 103 of 1994, as amended; Act 108 of 1996; White Paper on Transforming Public Service Delivery, 1997; Public Service Regulations, 2001, as amended).

Frontline employees are therefore, crucial for the success of service delivery. In the eyes of the client, they are service providers and carry the responsibility of projecting the DoL's image and creating a satisfying service experience for the client (Bowen and Lawler, 1992; Redman and Mathews, 1998; Schneider and Bowen, 1995 cited in Browning, 2006). "Their

[2]Chapter 10 of the Constitution provides that public administration must be governed by the democratic values and principles enshrined in the Constitution.

job is similar to that of nurses, family support workers, and other social work staff because it requires a wide range of coordinating skills to fill the frontline of a bureaucratic void" (Gray, 2012, p. 6). Included in the daily tasks of frontline staff are emotional labour of care and support to clients that frontline staff is expected to provide (Gray, 2012).

The participants of the study, the DoL frontline employees are members of the DoL personnel who are stationed at the first point of contact between public users of the DoL mandate and the DoL. Their responsibility is to manage the Help desk, render services and enforce[3] labour legislation that regulates labour market interactions. They also receive applications for processing social security benefits as legislated by the [4]Unemployment Insurance Act (UIF Act) and the Compensation for Occupational Injuries and Diseases Act (COIDA) (Act 30 of 1966 and Act 130 of 1993 respectively; Appendix L). The above-mentioned DoL frontline functions therefore become the first point of human contact between DoL government service delivery and citizens of the Republic of South Africa. The above-mentioned functions of DoL frontline staff are the responsibility of the CSOs who are supervised by frontline supervisors that are in the lower management category (Appendix M).

The role of management in the Public Sector is the same as in any business entity, where there are different levels of management. Within the operational environment of an entity, there are three levels - top, middle and lower management. Top management is the executive, which holds the overall policy formulation, control and responsibility of the function of the entire business. The implementation of these policies is the responsibility of middle management at a level of functional heads. Lower management ensures the daily execution of activities (Du Toit, Erasmus, and Strydom, 2007).

The study's focus is on lower management, who are supervisors of DoL CSOs in LCs whose role include the monitoring and overseeing of the duties of the CSOs as well as attend to queries. According to Du Toit et al., (2007), the responsibilities of lower managers are to implement the plans of middle management and organise work and work teams. Lower management's day-to-day tasks also involve close control and supervision over the activities of subordinates. Over and above the aforementioned, are the three role activities of

[3]Unemployment Insurance Act 30 of 1966; Occupational Health and Safety Act 85 of 1993; Compensation for Occupational Injuries and Diseases Act 130 of 1993; Labour Relations Act 66 of 1995; Basic Conditions of Employment Act 75 of 1997; and Employment Equity Act 55 of 1998.

[4] The benefits are temporary for unemployed and sick employees, and when employees are in an adoption process as well as deceased benefits for dependants.

interpersonal, maintaining good relations and leading roles. The leading role involves the motivation of subordinates to maximise productivity and profitability.

2.2.1. The Batho Pele Principles

The Batho Pele principles, enshrined in a White Paper, set the framework for the standards and requirements guiding the performance of public employees (White Paper on Transforming Public Service Delivery, 1997; Public Service Charter, 2013). The Batho Pele principles are a universal code of quality customer care; key to South Africa, a uniquely customised version for good governance in terms of transformation of public service delivery. The initiative of the Batho Pele is underpinned by the principles of "consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money for service beneficiaries" (White Paper on Transforming Public Service Delivery, 1997, p. 15).

The Batho Pele principles are not the only framework in place for public employees' conduct. An additional practical guide on the code of conduct for public employees in South Africa is enshrined in the exhaustive values and principles required of public employees by the Constitution (Act 108 of 1996) that they must maintain and promote high standard of professional ethics; promoting efficient, economic and effective use of resources; orientated towards development; delivering services impartially, fairly, equitably and without bias; responding to people's needs and encouraging public participation in policy matters; accountable for its actions; transparent by providing the public with timely, accessible and accurate information; cultivating good human resource management and career development practices to maximise human potential; broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past.

The above-mentioned list is exhaustive and relates directly to the content of the study as expressed in this section. This means that members of the DoL frontline staff are guided through the Batho Pele principles and the practical guide to the code of conduct for public employees in South Africa; to deliver services in a human, respectful and dignified way to

members of the public when they administer the Help desk and render services of resolving complaints related to labour statutes and receipt of UIF Act and COIDA applications.

The Department of Public Service and Administration 2013/2014 annual report states that orientation, advocacy and capacity building on Batho Pele were undertaken with all individual departments and there are positive lessons in offices with Batho Pele structures. Additional was the citizens' satisfaction of 60% report from the health department, and a 69% baseline from five sectors of Education, Health, SASSA, Police and Home Affairs. The converse of the report is that not all individual departments have Batho Pele structures and some departments second their junior staff, who are negligible to the needed transformation, to workshops (Department of Public Service and Administration, 2013/2014). The study commissioned by Public Service Commission (2012) revealed that "the departments fared poorly in providing redress to service delivery problems where a sample of five departments revealed that there are time delays and rude staff public experiences", but that overall, the public is satisfied with service delivery.

The irony of the Department of Public Service and Administration 2013/2014 annual report, in particular, is that the recent presidential local government summit portrayed an inefficient application of Batho Pele by officials and political principals (Ramothwala, 2014). The President of the Republic of South Africa is quoted espousing for the revitalisation of the Batho Pele in the face of the President's Hotline having received more than 190 000 citizens' complaints. He mentioned an ongoing plan to conduct unannounced visits to service delivery operations around the country to monitor queue management and dignified treatment among others (President Zuma pledges friendlier, more efficient public service, 2014). Recently, a communications Minister was also quoted saying poor ethics and corruption undermine service delivery (Anti-corruption efforts pay off, 2014). In 2013, Batho Pele-related complaint of rude staff and poor services at a KwaZulu-Natal clinic was reported (Patients complain about rude staff, poor service at KZN clinic, 2013). A Gauteng MEC similarly complained about a personal experience with rude officials at a public facility, which confirmed complaints about arrogant and dismissive attitudes of officials in the province, "I myself experienced that bad attitude from some of the employees, and I am the MEC ..." (Magubane, 2014). On the 2014 Youth Day celebrations at Malamulele, a speaker was quoted as saying: "Batho Pele is just a paper that offers nothing" (Mukwevho, 2014).

Independent research on the interventions of the Batho Pele principles found that in the internal procedures, the public experiences and the overall transformation to enhance service delivery there were no radical achievements (Rakate, 2005; Khoza, 2009).

Within the DoL, it is evident from the client-satisfaction survey reports of 2014 that the conduct of some employees of the DoL are part of the reasons that hinder satisfactory service delivery in some instances, over and above complaints posted in different media, although it is assumed that a variety of factors contribute to the problem (Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.).

The internal monitoring mechanisms like satisfaction surveys have, nevertheless, cast doubt on their accuracy as stated by Fakir (2011, p. 29), "Clearly government reports, which monitor public employee attitudes and those of their customers, are not adequately painting an accurate picture of the national situation. The Auditor General, when scrutinising public finances, could request assessments of the experience of public service."

It is in this context of the absence of accurate reporting of the actual experiences in the public service that the researcher has observed that the DoL frontline employees seem to work in an environment that is absent of material, emotional, intellectual and skills support that, according to the research, could result in the employees' low levels of motivation. Therefore, the research believes that as a result of the researcher's aforementioned observations, frontline staff tends to vent their frustration on colleagues and members of the public through a display of unethical behaviour e.g. rudeness, belligerence, late-coming, abuse of sick leave, absenteeism, sloppiness and many other unprofessional expressions (Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.).

A personal experience of a civic body individual with regard to the public service reception showing a lack of Batho Pele in one of the public services, demonstrates the unabated unethical daily experiences of many members of the public to attest to the research case. The article claims rude and unhelpful public employees are at odds with everything the new South Africa proudly claims under the banner of human rights and democracy. They cast doubt on government's plans and further imperil already poor confidence in the public service. The most acute places where citizens' encounters may be described as frustrating and sometimes harrowing are municipal offices, schools, clinics, hospitals, police stations and immigration

offices. All kinds of people suffer varying degrees of humiliation at the hands of so-called public employees on a daily basis in South Africa, but the sad reality of the situation is that things can go terribly wrong, as they sometimes have, when there is no will to enforce compliance and accountability. Take the deaths of 29 babies in the Cecilia Makiwane hospital in the Eastern Cape during the first half 2015. During 2014, similar reports emerged of babies' deaths at the Charlotte Maxeke Johannesburg Academic Hospital. Babies died from infections due to poor management and a lack of equipment and essentials like soap and towels and other items that are needed to keep a hospital hygienic (Fakir, 2011).

2.3. CHALLENGES IN THE PUBLIC SECTOR

Historically, it is said that the performance of South Africa in human resources measured by the World Competitiveness Ratings is very poor (Akinnusi, 2008.) and the challenges are well known to most users of government services (Tau, 2015; Dipa and Mtshali, 2015; Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.). Government has long identified the challenges as stated in the 1st December White Paper, that national departments and provincial administrations were dissatisfied with human resource management in the public service (Department of Public Service and Administration, n.d).

Given the above-mentioned shortcomings, the White Paper canvassed to transform the public service and develop departmental policies for the strategic management of human resources and the efficiency of the public employees in executing their duties (Department of Public Service and Administration, n.d; White Paper on Transforming Public Service Delivery, 1997).

The 2007[5] Public Service Commission (PSC) report explained the challenges juxtaposed with international scenarios in the form of listing the possible common challenges. In the environments of the departments that participated in the PSC report, it was found that overall there was poor performance in the areas of culture, mismatch and lack of skills, lack of performance standards, and poor performance with regard to the rollout of the Performance Management and Development Systems (PMDS). According to the PSC report, the respondents who were concerned about poor performance were the employees and the union

[5]The Public Service Commission (PSC) is an independent institution established in Chapter 10 of the Constitution

whereas managers were evasive, which is probably a case of denial because of failure to account and or maybe a question of inability on the part of the managers to identify poor performance in the first place (Public Service Commission, 2007).

The purpose of the PSC round-table discussion, according to the 2009 PSC Chairperson, is "to create an open platform for positive criticism and debate on the findings of the report and to stimulate thinking about matters concerning the Public Service and institution building" (Public Service Commission, 2009).

The researcher as a practitioner employed in the DoL (Fuller and Petch, 1995), has noted with concern that the PSC reports on round-table discussions cited above, showed that the DoL in some instances participated in the round table and in some did not. The round-table discussion was a voluntary choice for the DoL to attend or not, which supports the observed case of the researcher that issues raised at the PSC round-table discussions and corrective measures suggested seem to have been ignored and not acted upon at the DoL's participating offices for the study. A supporting sentiment expressed by participants in the PSC round-table of 2010 that, "every Head of Department (HOD) and every Director General (DG) should know about the PSC's State of the Public Service (SOPS) report" (Public Service Commission, 2010), having observed that over the years, the concerns tabled continue unabated and recommendations are not actioned.

This section discusses some of the challenges that informed the study. The lack of some fundamental industrial systems and theories that facilitate a functional workplace like personnel, human capital systems, training and development, performance appraisal, human factors at work, skilled labour and productivity in the public sector, theories of motivation, the role of trade unions, labour legislation and Employee Assistance Programme. As a result of which, standards and requirements of service delivery gets compromised as it shall be demonstrated by various literatures, media and official reports in this section.

2.3.1. Human resource planning

Human resource planning is a strategic policy issue for organisations to gain insight into the number and type of personnel needed in the short, medium and long term, taking into account

developments in the labour market. The human resource plan also helps to translate policy developments into Human Resource (HR) policy issues concerning the entry and exit of personnel in the organisation's growth and development (Muchinsky, et al., 1998, p 208 – 212; Du Toit, Erasmus and Strydom, 2007). In Australia for instance, it was established that the irregular human resource planning brought about a skills shortage that significantly affected public service but the situation was remedied (Australian Public Service Commission, 2011). The crucial requirement of human capital planning, as cited above, was also undertaken by the South African Department of Public Administration (DPSA) in its Human Resource Planning Strategic Framework – Vision 2015 for the Public Service in 2008, to assist government departments to carry out their respective mandates efficiently (Department of Public Service and Administration, 2009).

Already in the 2000 White Paper, it was noted that the human resource planning in the public sector is weak (White Paper, 2000). Regrettably, in the 2008 and 2013 reports of the PSC, it was established that the challenges remain and that the 2015 above cited vision has not been successful citing, among others, a lack of cooperation of line managers and the Executive Authorities' (EAs), extreme influence in the management of the human resources and political interference in the administration of departments. In fact, in 2009, of a sample of the 22 national and provincial departments studied by the PSC, none managed to fill their vacant posts within the 90 days standard (Public Service Commission, 2008; Public Service Commission, 2009; Public Service Commission, 2013). The report further stated that in the 2008/2009 financial year, a report covering a period ending December 2008 stated that only 54% of national and 32% of provincial departments had completed their human resource plans for 2008/2009 and obtained the necessary approval from their Executive Authorities. In fact, the 2010 report states that HR Planning is not responsive to strategic needs and that there was a misalignment of departments' workforces and government priorities, strategic plans and budgets (Public Service Commission, 2010).

The researcher believes that the disregard to remedy identified trends in shortcomings and the absence of accountability are the real glitches in the system. The regurgitation of corrective measures like "One of the key contributory factors towards these weak administrative practices is the lack of strong human resource management components in departments and this needs to be urgently addressed" (Public Service Commission, 2009) and the recommendations not acted on is extreme cause for concern, according to the researcher. The

irritant of repeated wrongs was also expressed in the Parliamentary Public Service and Administration Portfolio Committee, relating concerns that: “The Managers’ willpower in managing poor performance is inhibited by the need to make unpopular decisions, and personal and political relationships that conflict with management responsibilities” (Public Service and Administration Portfolio Committee, 2007).

It is the researcher’s assertion that efficient, strategic personnel planning requires comprehensive data about the workforce and a strategic vision of the organisation, so the organisation’s goals and ambitions can translate into Human Resource Management. However, literature research findings are that in some individual departments, line managers are excluded from the strategic planning of human capital in some instances, because of political pressure (Dzansi and Dzansi, 2010). The researcher in support of the above citing states that the decision to add or reduce frontline staff at the DoL is barely informed by the aforementioned literature guiding imperatives. Instead, the researcher has observed that there is evidence of seemingly incompatible workload staff ratio and other related matters that point to either misalignment of organisational objectives and human capital to achieve organisational goals.

2.3.1.1. Occupational social work in human resource management

Historically, individual human resource managers to complement organisational issues of employee care spearheaded the support and fight for the existence of social work services in the workplace. Most of the profile of these individuals had experiences of relation of some sort with social workers at a personal and or professional level; like being married to a social worker and or having served as board members of welfare organisations (Maiden, 2001).

Another imperative for social work services for human resource management was to complement employee support in employee relations procedures in cases linked with alcohol abuse. The latter was as a result of lobbying by the South African National Council for Alcohol and Drug Abuse (SANCA) to provide counselling services for dependent employees; juxtaposing the service with organisational hidden cost of alcohol abuse (Maiden, 2001).

2.3.2. Job evaluation

Job evaluation is an important procedure used to determine the relative value of jobs in the organisation. The process helps to determine the level of compensation paid, because different jobs within an organisation hold different degrees of importance and value that determine highest or lowest salary levels. Therefore, decisions on retention of competent staff are based on market-related compensation and internal equity or the fairness of compensation practices within the organisation (Muchinsky, Kriek and Schreuder, 1998).

In South Africa, public service functions are guided by the mandate delegated to different ministries and therefore every position must be aligned to the ministry of legal status (Public Service and Administration, 1999). The function of the evaluation of jobs was initially the responsibility of the Department of Public Administration but is currently decentralised to individual departments (Public Service Commission, 2013). The job evaluation of DoL frontline staff as cited in section 2.3.2 is therefore a direct responsibility of the DoL.

According to the Public Service Commission report of 2013, the job evaluation system currently applied is flawed and causes further delays in the filling of vacancies. In addition, the decentralisation of job evaluation to departments has opened the function to abuse as some departments selectively use the job evaluation system "to create senior positions for preferred persons" (Public Service Commission, 2013).

The study is of the view, given the above-mentioned findings of the Public Service Commission, that in any standard, the type of work in terms of job content that the DoL frontline staff undertakes suffers abuse in the application of job evaluation principles. For example, the principle entails, among others, the importance and value of the job in the organisation; the knowledge, skills and level of responsibility as well as level of decision making required for the job; the impact of the end result compared with factors in other jobs (Muchinsky, et al., 1998). The DoL frontline staff job content as observed by the research satisfies a huge section of these requirements. Therefore the researcher believes that the DoL is unable to address the issue of performance based on specialised applied learning rather than on general skills in their job evaluation of frontline positions and also, is unable to keep pace with ever-changing roles like many dynamic organisations; or were influenced by preconceptions about the worth of frontline positions and that is what informed decisions

made in relation to job evaluation (O'Riordan, 2008). The general perception within the DoL is that the frontline work is not aligned to the position of salary entry level to a job market. In fact, it is undoubtedly misalignment of evaluation of the position and compensation according to the research.

2.4. RECRUITMENT, SELECTION AND APPOINTMENT OF NEW EMPLOYEES

The section on recruitment and preceding and proceeding phases is explained through literature of the recruiting yield pyramid in this section, which is the pinnacle of an employer/employee contract. For the purpose of this discussion, the bottom of the pyramid begins with invites, then proceeds to interviews and offers with the final stage of the actual appointment of employment (Hawk, 1967 as cited in Muchinsky et al., 1998). The details of the process shall be discussed in the following paragraphs.

The objectives set for recruiting relate to the quality and efficiency of the recruitment process, and the maintenance and creation of a good employer image. In recruiting, organisations look for personnel internally and externally through advertisements. The recruitment drive that attracts a candidate to an organisation is usually one that stipulates the qualifications and skills required from the candidate. Therefore, the qualifications and skills demanded by a position should be met by would-be candidates so that the staff remains competent and motivated to perform the various duties that seek to achieve the goals and objectives of the organisation (Muchinsky et al., 1998; Du Toit et al., 2007).

The procedure to recruit and select candidates in the South African public sector is crafted through policies that make use of advertisements for vacancies, short-listing candidates, a selection panel which scrutinises qualifications and reference checking, which is in line with the above-mentioned literature processes (Public Service and Administration, 2012).

However, the recruitment system of advertising posts nationally has been slow, probably slower than the old public administration system (Karodia, David, Kambuwa, Wallis and Soni, 2014). According to the Public Service Commission report of 2010, elementary processes of job descriptions are disregarded and in some instances are not established by

individual human resource sections of departments before they advertise vacancies, leading to disgruntled applicants who sometimes seek legal recourse. In some instances, there are short-listing scoring inconsistencies and the process is neither documented nor are proper records kept (Public Service Commission, 2010). Motsoeneng (2011) found in a study on DPSA that in DPSA two thirds of the respondents believed that there is no monitoring of the recruitment policy in DPSA, so there is no adherence to the department's recruitment policy. In fact, according to the above-mentioned study, there is no planning before new employees are recruited, nor are there skills and competency considerations. These shortcomings result in failure to attract suitable candidates and to place candidates with the right skills and competencies in the right jobs (Public Service Commission, 2010; Motsoeneng 2011). The Motsoeneng (2011) study found that candidates who are more qualified than members of the selection panel were unlikely to be selected as they could thereafter compete for advertised positions. Furthermore, the majority of line managers were not involved in the selection process. The Gwayi (2010) study found that a lack of skills in the public sector is as a result of nepotism and that appointments are not based on merit, but on relationships. It was also found that "Attempts to create a more flexible employment system have contributed to slower appointment procedures" (Karodia et al., 2014). The challenge is that where there had been HRM-delegated powers, these have been removed or there is lack of such delegation, particularly around the filling of posts; that EAs are reluctant to delegate human-resource functions and authority to their administrative leaders (DGs and HODs), especially the filling of posts at lower levels (salary levels 1 to 12). The report expressed a general concern regarding the time it takes to fill posts and the high vacancy rate; delays in the candidate-vetting process by the State Security Agency (SSA); and delays in the verification of qualifications by the South African Qualifications Authority (SAQA) (Public Service Commission, 2013).

The 2013 Public Service Commission report noted attempts had been made at a national level to improve the quality of the recruitment and selection processes for senior and middle management in the Public Service, while the vast majority of public servants are employed at the lower levels. On the positive side was the authentication of the qualifications of employed officials, the PSC has found that only a very small percentage of employed officials have doubtful qualifications. The report acknowledged that ideally, it should be the verification of qualifications at the time of recruitment and selection rather than reactive measures that should be encouraged (Public Service Commission, 2012).

Therefore, the absence of the basic recruitment principles in the DoL is part of the reason for the research as it has been observed that the common complaints about nepotism, cronyism, and cadre deployment seem to play a big role in the recruitment process (Hunter, 2014). The researcher is concerned about the fact that cadre deployment is a contributing factor to service delivery challenges and remains a topical issue from its inception (Harvey, 2015). Although the 'cadre deployment' challenge was not expressed in the 2013/2014 DPSA and PSC report as pointed out in the Harvey article, "…what the Public Service Commission report does not point out is the fact that the problem of placing ill-equipped people in various positions exists at all levels of government and in all departments, and that this has been prevalent since 1994, not only at national, provincial and ministerial staff level, which is the focus of the report, but also at local government level, which is more serious because it is the coalface of service delivery to communities" (Harvey, 2015). It is said a number of new ministers and senior public servants appointed in public service were inexperienced or, in some cases, without formal training and proper orientation for the new positions and that there's a "lack of clarity of roles between elected and appointed officials, a recurrent problem in both national and provincial departments" (Mafunisa, 2003, citing the Presidential Review Commission, 1998); and that besides political loyalty, the new appointees could offer no skills. These concerns were raised on the back of the Commission understanding the rationale for political appointments to the public service, but argued that the practice should be an interim and not permanent feature of the service, emphasising that "skill and competence, rather than political loyalty, should be the guiding norm in future, especially as the threat of political sabotage diminishes" (Mafunisa, 2003, p. 22).

2.4.1. Employment Equity Policy

In South Africa, the recruitment, selection and appointment of staff in the public and private sectors are, among others, guided by Affirmative Action (AA) policy regulated by the Employment Equity Act (Act 55 of 1998). The purpose of the Act is to afford previously disadvantaged people an advantaged opportunity to participate in the labour market (Act 55 of 1998; Muchinsky et al., 1998; Tustin and Geldenhuys, 2000).

The policy of recruitment, selection and appointment of new staff in DoL, is legally obligated to adhere to and comply with the Employment Equity Act (Act 55 of 1998). Therefore, the participants of the study, the DoL frontline staff, are recruited based also on the conditions of adherence to and or compliance with the Employment Equity Act (Act 55 of 1998).

However, the researcher has observed that because of the special provisions of the employment equity policy in place, the remaining crucial requirements on recruitment become compromised in the DoL. It is also the researcher's observation as the practitioner in the DoL that the minimum qualifications necessary to perform satisfactorily in a job are not completely met to the detriment of service delivery (Fuller and Petch, 1995). This is supported by the general public's perception that the Employment Equity appointment is cause for slow and or a lack of service delivery in the democratic dispensation (Edigheji, 2007). The portfolio committee in parliament raised concerns about the appointment of unskilled, incompetent managers (Public Service and Administration Portfolio Committee, 2007), believed by the study to be Employment Equity candidates. The PSC echoed similar concerns about skills challenges stating that: "There is an assumption that limited service or a lack of service delivery emanates from lack of requisite skills within departments" (Public Service Commission, 2014). The 2013/2014 report of the DPSA acknowledged the continued incompetence, although with no mention of the Employment Equity policy being a contributing factor: "there continues to be unevenness in capacity that leads to uneven performance in the public service. This unevenness is attributed to a complex set of factors, including tensions in the political, administrative interface, instability of the administrative leadership, skills deficits, insufficient attention to the role of the state in reproducing the skills it needs, the erosion of accountability and authority, poor organisational design and low staff morale" (Department of Public Service and Administration, 2013/2014).

The research has noted with concern that all the PSC and DPSA reports the researcher read acknowledged skills and competency challenges but did not cite Employment Equity as a contributing factor to [the use of] unskilled labour in the public service. This, according to the researcher, suggests a denial to confront shortcomings and challenges in service delivery holistically. The researcher believes that an accurate audit of factors contributing to challenges in service delivery can facilitate the development of efficient and effective corrective mechanisms. The diagnosis of challenges is equally challenging in a seemingly unwillingness by the departments to participate in efforts to identify the state of the public

service. For example, an extract from the PSC report demonstrates the reluctance of departments to participate in studies of public services "the departments that responded from the 126 national and provincial departments that received the questionnaire through their Human Resource Management units, in total, 76 completed questionnaires from 15 participating departments were returned, of which eight were spoiled. Therefore, the analysis and findings are based on a total number of 68 questionnaires, which were correctly completed" (Public Service Commission, 2014). Note to this study, is the absence of the DoL once more in the participation of the 2014 PSC research; to suggest that there is legitimacy and justification for the study.

2.4.2. Performance management system

The performance management system, according to a number of literatures, is a difficult concept to define. However, it involves performance targets that are measurable in terms of the aims and objective of the organisation to optimise and maximise its functioning (Blundell and Murdock 1998; Poister, 2003 cited in Letsoalo, 2007; Omotoye, 2011). Performance management involves performance appraisals that feed back to employees' need to improve their competencies to add value to the organisation (Hildebrand, 1997 cited in Letsoalo, 2007).

Internationally, the function of performance management – to change how organisations work – is well documented. In the Nineties, for instance, the public service in Europe, New Zealand and Australia was dominated by a performance culture. In South Africa, new performance and development systems (PMDS) to improve public service in all departments were established in 2001 to replace the Rank and Leg Promotion policy that was beset with dishonesty, favouritism and inconsistencies. The new PMDS were rolled out systematically with task teams to train other employees for the respective departments (Letsoalo, 2007). The PDMS were subsequently revised and were referred to as an Employee Performance Management and Development System (EPMDS) (Public Service and Administration, 2007).

Therefore, the DoL performance management system is also regulated by the EPMDS prescripts like every other government department in South Africa. However, it is the researcher's opinion that currently in the DoL, the EPDMS is fraught with triggers for

disputes, the demotivation of employees, favouritism, dishonesty, and high degrees of inconsistencies and related factors.

It is also the researcher's observation that there is a fluid understanding of the connection of individuals' performance and the overall organisational performance, which results in productivity and service delivery challenges that plague the DoL performance (Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.). Research findings attest that the majority of the sampled departments' officials and managers did not understand the EPMDS with varied understanding of its purpose and on average many of them were not trained in it (Letsoalo, 2007). Adding to the above assertion, the Public Service Commission report of 2013 reported on a number of incapacitations regarding the aims and objectives of the EPMDS that were unable to reconcile individual performances with the overall organisational performance. The report cited, among others, inconsistencies of individual officials' performance agreements and the indicators that officials are assessed on; an attitude of entitlement of bonuses by officials, irrespective of merit or performance; instances where performance bonuses were paid to officials, including senior managers, even when the departments' performance was poor or a department had a qualified audit report; line managers' reluctance to deal with poor performance, which impacts negatively on service delivery and productivity (Public Service Commission, 2013). The PSC Commissioner at the DPSA Portfolio Committee briefing said: "Top management in the departments have to be taken to task as they are the first to not comply with the performance agreement that they have signed" (Public Service and Administration Portfolio Committee, 2007).

2.4.3. Skilled labour shortage

Documented reports in Maputo, the capital of Mozambique, reveal that immediately after the independence of that country in 1975, there were only 40 people with university degrees (Kayizzi-Mugerwa, 2003). The system had to transform and absorb indigenous people to serve in the public sector, as opposed to colonisers holding public office, both in politics and government administration. Skilled labour shortage became a challenge, forcing the public sector to be staffed with unskilled people without sufficient education or relevant qualifications, which contributed to inefficient service delivery. The few available skills were headhunted by the private sector, enticing skilled labour with salaries far exceeding

government pay rates. Personnel in the public sector resorted to taking bribes, outright theft of public property and absenteeism due to freelance jobs to make up for the perceived shortfall in their monthly salaries to improve their living standards (Kayizzi-Mugerwa, 2003). The challenge of not being able to meet the demand for skills is, however, an experience of the past in the world stage. In Namibia for instance, unemployed graduates are recruited to a shelter programme of skills enhancement during the graduates' "unemployment season" (Neshiko, 2014). England faces similar challenges of an oversupply of unemployed graduates, (Clark, 2014).

Scarce, skilled labour is a concept being challenged of its validity and accuracy by the different employer industry participants and writers in the discourse. Recently, through a White Paper for Post-School Education and Training, the Department of Higher Education and Training's call to the latter was that it should centralise its systems to identify skills needs, and as of April 2014, 100 top occupations in demand were identified (Ngcwangu and Balwanz, 2014). Internationally, the concept of scarce skills does not hold water, "Outsourcing and global supply chains, along with the fall of communism, mean that suddenly, workers in rich countries are competing directly with workers everywhere, many of whom live in capital-poor countries. That will naturally make labour less scarce, and hence less valuable" (Smith, 2014, p. 15).

We can argue the same is true in South Africa as the country's institutions of higher learning have continued to supply the labour market with a relatively sizeable number of graduates of different expertise, the situation of the oversupply of skills has resulted in many graduates being unemployed (Qambela and Dlakavu, 2014). The problem is more acute because of the deployment policy of the ruling party, the African National Congress (ANC), where inadequately equipped personnel swell the echelons of government administration (Mafunisa, 2003; Areff, 2012). Two different studies of service delivery challenges, at the King Sabata Dalindyebo Local Municipality, Mthatha, and the Nelson Mandela Metropolitan Municipality in the Eastern Cape Province, found that there were a lack of skills as a result of nepotism because appointments were based on relationships but not on merit (Tsatsire, 2008; Gwayi, 2010). The challenge also extends itself in nepotism practised widely, allegedly even in the president's person wherein the president's daughter was appointed in a senior position, overlooking more competent candidates (Reilly, 2014), or through misrepresentation or lying about one's qualifications even in senior and strategic positions (Hunter, 2014).

However, there has been ongoing engagements about the legitimacy and justification of deployment of governing party loyalists as cited in the Presidential Review Commission (PRC) of 1998, that "there was a threat, real or perceived, of political sabotage by disloyal incumbents of the previous regime" (Mafunisa, 2003). The Commission at the time, acknowledged the need for political appointments within the service to counteract unsupportive public servants (Presidential Review Commission, 1998); as supported by provisions of Section 195(4) of the Constitution (Act 108 of 1996) which provides for political appointments. The practice of the deployment of loyalists to the public service administration was also noted when the South African main opposition party took office in the Western Cape (Mafunisa, 2003).

In the same breath, it is important to recognise and acknowledge the required redress of previous atrocities of discrimination and segregation perpetuated against the majority of black people by the then minority white regime. To level the ground and to try and bridge the gap meant that people with potential to perform a job had to be affirmed through Employment Equity legislation (Act No. 55 of 1998) to positions that they did and do not necessarily qualify for.

The researcher is a strong supporter and understands the above-mentioned initiatives of affirmation of individuals, based on potential future performance. However, it is well known that managerial planning requires knowledgeable inputs (Wenzel, 2007; Du Toit et al., 2007). In fact, some of the appointees to administrative positions on the basis of affirmation policies and/or cadre deployment were found to lack the skills to execute the tasks allocated for the positions (PRC, 1998 cited in Mafunisa, 2003; Cameron (1996) and Luiz (2002) cited in Edigheji, 2007). To add to the concerns and observations of the researcher, the culture of political deployment, as well as affirmative and or Employment Equity policies in South Africa, relegate the notion of knowledge to manage efficiently to non-importance, in particular for the study, the lack of knowledge of management role to motivate subordinates. The above concerns are supported in the discourse of the Brown Bag Seminar Challenges of 2014, that, "There is the influence of the controversial deployment policy of the ANC, which deploys party members to senior management positions in the public sector, many of whom lack relevant training and experience" (Karoida, David, Kambuwa, Wallis and Soni, 2014).

The PSC report of 2012 acknowledged that there were service delivery challenges as a result of a skills shortage in the public sector; occupational categories in which there is a shortage and which are most affected by labour shortages have been identified; there is also a lack of strategy to attract and retain identified labour shortages; there are high vacancy and turnover rates because of promotions and transfers within departments and other organisations (Public Service Commission, 2012).

Areas of scarce skills in the Public Service as identified were in the following fields: finance, health and social service, human resources, senior government and local government officials, policy and planning, research and development, human resources clerks, office administrators, payroll clerks and secretaries (DG of DPSA, DPSA Portfolio Committee, 2012). The study found the DPSA's allegations to be disingenuous if the cited position about an oversupply of skills is considered. The study states that the challenge in the public sector and in the DoL is the deliberate appointment of unskilled, unqualified and incompetent individuals that perpetuate the practice for personal security. An opinion shared by Harvey (2015) that: "Often, public advertisements for jobs in government are placed for reasons of formal compliance, when in fact those jobs have already been assigned to ANC cadres... jobs have gone to incompetent and unqualified cadres of the ANC, rather than to the best available skills, talents and qualifications of deserving citizens who are not ANC members."

Given the status quo discussed above, the researcher is of the opinion that the CSOs' supervisors are responsible for the CSOs' core functions mentioned in section 2.2. Therefore, the function of motivation of CSOs is an added responsibility that needs focused and able attention. In fact, motivation is extensively discussed through scholastic discourse as a subject. That on its own proves the critical nature of the motivation subject to productivity in the workplace. This makes a case for the crucial positioning of motivational responsibilities. Hence this researcher believes that there is a need to upgrade skills and knowledge of staff and maybe to some extent, redirect some management functions to disciplines that are focused on training in that area and free management functions for core operational responsibilities.

2.5. TRAINING AND DEVELOPMENT

The training and development of public service employees are established world practices for a variety of reasons, like improved skills and opportunities for salary increases and career advancement, among others. For instance, in the USA, training workshops were run for employees of a Midwestern state department. The training was subsequently evaluated and it was found that there was a correlation between motivation and the degree to which employees report that the training improved their performance on specific tasks (Mulhern and Massey, 2013).

In Central and Eastern European countries such as Hungary, there is a dedicated National University of Public Service, a higher educational institution established to educate future public administration officials, military and law enforcement officers in BA and MA and further training programmes in skills development (National University of Public Service, n.d).

Britain had a Royal Institute of Public Administration (RIPA) as a British professional public service institution and civil service training organisation with operations throughout the United Kingdom and overseas, which closed in 1992 (Nottage and Stack, 1972). Currently, the British international training and consulting activities are conducted with the Public Administration International Limited with the purpose of improving public administration providing short-term management courses for public sector managers and officials through training, research and the enhancement of professional practice. The institution directly integrates the latest best practice and management tools into public administration by filling the gap between on-the-job training and Diplomas of Public Administration.

South Africa, based on international lessons, established the South African Management Development Institute (SAMDI) in 1996 followed by the Public Administration Leadership and Management Academy (Palama) in 2008 to provide continuous training and development of public employees through programmes that emphasise commitment to excellence in the provision of quality services to all citizens (Public Administration Leadership and Management Academy, 2008/2009). Palama was reconfigured as the National School of Government in 2013 with the emphasis on compulsory examined training for all public servants (Public Administration Leadership and Management Academy, 2012/2013).

Literature attests that the quality of an organisation to a large degree depends on the performance of the employees of the organisation, hence, the need to ensure that staff members have adequate skills is crucial. The skills needed may be a mixture of practical and theoretical knowledge, and the former is rarely found at universities or tertiary institutions. Hence organisations employ new people on the premise of candidates' qualifications. That prerequisite forms an expectation for all incumbents to possess abilities, skills and knowledge to perform the tasks they were employed to do. Embedded in the recruitment and selection is an anticipation that some candidates may immediately succeed in the job. The majority of the new appointees will be expected to undergo an expedited training and development period to be able to do the required tasks. Therefore, training is a process to enhance the degree of fit between job demands and human attributes. (Muchinsky et al., 1998) Birch, Jones, Doyle, Green, McLaughlin, Champney, Williams, Gibbon and Taylor (2007) support this argument/statement. Training can improve the performance and productivity of the staff and ensure that they have the relevant skills.

Effective training may be particularly important when hiring new employees or when the tasks or the technology at hand change. It is in this regard that there is an expectation that the new recruits can be trained successfully, and an in-depth induction to familiarise them with the company's systems is also put in place. However, training does not stop after entry level but is ongoing in order to improve employees' performance (Goldstein, 1991 as cited in Muchinsky et al., 1998). Therefore, training employees to meet their maximum potential is important, although the need for training must be identified based on existing competence within the organisation. The public service expresses similar reasons for equipping public employees with critical skills to enable efficient and effective service delivery (Chelechele, 2009).

It is the researcher's observation that in as much as the DoL frontline staff and their supervisors are subjected to training of one subject or another, there is no evaluation on the impact of the study (Birch, Jones, Doyle, Green, McLaughlin, Champney, Williams, Gibbon and Taylor (2007). In fact, the research found that according to the PSC 2014 report on public service management training, the DoL did not participate in a study initiated by the PSC to determine the quality of Palama training managers from individual departments attended and the effect this had (Public Service Commission, 2014).

The PSC asserts that one of the crucial tools for the effective utilisation and development of employees is a Human Resource Development (HRD) Plan. However, it found that in 2008, only 16 out of 144 departments submitted their HRD plans, translating into an 11.1% compliance rate. This suggested that some departments may not have these plans to start with. Furthermore, the PSC found that Personal Development Plans (PDPs) are often completed for the sake of ensuring compliance instead of genuinely identifying training needs that are aligned to actual job performance. The above is the observation of the DoL training system; no adherence to individual needs based PDPs in most instances; arbitrary subjection of frontline and generally most staff to irrelevant training; and no impact study.

The study found that the entire training exercise was not planned. The DPSA Portfolio Committee in parliament's line of questioning to Palama attests to the researcher's case. The Committee asked if there was an accurate figure regarding the skills that were needed in the public service; if there was a system where bursaries could meet the demand from the public sector; if there were enough people going to universities and colleges so that the target determined could be reached; and lastly stated that the training was 'top heavy' as Palama was mainly focusing on training people at top management level leaving out the implementers (Department of Public Service and Administration Portfolio Committee, 2012). An observation from the research that the PSC reports also focused and emphasised management training, yet the study believed that the issue of competency and skills deficit was a need of focus for all staff irrespective of rank.

The 2014 PSC report revealed that a sizeable number of respondents found the Palama training, 66% of which were the respondents' PDPs, relevant, providing insight on the link between government objectives and their responsibilities; relevant to respondents' daily activities and responsibilities; after training, employees performed effectively and efficiently. Only 34% of the respondents stated that their training was not linked to their PDPs, but they attended the training because they were selected by their superiors as it was deemed to be aligned to the departmental objectives. In some instances, respondents said they attended training due to late cancellation by their colleagues." (Public Service Commission, 2014), and 13% of the respondents believed that the training was not always relevant to their work.

Because the PSC continues to receive public administration related complaints and grievances that not only question compliance with policies but also the professional ethics of senior management, the respondents pointed out the areas for training that needed more attention. Again, the PSC was met with limited responses and therefore could not generalise findings to the whole public service (Public Service Commission, 2014). "With the challenges of basic service delivery being witnessed across the country, the increasing cases of grievances and the complaints that PSC receives and results of evaluations that PSC embarks on, it became evident that there is a skills challenge among senior managers. Many senior managers have attended training at Palama. However, service delivery challenges continue to bedevil the public service. There appears to be a deficit of management skills and competencies required at the sms level. A need was therefore identified to constantly capacitate this level to be able to deal with present and future governance, developmental and implementation challenges facing the Public Service."

2.6. THEORIES OF MOTIVATION

Motivation is about the 'why' individuals behave in a particular manner. The "why" question, questions direction, effort and persistence (Arnold, Robertson and Cooper, 1995). There are books, courses, and even fields of study focused on understanding the subject of motivation. The consensus is that motivation is based on the same fundamental question: "Why do people do the things they do?" Motivation is therefore the underlying principle explored by the study to identify the primary, general and secondary motivational needs and hope to integrate the knowledge with the frontline staff experiences. The section shall discuss the major content theories of work motivation, explain the process theories of work motivation and analyse work motivation across culture. The theoretical discussion of work motivation will focus on the Maslow's hierarchy of needs; Herzberg's two-factor model; Expectancy Theory and Adam's equity Theory (Arnold, Robertson and Cooper, 1995; Robbins, Odendaal & Roodt, 2006; Luthans, 2008).

Motivation

The definition of motivation is subjective so much so that practitioners and scholars define motivation as and how they wish (Luthans, 2008). Even so, according to Luthans,

“Motivation is a basic psychological process... important in understanding behaviour” (Luthans, 2008). There are a number of work theories that can be categorised into three; those that presume that people are motivated by external factors (need theories) and or internal factors (equity theories) and the assumption that people are motivated by logic (expectancy and goal-setting theories) but for the purposes of this study, only those that relate to the study shall be discussed (Arnold, Robertson and Cooper, 1995; Robbins, Odendaal & Roodt, 2006; Luthans, 2008).

Maslow's Hierarchy of Needs

The Maslow hierarchy of needs cited in numerous literatures are the physiological needs at the bottom of the hierarchy and self-actualisation needs at the top. The basic idea is that the bottom needs (belonging, safety and security and physiological) must be met before someone can be motivated to higher level factors (self-actualisation, esteem), for emotional connections such as friendships, family, social organisations, romantic attachments, or other situations involving interaction with others.

The frontline staff of the DoL, in the context of Maslow’s hierarchy of needs, according to the researcher’s observation, relates to the theory on the three lowest levels because those are unavoidable and are the reason, according to the researcher’s observation, for most frontline staff to tolerate the status quo of the DoL frontline situation. It is the researcher’s opinion that the higher two levels are perceived as personal and the observation is that the DoL frontline staff understand that the DoL workplace has no room for such needs to be expressed openly.

Herzberg's Two-Factor Theory

The Herzberg two factor theory came about to ascertain the sources of job satisfaction and job dissatisfaction. The first of the two are called hygiene factors, are extrinsic and independent of the work itself (compensation, job security, organisational politics, working conditions, quality of leadership, and relationships between supervisors, subordinates, and peers and colleagues). The term 'hygiene' is used to describe factors that cause dissatisfaction in the workplace (Arnold, Robertson and Cooper, 1995; Luthans, 2008). According to Herzberg, cited in Luthans (2008), these factors do not motivate employees. However, when

they are missing or inadequate, it can cause dissatisfaction. Hygiene factors are about making an employee feel comfortable, secure and happy.

The second set of factors is motivators or satisfiers and is premised on intrinsic and dependent conditions of the job itself. These include responsibility, job satisfaction, recognition, achievement, opportunities for growth, and advancement (Arnold, Robertson and Cooper, 1995; Luthans, 2008).

It is logical to assume that an easy way to improve employee motivation would be to decrease factors that cause dissatisfaction and increase those that cause satisfaction. However, it is not that simple. Herzberg cited in Luthans (2008) argued that remedying the causes of dissatisfaction does not lead to satisfaction. Nor will adding satisfiers eliminate dissatisfaction. That is because the opposite of satisfaction is no satisfaction, and the opposite of dissatisfaction is no dissatisfaction.

Therefore, the researcher believes that the Herzberg's hygiene factors (relation with managers, working conditions and pay) are dominant in the experiences of the DoL frontline staff, hence an observation of a demotivated frontline team. The study is cognisant of Arnold, Robertson and Cooper, (1995) cautions that the removal of hygiene factors is not a progressive outcome towards a motivated workforce and rather promotes an opinion the research supports; that to eliminate hygiene factors the DoL needs to fix problems related to factors such as ineffective policies, non-competitive wages and job insecurity; and foster a supportive culture, provide meaningful and challenging work, and offer effective leadership, showing respect and dignity for frontline staff to reduce job dissatisfaction and take the first step towards motivation.

Expectancy Theory

The expectancy theory is based on the relationship between effort and performance, between performance and reward and between reward and employee satisfaction. This means people will be motivated to put in a higher level of effort if they believe their efforts will result in higher performance and thus better rewards (Luthans, 2008).

Nevertheless, the DoL frontline staff members, according to the researcher's observation, have little or no expectation of being rewarded for efforts because of the general belief of rampant favouritism practices that benefit individuals on the basis of nepotism, cronyism and the ruling party's cadre deployment preferences (Areff, 2012; Reilly, 2014). The researcher believes that the role of management to show frontline staff the connection between their efforts and expectations of performance, and demonstrate how meeting or exceeding those performance expectations and the rewards will benefit employee, is negligible. Literature cautions that the expectancy theory is not all-inclusive of all individual employees' motivational needs, but may assist managers in creating motivational programmes in the workplace (Arnold, Robertson and Cooper, 1995; Luthans, 2008).

Equity Theory

The equity theory is based on the premise that employees put forth a particular level of effort that they feel compares to the reward potential for themselves and for significant others. It is a formula of inputs (effort and enthusiasm, skills and abilities, flexibility and adaptability, loyalty and commitment to the organisation) and equal outputs (financial compensation, praise and recognition, additional responsibility and autonomy, job security, a sense of career advancement or personal growth) and the comparison of two ratios, one for themselves and one for the significant others, to decide on the greater and or lesser ratios between themselves and significant others (Arnold, Robertson and Cooper, 1995; Luthans, 2008).

If there are equal inputs and outputs, and equal ratio comparisons, it is believed that employees will be more satisfied and willing to work toward higher levels of productivity as they may perceive the process to be fair. For example, when a reward is perceived as equitable to the level of effort that they must exert, and reward is offered to one employee for a particular level of productivity, that same reward should be offered to any other employee who produces the level of effort required to earn that reward, then positive outcomes and high levels of motivation should be the expected result. However, inequalities in rewards can lead to lower levels of job satisfaction, deviant workplace behaviour and low employee morale and can cause performance problems that negatively influence the entire organisation (Arnold, Robertson and Cooper, 1995; Luthans, 2008).

It is the researcher's observation and opinion that the DoL frontline staff members are on the receiving end of inequalities of the DoL reward system manifested in salary payments and especially the performance management merit system. The inequality, according to the research, seemingly is the reason why frontline staff put in less effort in the execution of their duties. The researcher believes in the reward system based on theoretical and scientific development, which is the contestation that it takes knowledge and skills to develop and apply an acceptable reward system.

2.6.1. Motivating and managing employees in the public sector

Motivation competencies are essential in managing people as motivating employees is a complex task. It requires the understanding of the dynamics of people and the ability to create an environment that fosters motivation. Motivation is also considered as an engine for change (United Nations Economic Commission, 2013). A plethora of literature cited in Arnold, Robertson and Cooper (1995); Luthans (2008) and Du Toit et al. (2007) regards the role of motivation of employees as a management function. In the DoL, the researcher has observed that the function and responsibility of motivation of subordinates form part of the performance agreement of supervisors. However, the researcher has observed that, in the public sector and particularly in the DoL there does not seem to be direct measurable accountability expected from management in this respect. The observation is that the function and responsibility of every supervisor in the DoL to motivate subordinates is, within semester intervals afforded an opportunity to be assessed every financial year but the practice is adhered to as a formality as opposed to an outcome-based function.

This is a contrast to, for example, the Japanese environment. In Japan, managers actively practise steering the commitment and motivation of employees. Over the years, the level of motivation displayed by Japanese workers, their astute work ethic and management style have generated great interest. In this environment, managers have a clear understanding that the meaning of work and the spirit of workers lie in the commitment and motivation of workers (Turner, 1991). Although the success of the Japanese model is lauded internationally, the information has not been applied successfully to improve public service delivery in South Africa. Instead of a motivated public work force, even the President "… made a candid assessment of the quality of public healthcare when he addressed a gathering

of nurses yesterday, saying rude government employees behaved as though they were doing the public a favour." (Mkokeli, 2012). Clearly, the researcher observes that the unethical behaviour of public employees' situation seems to be chronic to an extent that a president of a country voices his opinion over poor service delivery by employees in the public sector to members of the public; a clear motivational dearth displayed by the public employees according to the researcher's observation.

In its report of the period beginning 2006 and ending 2012, the United Nations Economic Commission for Europe, the compilation of good practices alluded to the important role of motivation as an 'engine for change' (United Nations Economic Commission for Europe, 2013). The report perceives motivation as a complex task and articulated a list of competencies that are required for managers to execute motivational responsibilities. According to Dieleman and Harnmeijer (2006), motivated staff is good performers and are likely to experience job satisfaction. Whereas a lack of employee motivation among other factors, like unclear expectations, skills deficit, and resource or equipment shortages is one of the contributors to poor performance (Hughes, Ginnett and Curphy, 2002).

The South African Department of Public Service and Administration (2013/2014) and The South African[6] Public Service Commission (PSC) report of 2013 are silent on the motivation of employees being one of the critical indicators measured (Department of Public Service and Administration, 2013/2014; Public Service Commission, 2013). However, a series of research of one topic or the other as cause for compromised service delivery in the South African public service findings allude to lack of employee motivation in the respective areas of study (Rakate, 2005; Letsoalo, 2007; Saravanja, 2010; Omotoye, 2011; Koketso, 2011). In fact, in terms of the DoL study participants, the motivation of DoL employees is packaged as a measured indicator in the performance agreements of the supervisors, and the indicator is assessed every semester of a given financial year. Yet the research has found that the role of management to motivate employees is hardly practised or adhered to, despite it being part of the key performance areas and a performance indicator of the performance management system within the DoL.

[6] The Public Service Commission (PSC) is a body responsible for monitoring the performance of the public service in national and provincial administrations.

It is the researcher's opinion that DoL managers and supervisors should be held accountable in their role of employee motivators. In support of the above assertion, the Australian Public Service Commission states that managers should be held liable for their managerial duties and take responsibility where there is underperformance (Australia Public Service Commission, 2013). For instance, the challenge in the DoL according to the researcher's observation, is the absence of active accountable motivational role of managers in the DoL and is cause for disputes evidenced by the many grievances lodged by subordinates against all levels of management. In support of the above-mentioned opinion of the researcher, according to the Department of Public Service and Administration (2013/2014), the PSA office received a total of 6197 grievances that were escalated after not being resolved by individual departments (Department of Public Service and Administration, 2013/2014).

2.7. PRODUCTIVITY AND THE PUBLIC SECTOR

The dominant public sector source of revenue is tax. Through this income, the state allocates resources that are to be used efficiently, and national income accounting standards are applied to monitor transparent spending and accountability (Act 1 of 1999). Despite these systems being in place, the annual reports of the auditor general in the public sector paint a picture of wasteful expenditure (Auditor-General, 2014). The concern is the losses and the long-term effects on growth and development in South Africa if and when employees are not motivated to perform as intended by the system. These challenges affect productivity.

2.7.1. Unproductiveness in the public sector

Generally speaking, citizens see public sector institutions as too 'big, costly, wasteful, unproductive, inefficient, ineffective and unnecessarily bureaucratic', coupled with the complaint that public sector operatives (civil/public employees), are equally too 'parasitic rent seeking, incompetent, rude, officious, mean, abusive and corrupt" (Schacter, 2001, p. 7 cited in Antwi, Analoui and Nana-Agyekum, 2008). The argument is that, instead of public employees working with the principle of contributing to achieving efficiency and effectiveness in public service delivery, they had rather grown too secure, unimaginative and complacent, and expenditures are now exceeding income (Caiden and Sundaram, 2004).

Botswana is the typical example of both the anecdotal and observed low and rapidly declining labour productivity in the public sector (Hope, 1999). Though the picture in Senegal is encouraging, average work productivity is higher than in most African countries (Echevin and Murtin, 2009).

Currently, the work situation in the South African public service, "motivation and morale have a direct effect on productivity" (Beezhold 1985, p. 12). The unethical behaviour, e.g. overtly displayed by civil employees is one of the many symptoms that give an indication of poor work ethics and low levels of motivation. Needless to say, both the employees and the employer organisations are direct losers or beneficiaries (Pityana & Orkin, 1992) of outcomes that delay economic growth of the country.

As a result, there is an increase in public protests due to the ineffectiveness of government to respond to service delivery demands. Unethical behaviour of public employees is one of the reasons cited by the protesters that force them to resort to voicing their grievances in that manner (Baloyi responds to maladministration allegations, 2012). Therefore, it is clear that the damage caused by unethical behaviour is such that valuable time and resources are wasted.

This undesirable behaviour in the workplace, especially in government, is a worldwide phenomenon. Internationally, unproductiveness is a financial as well as human capital cost to productivity and economic growth. In Australia for instance, research has found that unethical behaviour in the workplace is an increasing and troubling phenomenon in public administration organisations, and one that has the capacity to disguise or trigger more sinister acts (Vickers, 2006). A study of 600 Californian nurses to a point of interruptions of the workday's rhythm, found that performance and profits get adversely affected (Pearson, Anderson & Porath, 2000). The Bangladesh scenario revealed that even the civil employees themselves acknowledge that the incidents of inappropriate behaviour towards the public are very high and costly to the fiscal (Islam & Farazmand, 2008). The everyday life inappropriate survey in Australia found that this behaviour poses a threat to social order (Phillips & Smith, 2006).

The difference between how countries address the matter, is the attention paid to discourage or be apathetic; some countries seem not bothered to acknowledge the adverse human and

material consequences of the behaviour. In Asia, a study was conducted in six countries and territories in the region, China, Hong Kong, India, Japan, Korea and Singapore. It was found that there is very little discourse and research to understand the prevalence and importance of the unethical behaviour and its impact. Whereas, the experience in the US and Europe is that rudeness and unethical behaviour in the workplace receive increased research (Yeung & Griffin, 2008).

Research on inappropriate behaviour of public employees as a subject in South Africa is very little and, while there is a general public outcry, the discussion is sporadic and has not captured wide academic attention. On its election to power in April 1994, South Africa's first democratic government recognised that its ambitious programme of reconstruction and development would require a dramatic transformation of the public service inherited from the apartheid regime. The policy of that regime was an instrument of discrimination, control and domination to an enabling agency which serves and empowers all the people of the country in a fully accountable and transparent way. Unfortunately, the culture of inappropriate behaviour in public service persists (Mphele, 2012).

2.7.2. Increased productivity

The Botswana government is recorded to have actively taken steps to enhance public sector labour productivity through the creation of the Botswana National Productivity Centre (BNPC) in 1993 that fosters productivity consciousness so that it becomes the will of everyone to be productive (Hope, 1999).

In South Africa, a similar model was established 41 years ago a Section 21 Company, the National Productivity Institute now called ProductivitySA under the Ministry of the DoL, governed by a tripartite Advisory Council and Board, composed of government, organised labour and business with offices in the three major cities – Pretoria, Cape Town and Durban (Productivity SA). The objective of the organisation is to promote productivity and stimulate economic growth. Yet a superficial random survey by the researcher within the DoL in 2010 found that at least 80% of people spoken to did not know about the organisation. The concern of lack of productivity in the public sector is therefore justified, particularly if internal stakeholders of ProductivitySA are not aware of its existence.

As far back as 1959 in the US, Strong claimed that 90% of an individual clerk's workstation budget goes to salary and the rest was spread between equipment, rent, light, heat, supplies and other related essentials (Strong, 1957). In essence, the researcher supports the notion that costs savings and productivity concentrations are primarily on human capital. Meaning that worker or employee assistance efforts are a necessary strategy to improve productivity and save costs for governments.

2.7.3. Productivity improvement in South Africa

Historically, the culture of productivity within the workforce of South Africa was non-existent because economic growth was self-driven in the form of available labour, capital, raw materials and energy (Cronjé, Du Toit, Motlatla and Marais, 2006). This culture was, over time, polluted by a number of factors, including a fight for political participation by the majority black population who were excluded by the apartheid policy. Post the democratisation of the country, in 1994, the Congress of South African Trade Unions (COSATU) called for a high productivity and high growth economy (Maller, 1992). Government departments, such as the DoL, were not exempted from the responsibility of being productive. In fact, efforts to bring about improvement in people's lives depend heavily on government administrators or bureaucrats through taxation, and government departments are also an economic agency tasked to maintain balanced budgets (Lewis, Packard and Lewis, 2007).

The international concern over productivity has led to a widespread participation of solution findings. Researchers like Cronjé et al. (2006) advocate that the idea of productivity should be an integral awareness educational programme starting from an early age. As a proactive reaction to the problem the idea is legitimate. However, the researcher believes that these types of programmes need to be complemented with a parallel process of the empowerment of the current workforce so that the new recruits in the workforce do not get burdened by malfunctioning procedures that are at present the experience in government offices.

2.8. THE ROLE OF TRADE UNIONS IN THE PUBLIC SECTOR

The foundation of sound industrial relations and effective social dialogue entails the freedom of association and the recognition of the right to collective bargaining and rights at work; this collective bargaining of employees, is manifested through trade unions (Hammouya, 1999; Hayter and Stoevska, 2011). Trade unions are defined differently in several literatures, according to Adesola (2011), and among the many cited, the definition of the International Labour Organisation's (ILO) version is that a trade union is: "An organisation of employees usually associated beyond the confines of one enterprise, established for protecting or improving through collective action, the economic and social status of its members" (Adesola, 2011, p. 16). According to Adler and Webster (2001) cited in Davids, Theron and Maphunye, 2009, p. 84), they define trade unions as "organisations that organise employees and represent them in their relationships with employers, to seek to improve the material conditions of their members through joint action which can be achieved through collective action at the workplace or through a wider social movement role".

The main responsibility of trade unions is to ensure that the well-being of their members is taken care of in terms of engaging employer authorities in matters relating to salaries and wages and improved working conditions of workers (Adesola, 2011). More importantly, trade unions "now have a broader role to play in national development over and above protecting workers' rights and improving their economic status" (Dhliwayo, 2012). Added to the roles of trade unions, is to undertake and support initiatives aimed at the training, education and development of their members (Davids et al., 2009). The trade union of the Afrikaans workers for instance also bear social responsibility to offset the social ills of unemployment, the roots of poverty and other development-related matters (Donnelly, 2013).

Key to organised labour commitment is the notion of harmonised relations in the workplace. This dedication is part of the international theme of 'social labour' that dates as far back as the 1920s in Chicago. The manifestation of which was experienced through an informal group experiment that resulted in the objective of higher productivity (Maller, 1992). Britain commenced an autonomous work group, Germany legislated the co-determination system during the 1950s. The United States of America promoted the job-enrichment programmes in the 1960s, and Japan came up with the quality circle initiative. Later, various national work

reform programmes such as Norway's Industrial Democracy programmes were introduced (Maller, 1992).

However, there are challenges that undermine the above-mentioned initiatives of responsibilities and benevolent in nature of trade unions. The challenges range from the adverse effects of unionisation and productivity, ethical behaviour and motivation of union members in the workplace. Added on the challenges is the criticism that in general, trade unions have often been criticised for failing to stand by their members during difficult times. In fact, there is a view that through their support for strikes and other industrial action, trade unions contribute to job losses and therefore should not be seen as socially responsible organisations (Adler & Webster, 2001 cited in Davids et al., 2009; Donnelly, 2012;). The support for strikes was acknowledged by COSATU in the wake of service delivery protests as quoted from the then COSATU Spokesperson that, "As COSATU we have a particular interest in supporting the battle for ameliorating service delivery as it would have a double outcome of improving the life of people through better schools, operational sewage systems, well-maintained roads etc. while at the same time it would create jobs, especially for young people." (29th World Congress of Public Services International, 2012.)

The international trade union commitment was duplicated in the late 1980s in South Africa. The public sector labour movement adopted a harmonised corporate human resources strategy position as opposed to the historical stalemate interactions between labour and management. In this agreement, consent instead of coercion facilitates the relationship to nurture sound, co-operative industrial relations (Maller, 1992; NEDLAC, 1994; 29th World Congress of Public Services International, 2012).

Nevertheless, it is the researcher's opinion that the aforesaid collaboration efforts do not always work out as envisaged. If anything, the hostile relationship is deepened by the politicised labour movement in South Africa (Jones and Stokke, 2005). In fact, according to the researcher's opinion, trade unions wield significant power in the labour relations landscape with a range of influences on employees, which is evident in organisational performance. In Zambia for instance, although there was one trade union federation, the Zambia Congress of Trade Unions (ZCTU), the relationship of the trade union and government was acquiesced with an understanding that trade unions would play a developmental role that focuses on worker productivity and restrain wage demands and

industrial action. The developmental role of trade unions was evident in most of the sub-Saharan African countries like Ghana, Kenya, Namibia, Nigeria and Zimbabwe, including South Africa as these countries were instrumental in the struggle against authoritarian regimes and the transition to democracy as well as furthering the democratisation of the political regime and in the consolidation of democracy (Maree, 2012).

Therefore, the unfortunate outcome of the inherent conflicting relationship between the public sector employees and employer organisations remains unresolved in the above-mentioned countries, including Swaziland, Lesotho and Botswana, with some instances resulting in the repression of trade unions and the banning of industrial action like strikes (Cohen and Matee, 2014; Agyepong, Kodua, Adjei and Adam, 2012). The acrimonious relationship between labour and the employer seem to suggest that the real interaction between the parties takes place only during wage negotiations (Shaw, 1989). The frequency of labour strikes resonates from almost all corners of the world. In South Africa, public sector employees, when withholding their labour as a bargaining tool, in some instances becomes aggressively violent (Cohen and Matee, 2014). The expression of anger could be a deterrent for a motivated workforce, which then results in an unproductive work environment according to the research (Dahl, 2010).

Despite the conflictual nature of employer-employee relationship, a fostering of cooperation between the two parties is imperative to realising improved productivity. This has proven to work in other developing countries. It has been reported that Japanese unions are sensitive to the economic health of the company, and company management usually brief the union membership on the state of corporate affairs. They have adopted strategies that support overall economic growth and development (Turner, 1991).

In situations where the relationship between labour and employer is acrimonious, the researcher perceives the trade-union movement as hardly a vehicle with potential to transform and transcend the mind set of employees to a paradigm shift of a collaborated effort for the benefit of the growth of the economy. Particularly because, according to Tustin and Geldenhuys (2000), trade unions have enormous influence on workers' motivation – which is bargaining power to control and/or suppress productivity. Hence, the researcher believes that labour relations as an interdisciplinary field characterised by adversarial interaction between the unions and management of organisations or government departments only add fuel to the

already extremely flammable situation. So much so that a suggestion by Fakir (2011, p. 16) to ameliorate the situation is that, "Unions also have a role to play in improving public service culture. Most of their members deliver these services in schools, hospitals, the post office, metro trains and so on. It is their members who are in the frontline of helping the general public and especially the poor. Their silence against the behaviour of their members has to be broken just as they are presently doing with corruption."

2.8.1 Occupational social work and the trade unions

In the 19th and 20th century, the US social workers helped to organise workers into trade unions. In fact, trade unions are said to be purchasers of occupational social work services but the collaboration is not optimised. Hence, the need for occupational social work, and trade unions, to understand and structure common goals for cooperation in the future (Kurzman and Maiden, 2010).

The trade unions in South Africa have not yet featured in a significant way in the employment of occupational social work and have not yet identified the complementary role of practitioners in the area of mental health of employees as well as the assistance they can provide in finding solutions for work related challenges. The relevance of occupational social work for them is in doubt as the practitioners are appointed by the organisations (Maiden, 2001). It is in this context that the researcher is of the opinion that the social work services may play a neutral role to assist in the improvement of service delivery.

2.9. INTERNATIONAL OCCUPATIONAL SOCIAL WORK

The American historical background of EAP dates back to 1935 (Dickman, Emener, and Hutchison, 1985). In Australia, in the 1970s, due to the challenge of the contestation of resources with the national welfare system, the profession evolved from what was understood as private social work to occupational social work dictated by the social landscape in the work space (Maiden, 2001). Within developing countries, occupational social work compete in a competitive environment for resources (Nuwayhid, 2004). Currently, human service programme practices are predominantly in public organisations and a significant increase in the public sector is also noted (Lewis et al., 2007). A global writer on social work pointed

out that local situations often based on national laws and informed by local culture are best addressed by local solutions (Lyons, 2006).

2.9.1. Occupational social work in South Africa

The first discovered practice of Occupational Social Work in South Africa was in the mid-1930s at the railways. There were 140 social workers in occupational practice in 1994, excluding the Defence Force, but the field has since grown rapidly (Du Plessis, 1994 cited in Van Breda, 2009). Occupational social work is a specialised field of practice that entails assisting employees and their families and management with challenges that relate to social functioning and human relationships in the workplace; through a variety of interventions to assist meeting the service demands identified in the workplace, which aim to promote most favourable adaptation between individual and the workplace environment (Netting et al., 1998 cited in Maribe, 2006). The difference between occupational social work and the Employee Assistance Programme is that the former is systematic and focuses on a person in an environment as argued by Egan (1994 as cited by Maribe 2006); whereas the Employee Assistance Programmes are interventions that are aimed at assisting employees with personal problems through linking them to appropriate resources in order to improve job performance and productivity (Klarreich et al, 1985).

2.9.2. Domains of practice in South African occupational social work

There is an interrelation between services offered in the workplace and the actual role of occupational social work (Maribe, 2006). The many roles of occupational social work in the workplace extend to a developer, organiser, advocate, mediator, teacher, facilitator, negotiator, planner, writer, analyst, manager, implementer, monitor and evaluator and can be activated to action simultaneously, over and above the role of facilitation, Weil and Gamble (1995) and mediation (Lombard, 1992 cited in Maribe, 2006).

However, the heterogeneity of the occupational social work practice in South Africa as opposed to the traditional social work casework dominance has been plagued with a number of personal and organisational challenges (Maiden, 2001). Studies conducted during the late 1980s and early 1990 found that over 50% and 78.6% respectively of practitioners perceived

relevant contributions of the profession in the workplace through casework. Their avoidance of involvement in work related issues were, amongst others; employee expectations to be heard in confidence individual services in the face of hostile organisations, lack of access to resources, personal and professional limitations in that boundaries with other like-minded professions will be blurred (Du Plessis, 1994 quoted in Maiden, 2001). Although there were some practitioners that ventured into policy development, advice and guidance on issues of affirmative action, preventive and educational groups, training courses on communication and relationship skills and internal and external community work (Maiden, 2001).

Experiences of occupational social workers within organisations reveal hierarchal challenges in terms of location of the profession. In some cases, practitioners report under industrial relations or human resource managers and or medical practitioners in health situations with little if not formal professional supervision except in cases of large social work teams (Maiden, 2013).

For the purpose of the study, the researcher has observed that the helping profession service that is applied in the DoL is known as the Employee Assistance Programme (EAP) and is not distinguished in the understanding of the difference between occupational social work and EAP, although literature acknowledges the relationship between the two (Maribe, 2006). It is also observed by the researcher that the role of the EAP seems to be confined to micro services of counselling as opposed to extensions of meso and macro services (Du Plessis, 1994 and Netting et al., 1998 cited in Maribe, 2006).

2.9.3. Employee Assistance Programmes in the public sector

According to the Public Service Commission report of 2013, Employee Assistance Programmes (EAPs) have been established within the South African Public Service for some time now to address performance improvement and productivity. The practice is for EAP clients to be either referred for treatment internally and or externally. The main objectives of EAP within departments is to provide services to employees and their families on a variety of "employee problems within the workplace, including, inter alia, substance abuse and dependency, adaptation problems in the Public Service workplace, mental and personal

relationship problems, dealing with disease, and providing counselling" (Public Service Commission, 2013).

In the case of the DoL study, EAP is in-house but centralised at Head Office with trained freelance officers in LCs who are in the employ of the DoL for DoL functions. The researcher has observed that the DoL EAP operates reactively at a micro level as opposed to a proactive macro approach. The emphasis of the programme is individual counselling of employees who are either self-managed or by management referred to the programme presenting with HIV and or different dependency challenges. In support of the above-mentioned observation, the Public Service Commission identified some modes of operation that EAP are either absent and or occupy a limited reactive role and are limited in capacity with limited budgets and deal with limited issues like counselling (Public Service Commission, 2013). This means that in the researcher's opinion there is a need for either standard prescript of a step-by-step motivation programme, and alternatively, to explore a more specialised programme like EAP to focus on the motivation of workers specifically in the DoL. The Public Service Commission is similarly of the view that "EAPs in Public Service departments have come a long way in providing a broader range of servants and being more proactive in their workplace involvement." (Public Service Commission, 2013).

2.9.4. Emotional labour in the public service

Emotions are vital in people's lives, especially in social care, but they go unexplored and undeveloped in public service (Gray, 2012). "Emotions are sometimes avoided as socially and psychologically awkward or even skirted around, often seen as the remit of mothers and daughters in the family or stereotyped as a 'weakness' or 'women's work'" Oakley 1974, 1984 ; James 1989 cited in Gray, 2012, p. 1). Even so, public staff and the people the staff interact with, find themselves in highly threatening situations "that involve death, bereavement and loss, and requires clarification in social science theory and unpicking in terms of health policy and practice" (Gray, 2012 p. 2). Literature confirms that the job environment may regulate against emotional expression of anger, sadness, verbal attack or complaining and modifying feelings as an overt expression of emotion that may undermine frontline staff's performance as professionals (Grandey, 2000; Gray, 2012). However, the researcher has observed that some DoL frontline staff from time to time vent frustrations by

either shouting loud to members of the public with no observed consequence. A behaviour that is encouraged by some authors if it is a legitimate outburst, as genuine as opposed to insincere emotions that may negatively impact performance and or customer care (Grandey, 2000). However, according to Grandey (2000, p. 8), "frontline staff service employees are generally expected to express integrative emotions such as happiness and sympathy."

2.9.5. The role of EAP in the motivation programme

The purpose of the EAP motivation programme is envisaged as a focused, structured, measurable programme to be subjected to impact assessment. All this effort must be undertaken in order to facilitate the practice of ethical behaviour by employees in the workplace. Persons who had gone through the programme should volunteer to take up a role of ambassadorship activism. Owing to the positive impact of the motivation programme, they transform to be strong advocates of promotion and enhancement of productivity.

The research drive is that employees need to be motivated (Cronjé et al., 2006) to improve productivity through a direct and indirect EAP intervention (Dickman et al., 1985).

The American history of the founding of Alcoholic Anonymous (AA) and the preventative Employee Enhancement Programme (EEP), are the resemblance of unethical behaviour in the workplace left to chance in terms of focused attention to the problem (Dickman et al., 1985). A case in point is that of Senator Quayle who challenged and supported America's EAP specialists, to put more effort toward social redemption and productivity improvement (Dickman et al., 1985).

Drawing from the AA's humble beginnings and now a world champion in that specialised field, the researcher is persuaded to believe that the cold, uncaring face of the workplace, which according to the research result to low levels of motivation and subsequent manifestations of inappropriate among the many others, can be changed. The proposed EAP motivational programme, if offered as part of the compulsory orientation programme for new employees with a preventative and promotion focus, is likely to facilitate professional behaviour and change existing negative paradigms about the workplace.

Therefore, the intervention role of EAP and its obligation of patriotism should be a necessity (Dickman et al., 1985). The contributions of EAP interventions on a preventative level are necessary to instil patriotic culture with employees. Patriotism should not only be the responsibility of professionals but need to be inculcated as a necessary national trait that all South Africans should aspire to demonstrate in all sectors and at all levels of society.

To strengthen the case of the study even more, it is critical to look at statements made by the likes of Cronjé et al. (2006, p. 578) that "productivity is a state of mind... the determination to perform better today than yesterday". The absence of that state of mind in order to increase productivity in South Africa is evidenced by the continuous perpetration of unacceptable behaviour by employees in the workplace. Moreover, organisations do not encourage or motivate employees to live up to expected standards (Cronjé et al., 2006).

2.10. SUMMARY

This summary of the review of the literature sought to articulate the various issues and experiences of the topic participants. The summary of the review of the literature was prepared from the search of the literature, and the search uncovered matters that respond to the topic implications relating to the experiences of the research topic participants, conclusions and recommendations for research. The literature on daily work experience source material was able to demonstrate common factors with the DoL frontline staff members' daily work experiences. The matters raised are not exhaustive but an initial attempt at understanding the issues from a South African public sector perspective. The literature highlighted the issues from a historical global, locally and the current background to help readers understand the daily public service frontline staff's operational terms of reference. The literature review attempted to unpack the general constitutional mandate of service delivery and the ensuing discourse and protests as a result of public service personnel failure to execute the mandates. The personnel structure was scrutinised by the literature review with special focus on its composition and staffing needs and competencies and provisions of training and development. The workplace conditions within which employees operate were highlighted throughout this review, and the operational standards and requirements, as well as the provisions of motivational theories available for enhancement of productivity in the public service. An analogy of the tripartite partnership of the labour

market was visited in the literature review; that being government, labour and business, business represented by members of the public; the recipient of public services. The background role of the unions globally and locally and the legislated framework they operate under were referred to. The labour legislation framework also gleaned on its regulatory usage between the public service and its employees.

The next chapter will discuss the research methodology of the study, with special focus on the primary and secondary research objectives; the research approach and design; the unit analysis; sample and sampling procedures; research instrumentation; the pretesting of the research instrumentation; data collection; data analysis; trustworthiness of the study; ethical consideration and the summary.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1. INTRODUCTION

This chapter will explain the research questions, primary aims and secondary objectives of the study, as well as the research approach and design employed. The population, sample and sampling procedure will be briefly discussed. The research instrument, methods of data collection and data analysis as well as the limitations and trustworthiness of the study shall also be briefly addressed. Ethical considerations will also be highlighted.

3.2. RESEARCH QUESTIONS

The researcher as the practitioner employed in the DoL was influenced by known factors within the DoL in the formulation of the questions (Fuller and Petch, 1995). The following questions guided the thinking of the research study:

3.2.1 What factors enable the frontline staff in the DoL to deliver customer services in accordance with standards and requirements?

3.2.2 What factors impede the frontline staff in the DoL from delivering customer services in accordance with standards and requirements?

3.2.3 What kind of resources, support, rewards and incentives from the DoL might contribute to improve service delivery in accordance with standards and requirements by frontline staff in the DoL?

3.3. PRIMARY AIMS AND SECONDARY OBJECTIVES OF THE STUDY

The primary aim of the study was twofold. First, to explore what factors enable and impede frontline staff of the DoL in the delivery of customer services in accordance with standards and requirements, and secondly, what factors might contribute to the improvement of service delivery in accordance with standards and requirements by frontline staff of DoL.

The secondary objectives were to –

1) Determine the factors that contribute to service delivery according to standards and requirements by frontline employees in the DoL.

2) Establish the factors that are likely to impede service delivery according to standards and requirements of the frontline employees of the DoL.

3) Ascertain what resources will contribute to improve performance of frontline DoL employees according to standards and requirements.

4) Explore what support will contribute to improve service delivery according to standards and requirements by frontline DoL employees.

5) Understand what rewards and incentives will contribute to improve service delivery according to standards and requirements by frontline DoL employees.

3.4. RESEARCH APPROACH AND DESIGN

A qualitative approach was used in the study. According to Creswell (2009, p. 4), "Qualitative research is a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem." The research opted for the qualitative approach to allow for the exploration directly from the actual experiences of frontline staff participants and supervisors. To achieve the above, a multiple case study research design was conducted. A multiple case study, according to Creswell (1998) as cited in De Vos, Strydom, Fouché and Delport (2005), is a case study where multiple cases were involved. In the instance of the DoL study, multiple cases were involved, in which the study participants were individual and group CSOs and their supervisors. The participants in the study work together in a confined time, and/or place (Stake, 1995 cited in Creswell, 2009). True to the participants of the study, they are employees of the Department of Labour, who work at the frontline service points of the DoLs Labour Centres at Johannesburg (urban) and Emalahleni (semi-rural) areas.

An important advantage of the qualitative approach is the freedom of participants to respond comprehensively without restrictions or limitations to help the study to develop a deeper understanding of the issues raised. The participants were able to express themselves in the language of their choice, a mixture of English and their preferred vernacular, which the interviewer was able to discern and understand. Second, the semi-structured nature of qualitative approach helps the study to be flexible in the modification of the research at any time. Third, based on the themes participants expressed, the examination may lead to further studies rather than reconstruct them afterward, those that have potential to probably develop into strikes or similar labour unrest events. Finally yet equally important, the study could, although not part of the variable, observe the participants and the setting that is the subject of the study (De Vos, Strydom, Fouché and Delport, 2005; Rubin and Bobbie, 2005; Creswell, 2009).

The advantage of a multiple case study is its exclusive focus on a particular case or several cases to merit intensive investigation. A multiple case study can, if there is accumulation of consistent results in the replication process, connect case study findings to a particular theory. The method of case study may reinforce the objectivity and validity of the study as opposed to clinical case studies. A multiple case study may identify information of great value to programme planning (Terre Blanche and Durrheim, 1999; De Vos, Strydom, Fouché and Delport, 2005; Rubin and Bobbie, 2005).

The limitations of a qualitative research and the multiple case study are that the quantitative element cannot be expressed. Second, the strengths and weaknesses of the research can be captured and understood in a subjective and general view (Rubin and Bobbie, 2005).

3.5. UNITS OF ANALYSIS

The units of analysis are a descriptive picture of the population made up of individual people's characteristics of gender, age, and attitude (Rubin and Bobbie, 2005). Mouton (2001 cited in De Vos, Strydom, Fouché and Delport, 2005), describes the units of analysis as

"the what of the study – what object, phenomenon, entity, process or event forms part of the study?"

The units of the study in the context of the research were 37 frontline staff of the DoL Labour Centres (LC) composed of 20 males and 17 females with ages that varied from 25 years to 60 years and older. The participants are located in the Johannesburg (urban) and Emalahleni (semi-rural) DoL Labour Centres. They are referred to as frontline staff members and occupy positions in the DoL referred to as Client Service Officers (CSOs) and are supervised by individuals who are referred to as Supervisors. They are the first point of contact between the DoL and members of the public who are mainly employees or employers that have direct interaction with the six labour statutes that DoL is mandated to enforce. Their main responsibilities are to administer the helpdesk and render services to the above-mentioned clients through resolving complaints related to labour legislation and receive applications of unemployment and COIDA benefits as legislated by the Unemployment Insurance Act and the Compensation for Occupational Injuries and Diseases Act (Act 30 of 1966 and Act 130 of 1993; Appendix L). An in-depth view was sought from the policy crafters' offices referred to as key informants in the study, through the participation of the DoL Human Resource Headquarters, Human Resource section and a representative of ProductivitySA, who is a research specialist.

3.6. POPULATION, SAMPLE AND SAMPLING PROCEDURES

The South African (SA) Department of Labour (DoL) is a national department in government with provincial office in all nine SA provinces. Each province has a number of Labour Centres (LCs) established closer to communities to expedite service delivery according to the demographic size of the area and related profiling. The centres are staffed, among others, with personnel referred to as frontline staff members and Client Service Officers (CSOs), and their supervisors. Therefore, non-probability purposive sampling was used to select the participants for the study (De Vos, Strydom, Fouché and Delport, 2002). The sample was drawn from a population of frontline Client Service Officers (CSOs) and their supervisors, based in two Labour Centres according to the judgement of the researcher, because the sample was "composed of elements that contain the most characteristics, representative or typical attributes of the population that serve the purpose of the study best" (Grinnell and

Unrau, 2008; Monette, Sullivan and DeJong, 2005 cited in De Vos et al., 2002, p. 392). In addition, the frontline participants were selected on the basis of employment history of having served in the same position for two years and longer. Two provinces of DoL Labour Centres in Gauteng, Johannesburg, profiled as an urban setting and Mpumalanga, Emalahleni (Witbank) profiled as semi-rural were sampled. The study sampled two key informants each from the DoL head office Human Resources section and a representative from ProductivitySA, who is a research specialist. In the case of the key informants, their selection for participation in the study was informed by their mere official position in respect to policy formulation status.

However, the actual frontline participants turned out to be not necessarily the envisaged target of personnel stationed in only two Labour Centre offices, one in Emalahleni and the other in Johannesburg. The two offices remained the same but it was established that within themselves, there were extended services that have equal first-hand contact and frontline service provision to clients. Therefore, frontline staff comprise of the actual office staff, the mobile trucks and satellite office extensions of both offices and call centre personnel of the Johannesburg Labour Centre, in particular. In light of this discovery, the researcher sought for participants in these other extension areas as "the specific processes being studied were most likely to occur" in them (De Vos, Strydom, Fouché and Delport, 2002, p. 334).

Therefore, a total of 37 male and female with ages varying between 25 years and 60 years and older were interviewed and the breakdown according to location was: 16 CSO participants in JHB and 11 at Witbank. In the Johannesburg LC, there were four individual CSO participants, and two separate CSO groups composed of four and eight participants respectively. In Witbank, there were seven individual CSOs and four in a group. There were only two supervisor individual participants in Witbank and four in Johannesburg, plus a supervisor group of four participants in JHB.

Equally, purposive sampling was used to identify key informants, one individual from the DoL Head Office and one individual from ProductivitySA who were senior representatives in the DoL Human Resource section and research unit senior personnel from ProductivitySA respectively and the two participants, one from each organisation had more than two years' office experience.

The DoL participants were heterogeneous in terms of their demographic profile as espoused by Rubin and Bobbie (2005) that purposive sampling must, among others, be a composition of individuals' characteristics, attitudes, experiences, behaviours and many other attributes. Also, even though the DoL frontline population is large and would have been difficult and expensive to canvass, with purposive sampling, a sub-set of the population, namely the Johannesburg and Emalahleni Labour Centres with essentially the same variations that exist in the DoL population were sampled to avoid lengthy times needed to conduct the interviews and the extensive travelling to different areas (Rubin and Bobbie, 2005; Bless, Higson-Smith and Kagee, 2006).

The weakness of purposive sampling in the study was the small size of the sample selection. In addition, it turned out during the actual study that the there was a need to reshuffle the number of individual CSO and supervisor participants in Witbank and of CSO and supervisor group participants in Johannesburg and Witbank; and that changed the proportionate even number plan. The plan was to conduct two supervisor groups, one in Johannesburg and one in Witbank. But when the study was conducted, only one Johannesburg supervisor group composed of four participants could be interviewed. The plan for individual supervisor participants was to be four in each area and there were only two individual supervisor participants in Witbank that could avail themselves for the study and no group could be put together. The CSO plan was four individual CSO participants per area, and in Johannesburg four individual CSOs participated. However, there were seven CSO participants in Witbank, three of whom were employed by the DoL for less than two years. Three of the participants with less than two years of service in DoL were the first to volunteer to participate in the study and later three were added with four participants with more than two years of service in DoL employment participated. In terms of groups, in Johannesburg there were two CSO groups and one in Witbank. The one CSO group in Johannesburg attracted eight participants as opposed to the plan of four participants in a group. The additional CSO group was encouraged to enhance data collection in the absence of the supervisor group in Witbank.
The above documented shifts from the original plan of the sample did not impact negatively on the data collection and or analysis and the findings but contributed positively to the study.

3.7. RESEARCH INSTRUMENTATION

Three different semi-structured schedules were used during the study to facilitate participants' participation in the study (Baker, 1988 cited in De Vos, Strydom, Fouché and Delport, 2002). The semi-structured schedules were respectively for the individual CSOs and their supervisors as well as the key informants, and a focus group guide was used to facilitate the CSO and supervisor focus groups.

The advantages of the semi-structured interview schedules in the study were that the questions were open ended, which enabled participants to be flexible and added an informal and conversational style of questioning that solicited in-depth responses without any form of curtailing and or restrictions. The semi-structured schedules also allowed for on-the-spot built-in questions as and when participants responded to initial questions in a form of probing further. The style of question constructs was proactive in that new themes emerged as and when topics of discussions were expatiated (Rubin and Bobbie, 2005). In the case of group participants, the semi-structured schedule accommodated all views and discourse that ensued over a subject matter (Rubin and Bobbie, 2005).

The disadvantages were that in very few instances, the questions had to be rephrased to communicate the importance of an answer being neither right nor wrong, but that the study was interested in the responses without any conditions or curtailing. In addition, some participants seemed uncertain that they were allowed to expatiate and needed probing before they could be flexible in their responses (Rubin and Bobbie, 2005).

3.8. PRE-TESTING OF THE RESEARCH TOOLS

In accordance with Seidman (1998, p. 32 cited in De Vos, Strydom, Fouché and Delport, 2002), pre-testing of the research tools were conducted with individuals who did not participate in the study but represented the individual and group CSO and supervisor participants. The pre-testing was conducted with a senior representative of the DoL Head Office as key informant. The semi-structured schedule for the key informants from the DoL Head Office and ProductivitySA representatives was an individual respectively and as most questions for key informants remained the same, therefore, pre-testing was not done for a

ProductivitySA participant. The pre-testing of the semi-structured schedule was done so that the study could establish and ensure before the actual research that the questions were simple, clear, and understandable, adequately punctuated and short and allowed an opportunity to make the necessary amendments to errors (De Vos et al., 2002; Rubin and Bobbie, 2005; Bless, Higson-Smith and Kagee, 2006). It is the researcher's opinion the pre-testing of the study instruments of CSOs, supervisors and key informants proved the instruments to be adequate and did not need any correction or amendments. However, during the actual interviews with the participants of the study, it was established that the question on "*What is your understanding of your job qualifications and requirements?*" was understood differently by some participants and the researcher had to rephrase the question to ensure participants had the same understanding of the question.

3.9. METHODS OF DATA COLLECTION

Data was collected through face-to-face interviews in separate phases with individual and group CSOs and supervisors, as well as the key informants, and all participants were tape recorded after agreeing to the method used (Smith et al., 1995 cited in De Vos, Strydom, Fouché and Delport, 2002). According to Creswell (2009, p.211), "the two sets of data are separate yet connected" (De Vos, Strydom, Fouché and Delport, 2002), because the study sought to link research and practice (De Vos et al., 2002). Time spent in each interview varied with some interviews lasting for just over an hour as the interviews were tense and involved, and some just under 30 minutes (De Vos et al., 2002). The interviews were conducted with CSOs and supervisors, focus group participants and DoL Head Office and ProductivitySA representatives. Pre-arranged meetings with participants at their offices and other venues of their choice and a time that suited them were set prior to conducting all interviews. All three focus groups that were interviewed met once each at a time allocated to the groups, and all three groups had commonality with the topic (De Vos et al., 2002). The face-to-face interviews for data collection with the focus groups were conducted in this manner: two Johannesburg CSO focus groups and one in Witbank and one focus group with Johannesburg supervisors. The size of the groups varied from four participants to eight (De Vos et al., 2002). One Johannesburg CSO focus group consisted of four participants and the other of eight. In Witbank, there was one CSO group of four participants. The CSO individuals were four in Johannesburg and eight in Witbank. Four supervisors were

interviewed in Johannesburg and two in Witbank. The total number of focus groups was four: three for CSOs and one of supervisors, two CSO groups in Johannesburg, one in Witbank and one supervisor group in Johannesburg. A total of 17 individuals were interviewed, four CSOs in Johannesburg and seven in Witbank, as well as two supervisors in Witbank and four in Johannesburg.

Key to the advantages of the face-to-face interviews for the study was that the participants' daily experiences could not be directly observed by the researcher, therefore only the participants could be the informants of the study. The individual and group face-to-face interviews were also helpful because historical events were brought up as a result of the unrestricted nature of the questioning style and the flexibility for the interviewer to probe and interviewees to elaborate and not be restricted in their responses (Rubin and Bobbie 2005; Creswell, 2009). Because the interviews were tape recorded, it was an advantage for the interviewer to listen, think and talk at the same time and pay attention to the participants and encourage a flowing dialogue (Rubin and Bobbie 2005; Creswell, 2009).

The disadvantage of the face-to-face interviews is the subjective nature of the responses, including the fact that the interviews were not conducted in the natural setting of the participants' daily place of work. Also, the researcher observed that the perception of the participants on the role of the researcher was not very clear, and therefore influenced the responses, including the fact that at least one participant was not comprehensible in his/her responses over and above that some participants were unable to respond to certain questions. The disadvantage of the tape recordings of the interviews was that some of the responses were difficult to transcribe because of a lack of audibility due to noise background in some venues of the interviews. Another disadvantage with the semi-structured interview schedule was that some questions seemed unclear and ambiguous (Rubin and Bobbie, 2005).

3.10. METHOD OF DATA ANALYSIS

The study employed a thematic content analysis procedure. First, in accordance with the eight steps recommended by Tesch (1990 cited in Creswell 2009) all the transcripts were carefully read and similar topics were isolated from unique topics and leftovers. As and when themes emerged, they were integrated and categorised, and constant comparative

methods were applied to ensure that incidents applicable to each category were captured accordingly. The researcher also mapped concepts as they emerged to track patterns of similarity and deviations in the data (De Vos, Strydom, Fouché and Delport, 2002; Creswell, 2009). Furthermore, the research constantly checked that "Analysis began by going back to the purpose of the study" (De Vos et al., 2002, p. 318).

Advantages of the thematic content analysis are foremost, the possibilities of the discovery of patterns to develop themes from the different responses without any or with little preconceived themes. Also, the researcher could compare concepts and check for similar evidence from other participants or variations. As the patterns became clearer on inter-concepts relationships, the researcher could delimit noted but irrelevant concepts to reduce the number of themes and a simpler and clearer picture could be obtained. It is the backdrop of this thematic content analysis method that the researcher was able to document the understanding and findings of the study (Rubin and Bobbie, 2005).

3.11. TRUSTWORTHINESS OF THE STUDY

Trustworthiness in qualitative research is secured through in-depth and detailed multiple perspectives and meanings ascribed by participants in both individual and group responses. In the context of the DoL study, the researcher, in some instances, judged reliability according to confirming responses from other respondents and through the comparison of responses that might fit the researcher's interpretation. The study also checked if there were variations identified in the two offices that were examined in terms of consistency with other parts or all the findings (Rubin and Bobbie, 2005). Creswell (2009) also adds as an important feature to qualitative validity that the findings of the study should be seen as accurate if they are consistent with findings of other researchers. Gibbs's (2002) suggestion is recommended by Creswell (2009) that mistakes made during transcribing should be checked and corrected, that there is no departure from the concepts expressed when coding the data, that meanings and thick and rich context continue to be captured accordingly and cross checking of codes developed by other researchers.

The research was mostly guided by the authors mentioned above throughout the analysis process and mistakes corrected during transcribing. The meaning of emerging themes in the

DoL study stood out as and when the analysis was embarked on. The themes were consistent and could be categorised and coded accordingly, and an active comparison of the participants' responses in respect of the urban and semi-rural perspective was made. The coding was assisted through memo taking for the study's cross-checking and through ignoring irrelevant codes. The themes seemed consistent with media reports, among others, and the findings of other research as mentioned.

3.12. ETHICAL CONSIDERATIONS

The researcher is the practitioner employed in the DoL and therefore, has a direct participative or collaborative interest (Fuller and Petch, 1995). According to Rubin and Bobbie (2005), the common usage of ethics in most dictionaries is associated with morals and is about right and wrong. Therefore, the study shall define ethics as "conforming to the standards of conduct of a given profession or group" (Webster's New World Dictionary cited in Rubin and Bobbie 2005, p. 71). Therefore, in the context of the DoL study, CSOs and supervisor participants and key informants were afforded an opportunity to decide on voluntary participation in the study and were given the information sheets and consent forms to view and sign when they agreed to participate in the study (De Vos, Strydom, Fouché and Delport, 2002). It was further explained to participants that anonymity and confidentiality during and after the publication of the research report shall be observed and that no harm was anticipated should the participants get involved in the study, and that at any stage of the study, participants had a right to withdraw if they wished (Rubin and Bobbie (2005). Also, ethical clearance was obtained (Appendix O).

3.12.1. Approval from DoL participating offices and informed consent

The researcher secured approval to conduct the study from the DoL's Head office delegated authority and ProductivitySA. Letters of request to undertake the research were written to the authorised officials from the DoL and ProductivitySA for approval, who also acted as gatekeepers of the primary source of data collection. The letters served as a contact contract to add on the bona fide intentions of the researcher (Bless et al., 2006). The authorisation response letters and consent forms for the participants all added to the required legal

clearance in terms of informed consent (De Vos, Strydom, Fouché and Delport, 2002; Bless et al., 2006).

3.12.2. Confidentiality

The information the study gleaned is of a confidential nature between the DoL and its employees (De Vos, Strydom, Fouché and Delport, 2002; Bless et al., 2006). However, confidentiality and anonymity in focus groups cannot be guaranteed. Qualitative data was collected through face-to-face interviews with individuals and group CSOs and their supervisors, as well as the key informant participants from the DoL head office Human Resource section and a representative from ProductivitySA. According to Creswell (2005), anonymity would be observed; the data, project incidents and individual participants' identities would be protected. Participating and implicated employees' personal identities were not made available for the researcher to ensure the protection of employer-employee confidentiality and that the legal and human rights of the parties were secured (De Vos et al., 2005; Bless et al., 2006). There was an undertaking to the DoL and the CSOs, supervisors and the key informants that the data would be kept secured and disposed of after five years. The researcher also extended the undertaking for anonymity to the pre-testing of the semi-structured interview schedule participants.

3.12.3. Non-maleficence

The non-maleficence principle, not to harm research participants, was observed in the interest of both the employer and the employees (De Vos, Strydom, Fouché and Delport, 2002; Bless et al., 2006), hence the request for participants to participate in the study was stipulated upfront as was the nature of the research, the risks, the desired outcomes, and the benefits. The composition of participants was the DoL frontline staff referred to as CSOs and their supervisors in the two LCs – Johannesburg and Emalahleni – that were studied. The research also extended the undertaking not to harm the participants through the pre-testing of the semi-structured interview schedule.

3.12.4. Discontinuance

Participants from the Johannesburg and Emalahleni Labour Centres and the purposive sampled participants, the CSOs and their supervisors and the key informants, were informed about their right to discontinue participation in the study at any stage should they consider the right to exercise that option (De Vos, Strydom, Fouché and Delport, 2002; Bless et al., 2006). The research also extended the undertaking to the right to withdraw from the study even as the face-to-face interview schedule was conducted to the pre-testing of the semi-structured interview schedule participants.

3.12.5. Reporting back to research participants and the publication of research findings

The researcher believes that the interviews shed light on processes currently used by the organisation, the DoL, and believes that it may contribute to facilitate the development of intervention programmes to manage unethical behaviour for the benefit of the parties in the workplace (De Vos, Strydom, Fouché and Delport, 2002; Bless et al., 2006). The researcher therefore, sought consent to publish the findings exclusively to management for the organisation to have an empirical report that may possibly be used for future human capital strategic directions in the organisation. The detail of the report is recommended to apply the principle of anonymity for the wider readership to protect the confidentiality entered into with the organisation, the DoL and the study participants in the persons of CSOs, supervisors and the key informants (Bless et al., 2006).

3.13. SUMMARY

The researcher is of the opinion that the research methodology chosen is aligned to the overall aims and objectives of the study. That the entire process, from the hatching of the problem statement and the rationale, to the purpose and the overview of the research methodology, trustworthiness, ethical and limitations considerations of the study, will show that the findings of the study should be transferred to a general public service situation as the next literature review chapter shall attest to the relevance of variables examined in the study.

CHAPTER FOUR

PRESENTATION AND DISCUSSION OF RESEARCH FINDINGS

4.1. INTRODUCTION

In this chapter, the findings of the data collected will be presented and discussed. The demographic profiles of the different groups of participants will be described. The experiences of participants from the Johannesburg (urban area) and Emalahleni (semi-rural area) Labour Centres (LCs) will be presented according to themes that emerged from the analysis and discussed in relation to the research questions and secondary objectives of the study. The following themes emerged from the data analysed: job qualification and requirements, work environment, availability of resources, information and work flow, legislation and policies, human resource management, supervision, organisational culture, remedial actions and Employee Assistance (EA) services. The views of the key informants from the Department of Labour's (DoLs) Head Office Human Resources section as well as a representative of ProductivitySA will be integrated with the themes that emerged from the data collected and analysed where appropriate.

4.2. DEMOGRAPHIC PROFILE OF THE PARTICIPANTS

The demographic profiles of the Client Service Officers (CSOs) and Supervisors from the two different LCs will be presented according to demographic factors described in separate tables.

4.2.1. Johannesburg Labour Centre

Table 1: Demographic Profile of Johannesburg CSOs (N=16)

Demographic Factor	**Sub-Category**	**No**
Gender of CSOs	Male	7
	Female	9
Age of CSOs	24 years and younger	0
	25 – 34 years	4
	35 – 44 years	10
	45 – 54 years	1
	55 – 60 years or older	1
Qualifications of CSOs	Std 10/Grade 12 plus Post-degree plus degree	1
	Std 10/Grade 12 plus Post-degree plus diploma	0
	Std 10/Grade 12 plus degree(s)	0
	Std 10/Grade 12 plus diploma(s)	6
	Std 10/Grade 12 plus certificate(s)	7
	Std 10/Grade 12 or equivalent	2
	Std 8-9/Grades 10-11 or equivalent	0
	Std 6-7/Grades 8-9 or equivalent	0
	Std 5/Grade 7 and lower	0
Years of service of CSOs	Less than 2 years	0
	2 – 4 years	4
	5 – 7 years	4
	8 – 10 years	3
	More than 10 years	5

The table above shows that the majority of the CSO participants are in the 34 to 44 age category, with evenly spread qualifications of Certificates and Diplomas as well as years of services spread from 2 to more than 10 years.

Table 2: Demographic Profile of the Johannesburg Supervisors (N=8)

Demographic Factor	**Sub-Category**	**No**
Gender of Supervisors	Male	7
	Female	1
Age of Supervisors	24 years or younger	0
	25-34 years	0
	35-44 years	5
	45-54 years	1
	55-60 years or older	2
Supervisors' Qualifications	Std 10/Grade 12 plus Post-degree plus degree	1
	Std 10/Grade 12 plus Post-degree plus diploma	0
	Std 10/Grade 12 plus degree(s)	0
	Std 10/Grade 12 plus diploma(s)	0
	Std 10/Grade 12 plus certificate(s)	0
	Std 10/Grade 12 or equivalent	7
	Std 8-9/Grades 10-11 or equivalent	0
	Std 6-7/Grades 8-9	0
	Std 5/Grade 7 or lower	0
Supervisors' Years of service	Less than 2 years	0
	2-4 years	0
	5-7 years	1
	8-10 years	0
	More than 10 years	7

The table above shows that the majority of the Supervisor participants are male and in the 34 to 44 age category, with Matric[7] qualifications and more than 10 years of years of service.

[7] The terminology of the qualification has been named differently over the years as, Standard 10, and or Matric, then recently, Grade 12.

4.2.2. Emalahleni Labour Centre

Table 3: Demographic Profile of Emalahleni CSOs (N=11)

Demographic Factor	**Sub-Category**	**No**
Gender of CSOs	Male	4
	Female	7
Age of CSOs	24 years or younger	0
	25-34 years	4
	35-44 years	4
	45-54 years	2
	55-60 years or older	0
Qualifications of CSOs	Std 10/Grade 12 plus Post-degree plus degree	0
	Std 10/Grade 12 plus Post-degree plus diploma	0
	Std 10/Grade 12 plus degree(s)	2
	Std 10/Grade 12 plus diploma(s)	5
	Std 10/Grade 12 plus certificate(s)	1
	Std 10/Grade 12 or equivalent	3
	Std 8-9/Grades 10-11 or equivalent	0
	Std 6-7/Grades 8-9	0
	Std 5/Grade 7 or lower	0
Years of service of CSOs	Less than 2 years	5
	2-4 years	3
	5-7 years	1
	8-10 years	1
	More than 10 years	1

The table above shows that the majority of the CSO participants are in the 24 to 44 age category, with the majority qualifications of Diplomas and years of services spread between less than 2 years and 2 to 4 years of service.

Table 4: Demographic Profile of Emalahleni Supervisors (N=2)

Demographic Factor	**Sub-Category**	**No**
Gender of Supervisors	Male	2
	Female	0
Age of Supervisors	24 years or younger	0
	25-34 years	0
	35-44 years	1
	45-54 years	0
	55-60 years or older	1
Supervisors' Qualifications	Std 10/Grade 12 plus Post-degree plus degree	0
	Std 10/Grade 12 plus Post-degree plus diploma	0
	Std 10/Grade 12 plus degree(s)	0
	Std 10/Grade 12 plus diploma(s)	0
	Std 10/Grade 12 plus certificate(s)	1
	Std 10/Grade 12 or equivalent	1
	Std 8-9/Grades 10-11 or equivalent	0
	Std 6-7/Grades 8-9	0
	Std 5/Grade 7 or lower	0
Supervisors' Years of service	Less than 2 years	0
	2-4 years	0
	5-7 years	0
	8-10 years	0
	More than 10 years	2

The table above shows that the male Supervisor participants are in the 34 to 44 and 55 to 60 and older age category with Matric qualifications and more than 10 years of service.

4.3. PRESENTATION AND DISCUSSION OF ANALYSED DATA

The findings of the data analysed incorporate both data collected during individual participant interviews and focus groups discussions. Throughout the analysis, the findings from individual interviews and focus group discussions with CSOs and Supervisors from both LCs

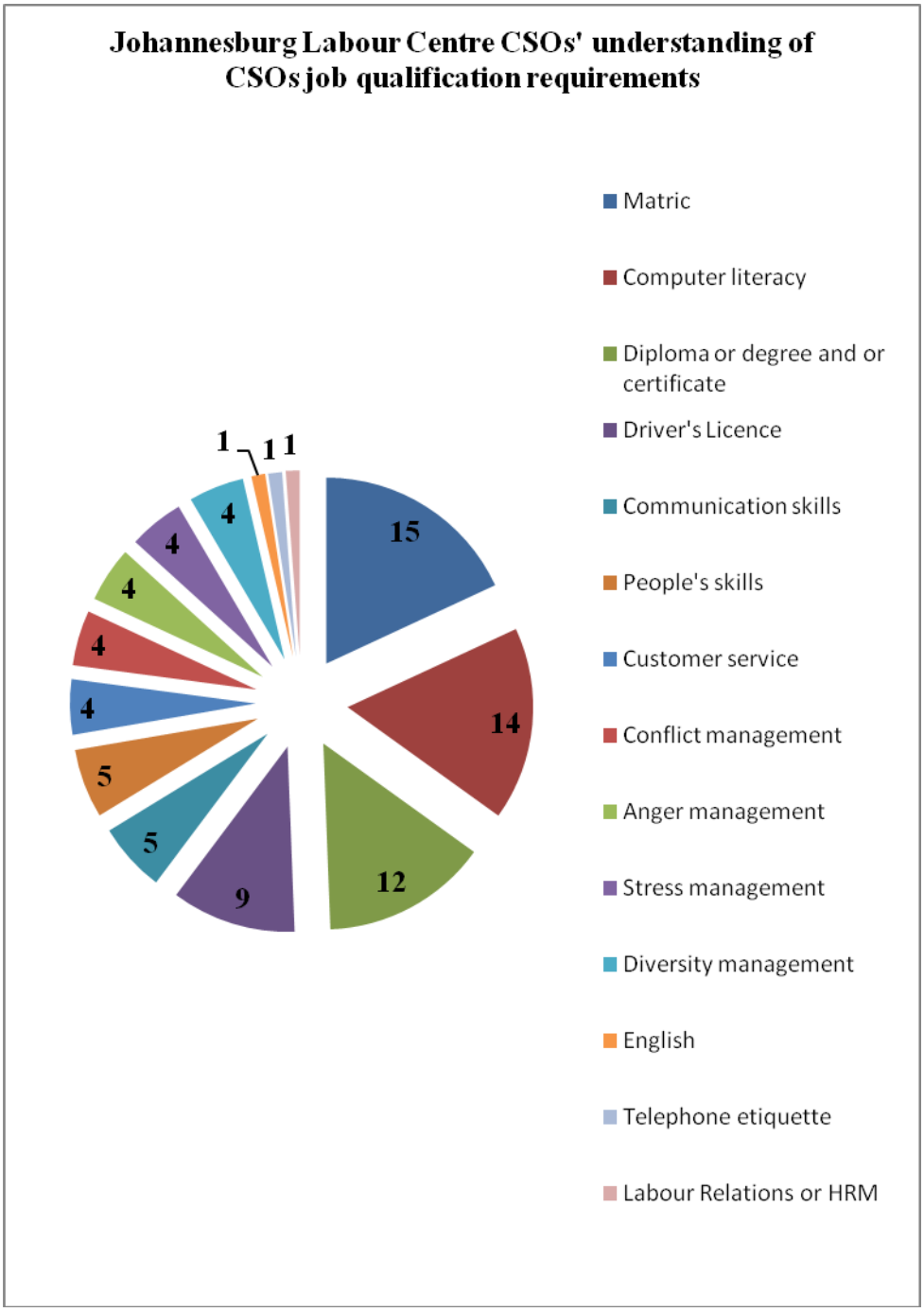
will continuously be juxtaposed. Data analysed from interviews with the key informants will be integrated with the analysed data from individual and focus group discussions.

4.3.1. Job qualification and requirements

This section will present and discuss the findings of the job qualification and requirements of all participants. The findings are presented in text and graphical form to add depth and meaning to the data (Briggs, 2007). The presentation will begin with the Johannesburg Labour Centre CSOs presentation and discussion, followed by the Emalahleni Labour Centre CSOs, then the Johannesburg Labour Centre Supervisors and lastly, present the Emalahleni Labour Centre Supervisors' findings.

The Johannesburg Labour Centre CSOs presentation and discussion on the job qualification and requirements

Figure 3: Johannesburg Labour Centre CSOs understanding of job the qualification requirements (N = 16)

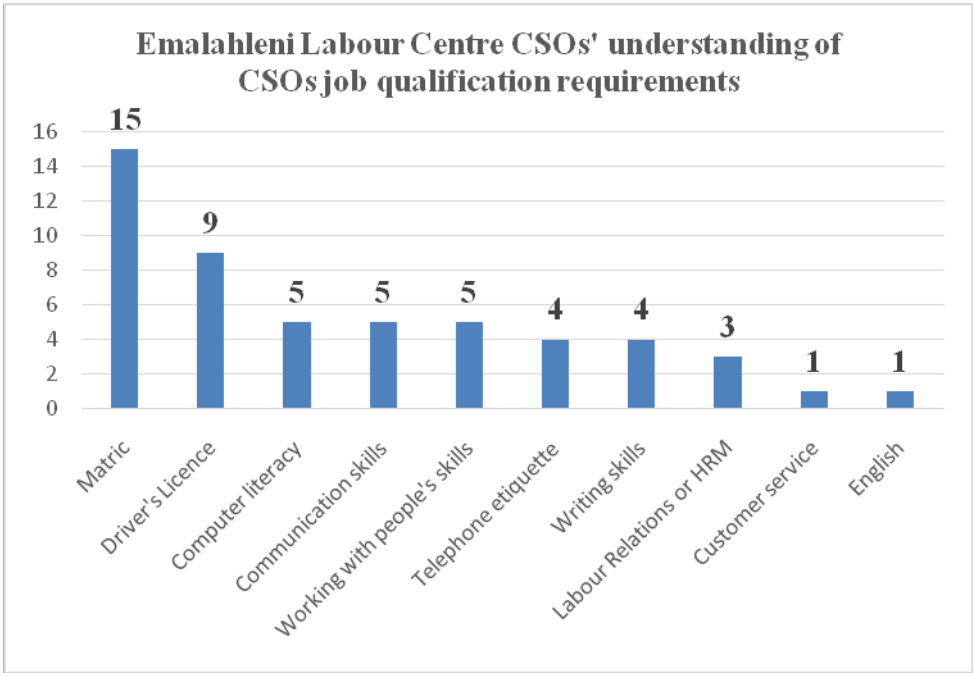


The Johannesburg Labour Centre CSO participants provided different answers of job qualifications and requirements for a CSO position in the DoL as presented on the graph above. According to almost all but one Johannesburg CSO participant said the official requirement is Matric. Some participants included a driver's license and computer literacy, while others included tertiary qualifications, and a variety of skills. For instance, some Johannesburg CSOs said the requirements are matric, driver's license, computer literacy, certificate or diploma. Other Johannesburg CSOs said, "*Before they wanted matric and maybe a computer certificate. But now they have changed they now want a three-year qualification plus matric; national diploma or degree.*" The remaining Johannesburg CSO participants included customer care, people's skills, good communication and conflict management.

One Johannesburg CSO was silent on traditional academic qualifications, "*... it should be a person that loves people… Secondly, they need a person that would be able to communicate a lot with people as well as the employers or other stakeholders… have good English… at least understand also uhh, rules and regulations in terms of the legislations that the Department of Labour works on.*"

The Emalahleni Labour Centre CSOs presentation and discussion on the job qualification and requirements

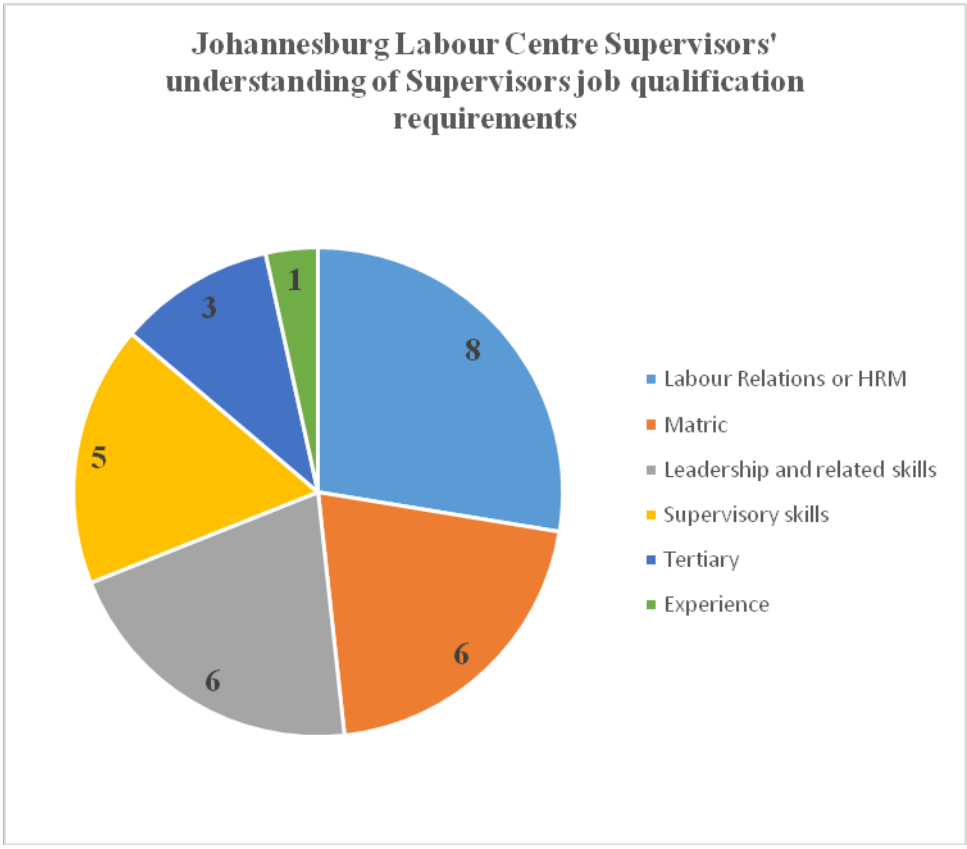
Figure 4: Emalahleni Labour Centre CSOs' understanding of job the qualification requirements (N = 11)



The graph above regarding the job qualifications and requirements for a CSO position in the DoL is an indication of the responses that were drawn from the Emalahleni Labour Centre CSO participants. The participants provided varying answers with matric on top of the list of responses. Some participants cited computer literacy, communication skills, and people skills also featured highly and the rest of the listed items as can be seen in the graph. Some Witbank CSOs used the terminology matric and or Grade 12. According to one Witbank CSO qualifications should not matter, *"I don't think there must be any qualification. What is needed, is a person who can work with people. I think Matric is fine."*

The Johannesburg Labour Centre Supervisors presentation and discussion on the job qualification and requirements

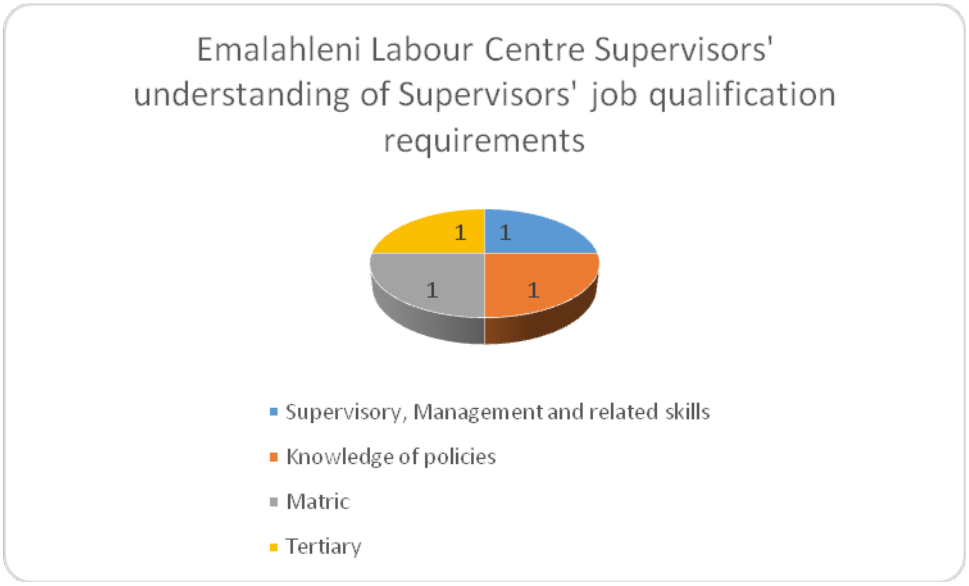
Figure 5: Johannesburg Labour Centre Supervisors' understanding of job the qualification requirements (N = 8)



As indicated in the graph above, all of the Johannesburg Supervisors cited matric. Most added background of legislation, supervisory and management skills as qualifications and requirements for a supervisory position in the DoL.

The Emalahleni Labour Centre Supervisors' presentation and discussion on the job qualifications and requirements

Figure 6: Emalahleni Labour Centre Supervisors' understanding of job the qualification requirements (N = 2)



The two Emalahleni Supervisor participants varied in their responses regarding the job qualifications and requirements for the Supervisory position in the DoL. For instance, one Witbank Supervisor said the person must have certain skills, be strong, "*and work public stuff and people as well, you must be service oriented, uhm, you must be a go getter because there's lots of challenges, you must be able to be hands, you must know your policies*". The aforementioned participant's colleague said matric, one-year experience, plus, "*although they are not specific, it might be national diploma, and or a degree or the certificate, N6*".

The question about the requirements and qualifications posed to the Johannesburg and Emalahleni Individual and Group CSO and Supervisor participants was tested with relevant participants during the tool-testing phase and did not seem to be difficult to understand by the test participants. The question posed was, "*What is your understanding of your job qualifications and requirements?*" However, on the actual research data collection, it occurred to the researcher that with some of the Johannesburg and Emalahleni Individual and Group CSO and Supervisor participants, the researcher had to rephrase and or paraphrase the question. Some participants seemed to respond to what they think are the requirements as

opposed to the official DoL position of the requirements. With some participants the answer would not come forth as expected. For instance, a Johannesburg CSO's response to the question was, "*ok, when I started, I was told that I must have matric. Ok, yes, and then after I was hired as a secretary, I started to study, I have a certificate also of IT, computer*."

The findings of the qualifications and requirements question solved the puzzle. In fact, the Johannesburg and Emalahleni Individual and Group CSO and Supervisor participants did not seem to have actual knowledge of the details of official requirements and qualifications for the positions of the CSOs and/or the position of a frontline Supervisor. (Appendix L(a) and L(b), official notices and or adverts for the two positions). A comparison of the qualifications and requirements advertisement for the CSOs and Supervisor positions revealed that there were no substantial differences between the two, probably part of the reason for the vague responses. Nevertheless, there were snippets in the advertisements of a few common requirements and qualifications from CSOs of both offices like matric, driver's licence, computer literacy. The Supervisor participants came across as having an almost common response when citing matric as a requirement. The researcher deduced from the findings that the official requirements are not strictly adhered to both at Emalahleni and Johannesburg LCs, hence the varied responses.

4.3.2. Work environment

The section on the work environment of the Johannesburg and Witbank Labour Centres shall present and discuss the building conditions, size and noise pollution, as well as health and safety standards and hygiene of the LCs.

4.3.2.1. Building conditions

Both the Johannesburg and Witbank Labour Centres' main offices operate from rented buildings. A Witbank CSO whose general experience of the conditions of the building and office equipment said, "*The building is ok, stationery is ok, the environment is ok. Yea it's an environment you can be able to work in. Even if you are not familiar with the formal settings and stuff like that... say maybe... You never worked before. Ya the environment is accommodating.*"

However, all Johannesburg and some Witbank Individual and Group CSO and Supervisor participants claimed that the buildings from which the Johannesburg Labour Centre, in particular and to some extent the Witbank Labour Centre, operate from are inhabitable. A Johannesburg Supervisor said, "*This building for me is written off, long time ago.*" A Johannesburg CSO described the hygiene conditions of the building, *"…the place is not clean... we use to have blocked toilets, sewerage all over the place whilst working. We worked for a very long time under a smelly place, smelling faeces… sewerage puddles inside the building."*

Another Johannesburg CSO's view notably gave a rough idea of the majority of the state of the DoL Labour Centre offices, *"...most of the Labour Centres, their offices are not conducive... Joburg Labour Centre, you find that like that is cold outside, its winter, but you would sweat when you get inside, you find that it's hot. Winter its hot, summer its hot... when it's hot the body gets tired and when you look, we don't have also the water to drink from in the right way, like because it's hot and you want to drink water... At Joburg Labour Centre we would go to the toilet open the tap that we wash our hands from and drink from that sometimes.*"

In Witbank however, according to a CSO, its LC is cold, "*…the office is cold, is very cold… Not all of us we've got heaters, when we look for heaters they say we did not order, when you are trying to order there's no stock, there's no petty cash you see, until the end of winter while you waiting for a heater… Even the clients are not so warm.*"

According to most of the Johannesburg and some Witbank Individual and Group CSO and Supervisor participants, the buildings do not have enough ventilation. A Witbank CSO on the issues of heat and ventilation said, *"The building is so small, is... mixed-up, mix-up, it's not breathable...* ***Are there no windows here?*** *Well its far away, like they are far, like we are in the centre... it's always close and it's a small when we so many people, it's small, we are too many.*" A similar experience was expressed by a Johannesburg CSO, "*there is no ventilation, is very poor, there is none, there are how many windows opening… one two three four, and then for such big office.*"

The Johannesburg Individual and Group CSOs particularly, claimed that they are obliged to provide services under these conditions even though they have done all that was within their powers to alert management of the situation. According to a CSO, "*That is why the day we had a meeting at the office... I asked management and the owner of the building... why the suggestion has to come from us, the ones who are infected and affected everyday.*"

Other concerns raised by some Witbank CSOs were the frequency of the water supply to the building, concerns of continuous cuts and cracks in the building walls, "*our buildings has cracks they said they were closing them but can you imagine in some time that the safety... the day that collapses, how will it be.*" Another Witbank CSO said, "*No, this building is not right, some days there is water some days is not, man, it's not right, according to me is not conducive.*"

As far as the building conditions were concerned, it was revealed that CSO participants experienced extreme temperatures – unbearably hot and cold – in both the Johannesburg and Witbank Labour Centres, the oxymoron in the debacle is in placing an order for a heater. According to one Witbank CSO participant, when a CSO requests a heater, the CSO is told that the CSO did not place an order; when the CSO does place an order, they are told there are none in stock or that there is not enough petty cash to buy one. The situation carries on until end of winter. A game of musical chairs with heaters then begins, "*Then you need to see that maybe the owner of that heater is not in, or on leave then you borrow that heater but when we are all in, it becomes a problem.*" Literature is consistent with the findings on inhabitable office conditions and the impact on performance of staff, where Kim (2014) advocates for more purpose-driven workplaces that will "contribute to performance improvement" (Maher and Von Hippel, 2005; Elsbach and Pratt, 2007; Goins, Jellema and Zhang, 2010).

In support of the above consistency a matter between *Conti Print CC v Commission for Conciliation, Mediation and Arbitration and others [2013] 9 BLLR 906 (LC)* was argued, the Labour Court found in favour of an employee who had alleged that they were constructively dismissed due to the excessive cold air-conditioned room they were required to work in. This case highlights how imperative a conducive working environment is to the well-being and overall performance of an employee.

The study also revealed, as far as building conditions are concerned that frontline staff had to get their drinking water from a sink located in a toilet; and the stream of sewage through offices that the Johannesburg study participants were required to work in. These results are not consistent with the National Building Regulations, 2008 – with negative implications in the legal status or mandate of the DoL to enforce compliance of the Occupational Health and Safety Act 85 of 1993 in the country, as expressed by a Supervisor, *"we are custodians of uhh, health and safety regulations"*. As a result, a dispute on the legitimacy of the DoL Johannesburg Labour Centre staff's allegation of the hazardous state of their building relegated to a battle fought in the Labour Court (Appendixes I and J).

Judging from the DoL Key Informant responses that the DoL Head Office is dependent on reports submitted by provinces to inform themselves about the DoL provincial operations, *"... **am I hearing you to be saying you are dependent on reports that you collect from managers and supervisors**; Ja... **Do you verify these reports?** No, no, no, no, we rely on the provinces. I cannot lie to you and say I go to the province and say, show me whether is true."* – therefore, it explains why the issue of the building was only actively engaged, at least through mail communication to all staff, after the court's intervention initiated by the DoL Johannesburg Labour Centre personnel, including the frontline study participants (Appendix K and L). The latter was as a result of the DoL employees involving unions on the face of an ultimatum for repercussions if workers do not continue to work from the building (Appendix J). The DoL management, as stated above, subsequently acknowledged that most of the DoL offices are situated in buildings that are not compliant with the Occupational Health and Safety laws of the country.

4.3.2.2. Building size and noise pollution

According to most of the Witbank Individual and Group CSO and Supervisor participants, the Witbank Labour Centre is too small to accommodate all activities undertaken in the office. A Witbank CSO said, "*And then also the space, there is not enough space.*" A Supervisor said, "*We have to do, Labour Relations, PES, UI, IES, COIDA you know, there's a lot of different things and they all sit together in cubicles like this. This office is too small to attend to all the duties. The layout is not very, very good but this is how we get it and we mos have to do it.*" A Witbank CSO said, "*Because, it gets mixed-up, it gets mixed-up inside*

here. If maybe, if there could be... different offices, so that when the clients comes in, they would know exactly where to go to."

Not only is the small size of the office confined to working space but the toilets and the kitchen pose challenges in sharing the space according to some Witbank CSOs, "*And also with the issue of toilets, we don't have enough toilets as staff. There's only one toilet for females, and one toilet for males;* ***How many people use the toilets?*** *Fifty five. With ladies only, we are more than forty as ladies out of the fifty three or fifty four*."

There are also visibility and noise pollution challenges, according to some Witbank CSOs, "*Another issue is the issue of the visibility of our building. Our building is situated in a place that is surrounded by the shops. Like for instance, if there are promotions, there's too much of noise... there's no concentration there's nothing.*"

As far as the building size and noise pollution were concerned, it was revealed that the Witbank Labour Centre participants worked from compacted working conditions, including having to share one toilet among approximately 55 staff members. The latter is not consistent with the National Building Regulations of 2008, the ratio is twice that permitted and is an affront on the dignity of employees.

While the perceived benefits of open plan are an accepted standard (Lee and Brand, 2005), the researcher cannot but agree with Lee and Brand (2005) that purpose-driven design is a more appropriate approach. Function is imperative in identifying a space and especially where this function requires the interaction of different stakeholders seeking varying service offerings. Attempting to meet different mandates within a confined space can only lead to pressure on employees, and this study has found direct links with overall employee dissatisfaction. Aries, Veitch and Newsham (2010) found a direct correlation between the space and design of an office layout and building, i.e. ventilation, access to sunlight and natural air to the performance of employees and a failure to address these has the potential to increase the possibility of the transmission of air-borne diseases (Aries, Veitch and Newsham, 2010).

As far as noise pollution is concerned, the study found that the Witbank Labour Centre is situated in a central business district – a noisy area. The chosen location is in consistent with

the logical approaches to accessibility to government services according to the South African government Batho Pele principles (Department of Public Service and Administration, 1997). Noise pollution is a regulated behaviour under the auspices of the local metro policing. The Emalahleni Local Municipality has drafted Noise Control By-laws meant to regulate this very issue, it is hoped that in future these, once signed into law, will be enforced (Emalahleni Local Municipality Draft Noise Control By-laws. n.d).

Banbury and Berry (2005) report that, following a study of two sites; they found that 99% of employees were exposed to excessive noise, which impaired their concentration. This coincides with the participant's complaints and the research findings. Further support is found in Leather, Beale and Sullivan (2003), where they found negative health effects and increased stress levels in relation to occupational noise exposure.

The Durban Home Affairs Regional Level has cited a case study on the implementation of Batho Pele Principles as good governance (Ngidi and Dorasamy, 2014). The findings emphasise the need for balance and intentional application of the principles, which according to the researcher, demonstrate the importance of a balanced application of Batho Pele in respect of the issues found on the study.

Therefore, the researcher believes that the impact of such conditions on the overall morale of employees cannot be ignored or downplayed, particularly if one is to consider Roelofsen's (2002) position that the impact of office environments on employee performance is vital for productivity enhancement (Seppanen, Fisk, and Lei, 2006).

Besides, issues of human rights and dignity are a constitutional mandate to be upheld by all as enshrined amongst others, within the social work values and code of ethics (Einstein, 2006 as cited by Guttmann, 2006; South African Council for Social Service Professions, n.d.). The absence of the proactive existence within the DoL oversee role of the multidiscipline of human resource management is concerning for the researcher. In particular, the lack of expectations from the DoL employees about the potential role of EAP in the DoL to facilitate for the dignity and human right of the Johannesburg and Witbank from exposure to work in the above described affront conditions. It is within this context that the researcher believes there is a need to research for future multidiscipline team cooperation in the DoL on common goals.

4.3.2.3. The building's health and safety standards and impact on users

The majority of Johannesburg Individual and Group CSOs and Supervisors spoke and referred to various cases of staff's health failure because of the building's inhabitable condition and the impediment of service delivery this brings to the fore. A Johannesburg Supervisor said, "*I don't like working in this building for health reasons... it dries out your contact lenses, it gives people sinus. People are off sick all the time.*" One Johannesburg CSO referred to the recent death of three frontline staff members as a speculated cause of the building conditions, "*… our health is in stake here. Many a people, you'll just find out tomorrow this one is sick. Next week that one is sick. Three people are gone... But it's like it's going in and it's going out by the management. Nobody is taking us to heart here.*" A Johannesburg Supervisor said, "*... is not only your officials that are unhappy, your clients are unhappy, because they to enter into the environment.*"

The DoL does not have a health pre-screening policy for new appointees, according to a Johannesburg CSO, therefore, the current state of the health of the above-cited participants cannot be ascertained if it [the sickness] was contracted and or worsened by the building conditions of the DoL. The participant said, *"... as I said to you, query asthmatic as I am, I was never attacked as a child... but since I joined, we moved in by Nedbank mall, I was attacked once, I was nebulised by the ambulance twice, then I was asked that, 'where you are working, you work under what environment'. I have to explain. And since I'm at Labour, I'm forever having flu... I start to cough, at the end of the day, I'm unable to prove that the presenting health condition I experience was it as a result of the unhealthy conditions I'm exposed to at Labour. I joined the Department with a query condition but the progressed to an attack when I arrived at Labour Nedbank mall.*"

Some of the Johannesburg Individual CSOs and Group Supervisors expressed concerns for the health of the DoL clients because of the health risks of the Johannesburg Labour Centre building, "*A client would just cough… It affects us because we are very much more concerned that if a client is sick, coming to an environment that is not healthy at all, because what we breathe out we breathe it in at the same time… we are working with clients... there*

are sick clients… We have expectant women who have come for help. Some have come with their little babies."

There were safety risks and concerns that were pointed out in the Witbank Labour Centre regarding the area where the building is situated, "*We are next to banks… Somebody can run inside, and then there's nothing we can do, there's nothing like close yourself from;* ***Are there no securities at the door?*** *There are but… say the person that attacks has a weapon.*" The safety risks extend to DoL clients as well according to a Witbank CSO, "*this place where we are neh, you find that they have targeted our clients in the most, you find that they get robbed of their cellphones, their bags where we are."*

In addition, participants identified insufficient parking spaces for staff. Moreover, participants noted that clients are on occasion attended to in public parking spaces. A Witbank CSO said, "*Sometimes a person cannot walk on their own. They don't even have a wheel chair. You have to leave go out to the car, at the parking, to help them from there. And you don't know if it's criminals that are luring you outside or your enemies.*"

According to the Johannesburg and Witbank Individual and Group CSO participants fear possible physical assaults by irate clients, *"… we don't have protection at all… Like a glass or something because these people are angry; what if they assault you? A lot of them are angry; A lot of us have been threatened with an open hand assault, to a point that this person can actually carry out the threat."* The above-mentioned CSOs spoke of various instances where efforts to explain to clients why their applications for benefits have not been successful, and or the prescripts of procedure that clients fail to meet have invited a barrage of ill-tempered, near violent reactions from some clients, *"they are frustrated. They come to us going through a frustration; they have lost their job, they have problems at work... Some have long applied but they don't get a response from our offices; there are many challenges that cause them to be angry.*" Thus far, the abuse has been verbal and threats of assaults according to the majority participants.

The Witbank experience according to a CSO, "*...our work is difficult, you can speak to a client and explain to them (clients) that what they have come for it won't work here and then client is when they lose their temper, they can attack you anytime. So, we are not so protected… they become violent or they become aggressive… verbally, verbally, so we had to*

intervene at some stage... wish that there was sort of a glass, and speak to them from that other side and you be this side."

Some Johannesburg and Witbank Individual and Group CSOs expressed concerns about the possible transfer of infectious diseases from the clients that approach the Labour Centre to claim sick benefits "*Our health, we are not safe. And you when you speak, they come closer, you have to hold them and help them make a finger print they can't sign, they are sick, you'll find that their skin is pilling, then you hold them with your hands then you help them make a finger print.*"

The health risk factors for CSOs resonated with some Johannesburg CSOs, "*It's stinks, everything, the clients' stench; They breathe on us, some don't take baths, some come to the office without rinsing their mouths… So if they are sick, as she says, if they are sick, then chances are, you also, you will catch that thing… there is no air coming in, there's no oxygen. If a person who suffers from TB approaches the office, we will get contaminated… we don't have protection at all.*" Some Witbank CSOs also said, "S*ome have the problem of not taking a bath.*"

However, the issue of the installation of glass barriers in the cubicles used by the CSOs was once discussed some time ago in a workshop, and management refused the suggestion according to a Johannesburg CSO, *"this matter was suggested and the PD said that cannot be done… Citing that some people are sick, some suffering from TB, some other diseases and said, just that glass. He said no... 'How would you work without seeing the client directly having a glass between.'*?"

As far as the building's health and safety standards and impact on users are concerned, the study found that as a result of the unhealthy state of the building, health and safety standards are compromised for the daily building users, who mainly are the Johannesburg Labour Centre staff members and secondary, the clients. This being consistent with literature that a lack of proper ventilation has been shown to have a negative impact on the productivity of employees and invariably the nexus with client satisfaction of the atmosphere of a building can also be determined from that (Roelofsen, 2002; Aries, et al., 2010; Seppanen, et al., 2006). The expressed state of the Johannesburg and Witbank offices contrast the vital

characteristics to healthy workplace practices that include health and safety (Grawitch, Gottschalk and Munz, 2006).

Based on the quotations from the participants, there was a demonstration of a vacuum in the management of perceived and or real health, safety and hygiene risks and concerns of the participants. The way it was dealt with is not consistent with the country's policies on the protection from infectious and contagious diseases like Human Immunodeficiency Virus (HIV), incurable strains of TB and the recent Ebola as accepted practices on health risk management (Department of Health, 2014). The implications in the context of the DoL frontline situations of both the Witbank and Johannesburg Labour Centres, the study revealed that some clients who approach the office for sick benefits cough and speak in close proximity to the attending officer's face. Some clients are on temporary disability status and unable to sign their applications. CSOs in those instances are required to use their bare hands to help clients to place a fingerprint on the application form. Therefore, the study has found that the concerns of the frontline staff, particularly the CSOs, are legitimate given the lax unprotected conditions they work under, *albeit* in the absence of clear and established guidelines on the risks posed in the environment presented by the DoL (Boles, Pelletier and Lynch, 2004; Glendon, Clarke and McKenna, 2006).

Therefore, the researcher is of the opinion that there seems to be a silos approach in government departmental mandates. The health ministry would insist on education and awareness of protection through use of gloves for instance when handling patients with lacerations and or avoidance of close inhalation around TB patients (Department of Health, 2014), yet in the DoL all those concerns seem to be disregarded. According to Fielding (1984, p. 273), an organisation can create health risk appraisals and assessments providing for the individual "education about his or her chances of getting specific diseases, the known causes of the disease and what can be done to reduce those that are within individual control."

The alleged sickness of staff as a result of exposure to unhealthy office conditions (Act 85 of 1993) was spoken about extensively by most Johannesburg Individual and Group CSO and Supervisor participants. Even though some Supervisors of frontline staff in Johannesburg were vocal during the research about daily staff shortages caused by sick leave, yet according to the researcher's observation as a fellow employee in the DoL, the cause of excessive sick

leave taken has not been detected by DoL Human Resources to investigate and institute corrective measures.

The researcher has also observed that the role of the DoL EAP as is the case in the United States to intervene in psychosocial relationships and individual behaviours to explain absenteeism was not mentioned by the participants (Maiden, 2013). A point in case that the current micro intervention of EAP is a missed opportunity for the symbiosis of people's well-being and organisational achievement of constitutional mandate (Gould and Smith, 1988). Particularly in the backdrop of an employer's responsibility to maintain a work environment that accords with certain levels of health and safety is accepted in South Africa. Where Fielding (1984, p. 11) states that "[the] line between occupational and other diseases has been gradually effaced with the recognition that not only work-related exposures but job content and general work ambience can affect health." This is especially crucial to the findings of the study, where CSO participants cited serious violations of health and safety standards, affecting their health and well-being.

Even Walter and Nichols (2007) found that a worker's direct participation in health and safety was more effective when done through a union, where workers have stronger bargaining power, whereas, the likelihood of engagements by individual workers was found to be less effective. Hence, the significant role of occupational social work in health and safety in the workplace proved invaluable in an inter-team effort in the United States. The contributions of occupational social work spread from facilitation of identification for cause of physical ailments of employees; assistance for employees to claim for benefits; pursue organisational corrective measures; and litigation where there was continued non-compliance (Maiden, 2001). Therefore, it is the researcher's view that in the DoL situation, the advocacy role and health enhancement programmes of occupational social work would be beneficial for the work community if linked with the overall organisational goal of employee health and safety (Gould and Smith, 1988).

4.3.2.4. The DoL's mobile and makeshift service structures

The Department of Labour has trucks, referred to as Mobile Labour Centres (MLCs) and makeshift offices referred to as Satellite offices that take DoL services closer to the public in

different communities where the DoL has no permanent structural presence, according to some Johannesburg and Witbank Individual Supervisors.

The mobile facilities of Johannesburg and Witbank are, however, inadequate for use in one way or another according to some Johannesburg and Witbank participants. For instance, the Johannesburg MLC truck is too small to accommodate the volume of clients that visit the facility, "*So you find that maybe our clients on that day are two hundred, so you will accommodate few.*" However, the frontline MLC staff does not have delegated authority to seek and find solutions of the MLC accommodation and or venue, "*Because some of this accommodation, there's financial implications, there are contracts that need to be signed, you know, so a Supervisor cannot do those functions.*"

Within the limited delegated authority, in Orange Farm, the MLC staff approached the centre manager for permission to use the centre's unused boardroom on the specific days the MLC visits the area, "*We are not renting, we are not paying anything, even the electricity bill is for free… We are not having a cleaner who can clean that place after we have worked, we just sweep where we supposed to sweep and then …touch ups … the dusting of the table, the chairs, those minor things that can take you even less than five minutes just to dust.*" A participant in Witbank said the satellite offices are negatively challenged with the venue, "*The satellite office like Kriel and Ogies, there's no office. You work out of the boot of the car, how you work in a hall, you sitting in a community hall, in the winter it is so cold, then the wind blows your papers out of the boot, you run and collect papers.*"

As far as the DoL's mobile and makeshift services structures were concerned, it was revealed that the Johannesburg Mobile truck is beset with accommodation size and limited delegated authority challenges. The Witbank satellite structures, according to the findings also experience venue challenges.

The researcher believes that the mobile structures of the DoL are consistent with the legitimate government outreach effort. The challenges are supposed to be acceptable as long as the authorities attend to them in time. However, within the DoL context, according to a Johannesburg participant, is that, "*Satellite offices in existence of thirty years now, still the same. There's nothing new to satellite offices, lack of resources, lack of everything.*" The researcher believes that this is a historical story of 30 years of the structures that are

denigrating to both DoL staff and client users, an open breach of Batho Pele redress and dignity elements (Department of Public Service and Administration, 1997; Fraser, 1989).

Therefore, the researcher is of the opinion that the 3-decade history of the DoL's mobile and makeshift service structures suggests a natural progression to some of the available parameters of monitoring and evaluation that occupational social work can exploit (Netting et al., 1998 quoted in Maribe, 2006).

4.3.3. Availability of resources

The section on resources shall present and discuss the stationery and equipment resources, including manual systems and electronic software and the impact of resources on service delivery.

4.3.3.1. Stationery

Most of the Witbank participants said the resources and their allocation were fine, "*… that's fine with all the computers and that, once a month you can fill in a form for things and whatever station, what you need...if its available, some things aren't available but mostly, is no problem.*"

Stationery resource allocation in the Johannesburg LC, according to most Individual and Group CSO and Supervisor participants, except for one CSO, is at the most, an uncertain matter, and there are delays in replacement of depleted or unusable items. The allocation of pens and other related stationery is problematic according to most of the Johannesburg Individual and Group CSO and Supervisor participants, "*… it's a battle to get anything in this place... nobody's got a calculator... When you need scissors... you run around for the scissors... clients take our pens because surely you must give the client the pen to sign. He leaves with your pen. You're stuck. You go ask for a pen, 'no you got a pen last week'. But you explain to the supervisor, 'my pen was just taken now.' …they must believe us... Just give me a pen so that the work can continue. Now you standing there, calling me to the office and just talking about why, where's your pen. It doesn't make sense.*"

The irregular and reluctance of the people in charge to allocate stationery is cause for despondency according to a Johannesburg participant, ***"****It's as if the person who's in charge of the stationery, I don't say is the person here, I believe it's from the provincial office... isn't doing their job properly... Sometimes you think you don't even feel like filling in a form because you know you not gonna get it.*" A CSO participant went to an extent of self-providing for pens, *"...for periods you get pens neh, and then for long periods you don't, there are no pens. Then out of my own, I buy my own pens… the pen that I buy I have to share with the public. I have come to the point where I say to the public, 'please, you must come with your own pens'… This is my pen, and I can decide whether I want to share my pen with you or not."*

According to a Johannesburg CSO, the wait for replacement of stationery is long, which compels the CSO to, from time to time, move from his/her desk and go to colleagues to borrow stationery the CSO may not have, *"is frustrating to go to my colleague and say listen, can I have your, can I borrow your stapler?"* However, not all colleagues are willing to share use of stationery allocated to them individually, they perceive such stationery allocations to be exclusively intended for their use only.

The irony of the stationery challenge, according to some Johannesburg Individual CSO and Supervisor Group participants is that the frontline CSO staff do not have lock-up facilities for safe keeping of the very stationery resources entrusted to them and personal possession and or belongings, "*…our staplers are being, being taken from our tables. Because we've got no lock-up facilities... [8]For all the years that I have worked for the Department of Labour, I have never had a thing to put my bag in. Now recently, just before we came here, I got a little cabinet but it cannot lock… There was a stage that I had to take my stapler in my bag. Taking it every time to home. If I leave it at the desk, you know it's gone. And that is how I went through my staplers.*"

Another stationery challenge in the Johannesburg LC is the quality of the stationery supplied, "*…stationery yes, even though they are of cheap quality, you use the stapler of Labour a month, after a month is broken… then you have to stay without it until it's replaced maybe after a year or after whatever. But when they replace it, you must give them the broken one*

[8]The cited CSO participant has been in the employ of the DoL for 37 years.

yet when you give them the broken one, they will still give you the same thing that you can use in a period of a week then it brakes again."

Few Witbank CSOs cited stationery challenges, "*With stationery ei, we do stay without sometimes the stationery, not have it then we use what I have so that work can go on.*" Another Witbank CSO mentioned the date stamp going missing in the office, "*Ever since I got here I never had my own date stamp or my own certifying stamp, there's just issues around that… you need, like guard them because when you just leave them around, they steal them... I'm taking applications, UI applications right now and I need the stamp… but then I understand it's like there was fraud behind that.*"

As far as stationery is concerned, it was revealed that staff are not timeously and consistently supplied with needed stationery to service clients as required and one Johannesburg CSO resorts to buying pens from his/her own income. The implication of stationery distribution system at the Johannesburg Labour Centre, in particular, should be a fiscal allocations concern to the DoL if staff are subjected to purchase stationery with their own money for office use and clients asked to bring their own pens when visiting DoL offices.

If the findings are a measure of the Public Finance Management Act 1 of 1999 (PFMA), then even the PFMA regulatory systems may be inefficient and ineffectively applied in the DoL. Another suggestion to the stationery shortage as espoused by some participants could be just a matter of incompetence on the part of persons responsible for the supply chain. Therefore, the time wasted as a result of stationery shortages seems costly and hampers smooth service delivery (Fraser, 1989). Notably, in Witbank, the stationery allocation challenge was not as forthrightly stated as a crisis but as merely incidental.

4.3.3.2. Office equipment

Some Johannesburg and Witbank Individual and Group CSO and Supervisor participants said there were insufficient working tools and equipment. A Johannesburg CSO said, "*I'm talking for all other CSOs the whole of Labour Centres because I have been to all Labour Centres because since I joined the Department of Labour in 2007, I have worked at... most of the Labour Centres around Gauteng... So you find that maybe we share one phone we are three*

or four. Maybe you've come, you have your own client, and that one has their own client, and that one also has their own client. Then at the end of the day we must wait for you to finish with the phone and I must phone, … when we are waiting at the queue of the phone, the more the [people] queue outside, the people are … waiting for us to help them, the more the queue also will delay. At the end of the day they complain that their queue move slow... Secondly, the computers, even in that instance you find that with the computers maybe we are three using one computer."

Insufficient resources or tools of trade include items such as printers and photocopiers according to some Johannesburg and Witbank Individual and Group CSO and Supervisor participants. A Johannesburg CSO said, "*In our case if I can tell you now in Jo'burg... That side of UIF we have 18 cubicles, on the side where they do cases, there are about 10 cubicles, we share one printer with on the side of the cases. There by the UIF they are 18 they share two printers...when we print, you find that maybe we print at the same time, even so still that printer will jam or it will be slow to print because we are many and we are printing at the same time. So that thing also delays because it delays the queue.*"

The above participant was supported by some Johannesburg CSO participants, "*You go to the UIF or you go to the second floor when you want to make copies… You need to go to the other sections; Or third floor, and they say you must bring your own paper as if you work somewhere else; Whereas if there were two printers or whatever it would be better.*" The other challenge, according to some participants, is the period it takes to fix the printer, "*...even if the printer gets defective today, it can take a week saying they have ordered.*"

The above-mentioned challenges make the job of frontline staff stressful and has an adverse effect on service delivery, according to the participants, "*Dealing with clients, is not easy, its very stressful… Because now and then we do copies. Copy of ID…; You must be busy standing, you see the time when you are standing, going that other side making copies of ID... And be forced to even ask the client to bring their own ID which is not right because this person doesn't have money, that's why he went there, he wants to be helped and now he must still go and do his ID at one rand, when he actually has no money.*"

The Witbank workstation cubicles used by the frontline CSOs are less than the number of the frontline CSOs, according to some Witbank CSOs; although the cited challenge of shortage

of working space is a morning and afternoon matter when CSOs normally deployed to Satellite offices are in the office to attend to administrative work. As a result of the workstation shortages, there is always a natural progression of backlogs. A Witbank CSO said, "*Isn't it other go to the satellite office, and then sometimes, especially when they change us like this, and we, we rotate every month, and then you find that there's a lot of mix-up you find people that they don't know where to sit and stuff.*"

The computers in the Witbank office are insufficient and not always in working order. The system is constantly off-line according to some CSOs, "*Our computers are not enough. In some instances you find that they are short and we don't have good working space... we need to make space for each other, share because they are definitely not enough, when we are all in the office, no, we have no place, there are also other computers that are not in working order.*"

Some Witbank CSOs spoke about the challenges of insufficient photocopiers, faxes and printers shared between many staff members and therefore unable to cope with the pressure and from time to time gets broken, "*We don't have enough printers. Enough photo copying machines…; **What is enough?;** Enough like uhh, ok, like us in registration, we only have one photocopying machine; It's not just us at registration plus IES. IES they have their own photocopying machine; But then it doesn't work... we have to share one photocopying machine. Sometimes the fax is not working. We only have one fax machine neh; Mmmm; Ja… We have to make copies for IDs; Somebody is printing, and you want to photocopy; You have to queue and wait. Sometime like, management, they print maybe hundred pages. Then you have to wait for that hundred pages to come out then you can make your own copies.*"

4.3.3.3. MLC and Satellite office equipment resources

Stationery and equipment challenges are also experienced in the Johannesburg Mobile Labour Centres (MLCs) and satellite offices of the DoL according to some Johannesburg participants, "*... there are two laptops and uhh we are three officials.*" The one laptop has since gone for repairs for almost three months and the delay in returning it is that the Information Technology department (IT) states that they are waiting for parts. The situation results in, as observed by a participant, applications captured manually followed by capturing

the hand written applications electronically and only following that can the status of an application be checked on the system. When clients request updates on the status of their applications, invariably they are informed to return in two weeks' time.

Another point is that because of the blurred reporting lines and no clear delegated authority to take direct responsibility and accountability, there is a challenge with the replacement of broken equipment of the MLC, "*the photocopying machine was broken but it was hard to replace it. It takes us almost three years if I'm not mistaken and then only to find that, that was not the right uhh, photocopying machine that was supposed to be replaced with.*" It was replaced with a printer that was not user-friendly for clients' need for copies for birth certificates, identity documents, compared to the previous four in one photocopier that could scan, fax, photocopy and print, "*And when you tell that person your copy is not clear. You know, they have to take more money to make a copy, some of them they don't have money, we give them from our own pocket… We are not allowed, but in the situation, ja, you know, this person, doesn't even have something to eat by then and when you ask him, can you come next week, and he can tell you, I walk almost uhh one and a half hour to come here. Walk. No money even for a local taxi.*"

As far as the office equipment and tools of trade are concerned, it was revealed that office equipment are not sufficient resulting in concomitant queues and the negative impact on productivity as experienced more often in Johannesburg, from the Labour Centre and mobile structure perspective. The Witbank responses were divided between satisfactory and minor discontent. The Witbank participants seemed to be understanding of the situation even with the cubicle and work station shortages.

The researcher's argument regarding equipment is that according to the Department of National Treasury (2014), the expenditure on machinery and equipment for the 2012/2013 financial year amounted to R84.8 million, while the medium-term expenditure estimates on machinery and equipment for the 2014/2015 year is R31 million. Yet Labour Centres and MLC's are hard-pressed to acquire functioning equipment and CSO's are required to meet service standards envisioned in the Batho Pele principles (Department of Public Service and Administration, 1997). There seems to be a situation where individuals are appointed to perform duties they are not enabled to accomplish by not being provided the necessary

efficient and effective working tools. Next is the clientele who are subjected to long winding queues in clear contrast to treatment of respect and dignity of the Batho Pele principles.

The implications of these findings demonstrates a seemingly disconnection between the DoL service operations and the DoL policy crafters and oversight. Comparison with the assertions of the DoL Key Informant's confirmation that, there is no doubt that resources are key to enabling frontline staff to perform to enable service delivery according to standards and requirements; and the ProductivitySA responses about the importance of making available tools of trade, among others, for staff to perform, "*You have to capacitate them in terms of resources if they need resources.*" The DoL Key Informant stated that the DoL does make the necessary resources available to frontline staff. Yet when the DoL Key Informant was probed to explain how Head Office ensured that there was equitable distribution of resources to the Labour Centre, the informant said, "*Ja, look, for example, when you give vehicles to Mpumalanga... Head office will not deliver those cars in Mpumalanga and ask people to queue and get the vehicles. They will deliver them to the provincial office and say, CDPO, here it's your twenty... So, for us is to receive information to the effect that ja, the twenty vehicles have been allocated.*" The Informant was clear that the reports are not verified.

Occupational social work ethical basis involves the theory of common good and or goods and therefore the distribution "how... resources are allocated when the need or demand is greater than the supply." Of the varied approaches on the concept of the common good, is the Rawls (1971 quoted in Gould and Smith, 1988, p. 9), "that the greatest resources should go to the most disadvantaged in the social system." The researcher is therefore pursued to agree with the quoted authors that occupational social work has a vital role in the principle of distributive justice. The latter could be achieved through identification of unmet needs to mitigate on the mental health needs of the employees (Gould and Smith, 1988). An example of an inter-team work of occupational social work and unions resulting in legal service programmes initiated and implemented to the benefit of employees and families is a case for the profession's involvement in the DoL (Akabas, Kurzman and Kolben, 1979; Brill, 1979 quoted in Gould and Smith, 1988).

4.3.3.4. Manual and electronic software systems

According to the Johannesburg and Witbank CSO and Supervisor Individual and Group participants, most work is done manually, which causes backlogs. A Johannesburg Supervisor said, "*We still work with paper, that's our biggest challenge... Like I said, we still have to take manual things, and do them manually at all times.*" The participants recognise the existence of software programs within the DoL like 'Siyaya and 'ESSA except that the technology has inefficiencies, hence the use of a manual system. A Johannesburg Supervisor said about Siyaya, "*...is not doing what Siyaya is intended for... we still open up file, we still send it to the processing, we still take the very same file and file it.*"

Another challenge is password related according to a Johannesburg CSO, "… *since I got back from the sick leave*[9] *November 2012, I've been struggling to be issued with the password of Siyaya and my work entails taking UIF applications daily. I have to borrow other people's password of Siyaya. They activate it today, I use it and within an hour it has switched me off, I can't have access anymore.*" The findings at Johannesburg and Witbank are that participants spoke about a variety of inefficiencies of the software system and participants' resort to a manual system, which causes backlogs and therefore poor service delivery in terms of standards and requirements. The findings on one participant's situation is a password that has been non-functional from 2012 and the password was still not activated in 2013, yet the Supervisor expected the participant to continue to perform, and take the risk of using another CSO's password. On the question of the risk of potential defrauding of the state because the participant is using another's password, the participant said, *"Yes, that is possible, according to the way I also heard, but now as I had returned, at the end of the day, I must give my Supervisor my stats. 'What have you done from 08h00, 07h30 until 16h00'… he wants stats. The Supervisor knows that your computer is not usable at the end of the day he wants stats.*"

The use of paperwork in Witbank is problematic in that, in some instances documents are displaced or are lost resulting in restarting the application process according to some CSOs, "*There's still more papers... You take the information of the client you pass it to the Supervisor. It goes, move from one person to another then... there will be a document that is*

[9]The participant was interviewed in August 2013

missing there... The client must now start afresh, even to you it becomes a burden, it's more work on top of you of that particular work."

According to some Witbank CSO participants, clients are negatively affected when the system is down for days because clients report to the office daily only to have an accumulation of clients on the day the system is up, said a Witbank CSO. The forms may be collected manually but the processing of the applications is dependent on the electronic system, "*... almost every day. It depends that maybe like today, there's a retrenchment of some sort and that date they are to come back, they will all come back on that date that we have allocated for them, only to come back and find the system down... Sometimes you can find that when you are at the help desk, they quarrel with you.*"

There are competencies that the system performs like early detection of fraudulent activities according to a Johannesburg Supervisor, "*For instance, let's say uhh you come to apply for Unemployment Insurance and then there's a company that is appearing on the system and then you request a document from that company, you say, I never worked for that company... Ok. There's a possibility that there's a duplicate of application maybe the error from Home Affairs or it's a fraud, someone is using somebody's identity.*" The above situation is then escalated to the DoL Risk Management Unit (RMU) for investigation, "*I'm glad because RMU is intervening on that one... even though they will be taking longer.*"

The Siyaya software programme is unable and or does not have the competency to inform clients in advance about the status of their applications. And the system cannot accurately plot the number of payments from inception of first to the last payment according to the Johannesburg and Witbank CSOs and Supervisors, "*When a person claim for UIF… we were supposed to maybe have a system that can inform clients that no, uhh, there are so many remaining, or next month is your last payment.*" Instead, due to the shortcomings of the system the clients, the CSOs and Supervisors, are kept in the dark and all parties concerned only know on the day when benefits have been depleted that that is the case, "*...we don't have any means of telling clients that your money is about to finish, do not come again.*" The frustration for participants is that clients were encouraged to fill in a UI6 form that prepares for payment. Clients have also not been afforded an opportunity to plan their finances timeously. Only on the day they return to check why a payment has not gone through does the system inform of the depletion of benefits, "*I remember last, yesterday... Another man*

was crying at "such and such a place", saying man, why didn't you tell me that my money is about to be finished. I came here, I dropped the form and you gave me another form that I must bring back next month on such, such date, why didn't you tell me that my money will be finishing."

The participant also spoke about the inefficiency of the system to give a decipherable report, "*... maybe that person gets paid once, when they come for the second time, we say the money is finished. We did not inform them but you find that maybe the person has worked for 10 years or for 20 years but gets paid once and then it's finished.*"

The inefficiency of the system is also a policy issue in terms of restrictions and prohibitions according to the Johannesburg Individual and Group CSOs and Supervisors, "*Like for instance also the issue of the Internet. You can't access Internet. Which is the basically, one of the fundamental things in terms of uhh, offering the excellent service.*" The blanket control of internet hampers officials' work knowledge because there are no processes to ensure that updates in the amendments of legislation is communicated to all staff simultaneously, "*You'll hear the information, somebody, a client maybe tells you something, which you didn't hear about, you don't know about...because they got access to that, they use Internet mostly.*"

The restrictions and limits to access the internet have an adverse impact on frontline employees that are currently studying, according to some Johannesburg CSO participants, "*I do understand there are people who abuse access. Like those of us who are studying, sometimes we need to do some researches, at my salary, if I have to go and sit in the Internet café, is not much I can afford to pay to do research. Yet these researches I am doing, it's something in line with my studies as I'm doing safety management, occupational health and safety, IES, compensation, UIF everything.*"

As far as the manual and electronic software systems are concerned, it was revealed that there are challenges with the DoL software systems used at Labour Centres. It was also revealed that the issue of the DoL software systems is a clear detachment between the Labour Centres and Head Office. For instance, according to the DoL Key Informant, the Siyaya program is efficient, except for some ESSA glitches, "*It takes long for people to register their particulars. So, you may still find in our Labour Centres people queuing to register with ESSA. But it's something that we know about and it's something that the Department is*

doing something about." In fact, according to the DoL Key Informant, the problems of inadequate service delivery as a whole lie squarely at the door of the inefficient IT performance, *"**Ok, meaning currently the problem is the IT?** The IT yes. Yes; **That is the cause of the sloppy service delivery?** Yes ja because if you go for ESSA and you see it being too slow, is not uhh like mainly because of the human element. Is the system itself that is too slow and is not enabling our guys to do their work as fast as they can."*

The researcher is of the opinion that the expectation that frontline staff maximise performance in the face of defunct, offline and inefficient software is a demotivating issue (Jasperson, Carter and Zmud, 2005). The missed potential role in the application of the systems and organisational theory including quantitative research methods of occupational social work in the production and operations management in the DoL, is clearly illustrated in this situation (Gould and Smith, 1988). The latter support the narrative that occupational social work needs to move from the narrow approach of casework and avoidance of work related issues to a macro orientation of the workplace (Maiden 2013).

Due to the working tools challenges, there are long queues on an almost daily basis at the Johannesburg and Witbank Labour Centres according to the Johannesburg and Witbank Individual and Group CSO and Supervisor participants, "*Johannesburg Labour Centre is packed until people queue outside on the streets."* In Witbank according to a CSO, *"…all the time when you arrive in the morning you find that already there's a queue outside, people queuing outside.*" According to a Witbank CSO, "*…there is a lot of work that needs to be done and now when you add the long lines on top of what we need to do it becomes an issue.*" Another participant in Witbank said, "*Here you must come and sit on the queue, you follow queue by queue... It's time consuming... many people sit there the whole day, the public sit in front of you, you know you must get them out, you got only eight hours a day, and you must serve those people, they want to be served.*" The process is frustrating to clients who have to sit waiting for services and the CSOs who must provide the service, "*...the public become cross with you, and they say, I'm sitting here now so long, now you walking around but they don't know they busy doing something else... They frustrate them as well because they know, I must serve my customers in front of me.*"

There are help desk facilities to control queues in both the Witbank and Johannesburg Labour Centres, according to some Witbank and Johannesburg Individual and Group CSOs and

Supervisor participants. A Johannesburg Supervisor said, "*If you look at the help desk also. We don't even have a proper help desk.*" A Witbank CSO said, "E*veryone has to start at the help desk, and then some don't go to the help desk, they just pass... the help desk is anyway forever full, they just pass and go and sit wherever. And you find that the person where they are sitting they are sitting at the wrong place.*"

The queue management system challenge in Witbank and Johannesburg, according to some Individual and Group CSO participants, is caused by chaos and clients not complying with requirements to start at the help desk before proceeding to core services. A Witbank CSO said, "*It gets mixed-up inside here. If maybe if there could be,… different offices, so that when the clients comes in, they would know exactly where to go to. Because presently you say, 'go there, at the chair right at the end.' And then when they go at the end, they get lost… that is why some clients end up sitting and waiting at the wrong place.*" A Johannesburg CSO said, "*For instance, you cannot, if I'm at help desk you cannot just walk past me. Why is help desk created... you disrespect me if you come just pass me.*"

The chaos of queues causes an adverse misunderstanding between frontline CSOs and clients according to a Witbank CSO, "*Some get angry, and sometimes it seems as if you as a Client service officer you don't want to help them.*"

The queue challenge of the Johannesburg MLC is exacerbated by the minimal space of the venue; as a result, clients queue outside, "S*ome of them can bask in the sun for almost an hour, coming to queue.... Raining and so forth… there's barricades neh, then ja, some of them they go as close as that, some of them we accommodate in that boardroom you know, it's very, very difficult when, especially when it's raining. It's better when it's sunny because they can just go, they know, the queue.*" MLC officials improvisation of the situation is, "*… most of the time we take those who their health is not good and then we take them and we take those who are highly pregnant out of the queue... and shelter them from uncomfortable weather conditions on the veranda shades.*"

As far as the queues at Labour Centres are concerned, it was revealed that there are long queues in Johannesburg and Witbank Labour Centres. The concerns expressed particularly by Witbank participants, is the lack of skills and leadership from management to manage the queue, a challenge that is a daily occurrence. The impact of the queue on clients in Witbank

is such that sometimes it evokes anger in clients directed towards officials. The study has found that Head Office is detached to the realities of the queues in the DoL service points. Instead, DoL Head Office understand the matter as a historical occurrence of a slow IT with one programme and will with another, improve. To cite the DoL Key Informant, "*Eight years, when you came here, you know, queues were very long at Labour Centres... You know we used to go the Pretoria Labour Centre. You would find the queue snaking there. Why? Because the systems were too slow, and the system was too much manual.*" However, according to most of the frontline staff at the sampled Labour Centres, the system is still very much manual, to quote a Witbank CSO, "*We do everything manually. We taking applications manually, we are taking the, the UI6 documents, and the payments documents manually, the CVs, they have to take them manually and put them away, unfortunately then it becomes a backlog.*"

The daily long waits by clients for government services are not consistent with the Batho Pele intentions. Public service queues are said to be a symbol of inefficiency and tend to put officials under stress and tension (Babes and Sarma, 1991 quoted in Obamiro, 2010); and causes inconveniences to individuals and economic costs to organisations. Key to the scientific angle of the queuing theory is its application to increase efficiency and improve quality of service (Obamiro, 2010). The latter is the responsibility of management which is espoused as a terrain that occupational social work can assist in if empowered with the knowledge of queuing theory (Gould and Smith, 1988). This view is supported by MacDermott and Stone (2013) who looked at similar pressures on the Australian bureaucratic system, highlighting various unintended consequences of decisions by management and how closely linked these were to the ability of members of the public to trust the effective service delivery by their government.

4.3.4. Information and work flow

According to some Johannesburg and Witbank CSOs, there is chronic information deficiency within DoL frontline staff and among members of the public. Some Johannesburg CSOs claim to have observed that the lack of information is also interdepartmental, "*When you refer them to the CCMA… Labour Department we don't deal with unfair labour practice, go to the CCMA, when they get there, say, 'I'm here because my employer has not paid me.'*

Immediately the CCMA hears money issues, it will say, 'No, go back to Labour.'" As a result, occasionally there are service delivery complaints and different Labour Centres apply different processes, *"I went to the Department of Labour, there at Limpopo just to see what is happening exactly… they do things differently compared to here in Gauteng.*"

A Johannesburg CSO said about members of the public, "*Even now, right now, we are twenty years in the democracy but some of the people they don't know what the Department is doing. Some of the people they don't know what the UIF is really, really but that person it's written on their pay slip is deducted every month… when we drive in the truck of the Department of Labour… I get there and park it, at Orange Farm or …at Diepsloot … the truck of the Department of Labour, it's written there, the Department of Labour. A person will come and say... I have come to apply for an ID here.*" The participant is of the opinion that members of the public seem more informed about the work of some government departments like SASSA and Health.

Some Johannesburg CSOs found that the departments themselves were just as ignorant of the mandates of different government institutions and as a result, and more often than should be the case, clients are sent back and forth. One Johannesburg CSO explained that the tendency in Johannesburg CBD is for general members of the public to be sent to the DoL irrespective of the nature of clients' service needs, "*'I've come to find out about the children's grant' 'go to Labour'… 'I've come to ask about this union.' 'Go to Labour.' 'I've come to ask about laying a charge to get a person arrested,' 'go to Labour'. Even when they get to the police station, the police always refer people to Labour.*" According to the Johannesburg CSO, in some instances the clients are elderly persons, who get lost, going from one office to another.

The general attitude when clients approach the Labour Centre according to some Johannesburg and Witbank CSOs, is that they have an expectation that their needs and or enquiries will be addressed at that time, "*… because that person is not educated, is not informed they think Labour does everything relating to their matter.*" Some clients are unable to provide accurate information of their employer's name and address. Client may for instance, refer to the employer as 'Mike' and or describe them as having a beard, "*When you phone the company… 'can I speak to Mike'. They say 'no, we've got three Mikes in this company, we've Mike Smith, we've got Mike Swanepoel, we've got Mike Shabalala'"*. Sometimes clients provide post office box addresses and the challenge is that inspectors will

not be able to locate the place. In cases where the address is correct, but the name is wrong, inspectors, who in most times are African, are not likely to gain access as especially with domestic workers' cases, inspectors must identify themselves and also announce the name of the person they have come to talk to. The process is done through an intercom at the gate of the employer's residence, so a slip off on the name of the person to be seen is suspected as potential criminals, i.e. robbers or hijackers and employers will not open the gate. Access is barred because employers live in high-walled gated estates and townhouses that can only be accessed if the people inside the property open for the official. The only option left to assist clients is for clients to go back to their employer to get the right address and name of person representing the company.

Besides the above-mentioned glitches in information flow, a Johannesburg CSO said, *"As CSOs we are working differently… clients find themselves having to come back over and over again over, you know, on a same matter because then somewhere, somebody, they didn't do their job properly.*" Most Johannesburg and Witbank CSO participants explained that some mistakes are made by companies, "*… maybe mistakes, things that happen in the companies, then it causes that we turn them back because for example, let me make an example, the UI19 that they have completed, maybe like the 2013 maybe they filled another number and did not put a 3.*" The Johannesburg and Witbank CSO participants explained that when clients go back to employers, the CSOs give out their contact details so that employers can be assisted telephonically on how to fill in the form. However, according to a Johannesburg CSO, the CSO is now unable to intervene telephonically, because, "*Our Supervisors have removed phones from us, so we don't have phones on our desks, and then we are not allowed to phone employers to give us that information.*" Some of the concerns raised by some Johannesburg and Witbank CSOs are the inhuman, personal risk to clients that are sent back and forth between the DoL office and employers' premises because of incorrectly filled in forms, *"They have fought with the employer; he's been beaten up by the employer; he's been chased by the dogs by the employer… He managed or she managed to escape the beating, even the dogs, I'm sending back the person to the very same employer that is intending to harm her or to harm him. To go and wait at the employers' gate, security won't allow the person to go and see the employer. He will be there from 08h00 until 16h00. when he come back to my office… we are already knock off, his coming or she's coming tomorrow, the same thing the whole week. From where client stays, her place, to my office, from my office to the employer, the employer to my office, my office to her house."*

According to a Johannesburg CSO, when applications for UI are taken, DoL is not proactive to give frequent updates to clients, "*We don't inform them… They must still come back to sign for their money and we tell them that 'ok baba or mama sign here and check your money at the bank after seven days'... We don't send them the SMS, that no, the money is in the bank.*"

As far as the information and work flow is concerned, it was revealed by the Johannesburg and Witbank CSOs and Supervisors that there are deficiencies of information flow and workflow. The implication of which demonstrates why the quality of service at the DoL is compromised given the fluidity of the work information (Linley, Harrington and Garcea, 2010). It was also found that clients are the casualty of the current information deficiency challenges. The findings also pointed on how the confidence of frontline staff in executing their duties is compromised due to uncertainties around legitimate and valid information (Linley, et al., 2010; Sandberg, 2000).

Therefore, the researcher and frontline staff are of the opinion that the information flow issue needs a focused undertaking that must be periodically monitored to ensure an uninterrupted flow of capacitation of both the clients and DoL staff (Linley, et al., 2010; Sandberg, 2000; Schembri and Sandberg, 2011).

4.3.4.1. Personnel work knowledge

Some Johannesburg and Witbank Individual and Group CSO and Supervisor participants self-commended work knowledge competencies of self and some Supervisors. A Johannesburg CSO stated that his/her work knowledge in all legislation the DoL administers, has improved over the years, through learning and experience gained. The CSO said, *"…because I have worked in all those sections. So there is no area where I can say maybe, I need help from, all the information I have, I know it.*" The above-mentioned confidence on work knowledge was somewhat attested to by a Witbank CSO, "*…in terms of BCEA no, I can say the training I got is still working for me… but in terms of COIDA, I haven't had training basically of COIDA, I rely on the Supervisor to show me. The information I got from them, is the one that I'm using.*"

Most Johannesburg and Witbank Individual and Group CSO and Supervisor participants revealed that their work or technical knowledge has shortcomings, which impacts negatively on service delivery in accordance with expected standards and requirements. A Witbank CSO spoke of his/her first-hand experience when he/she reported for duty for the first time as frontline personnel in the DoL, "*A bit stressful, for me being from the private sector and coming in here I found the place to be not fully prepared for new employees... They will probably show you maybe 5% of the whole process then says you going to take 95% of the process.*"

The challenge with the on-job-training of CSOs by another experienced CSO without reference manuals is that word-of-mouth information is sometimes inaccurate and sometimes distorted, and the trainee perpetuates the incorrect understanding according to most Johannesburg and Witbank CSO participants. A Witbank CSO said, "*... in most instances I find that I see that they give me the officials, the new ones;* ***So these officials, how do you train them, do you have a manual that you train them from?*** *No like how do you treat a, not a manual, since I have, I have gone to many trainings, I can say I have worked for some time with people.*"

One response that was unanimously a point in case of information deficiency in most of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants, for instance, is the uncertainty about the time it takes to finalise UI applications. A Witbank CSO said, "*…even in our case, amongst ourselves, this information does not move, that information is not there. When I arrived... when they inducted me, it takes four weeks, from colleagues of course... because when you are sitting with colleagues when you are training here, you will hear when they are telling another client that, oh, you must come back maybe... as today is the second here taking the application. Come back on the second of next month... you hold on to that tradition that no, this is how things work. And then when I check for myself, I see sometimes that no, this person came here to me on the second but then now here on the twelve the application has been approved. So, that information is not passed on very well within us, within the department.*" However, most Johannesburg and Witbank Individual and Group CSO and Supervisor participants have realised that the actual turnaround time if all required information for the application is provided, that it sometimes takes a week to finalise a UI application. A Witbank CSO said, "*It varies, in some times, you*

check after a week, the application has been processed, it's there." The comparison between the Randfontein and Johannesburg LCs regarding turnaround times were cited by a Johannesburg Supervisor. The participant explained that within ten days in the Johannesburg Labour Centre, claims are already approved even though clients are told to check the status of their applications after a month, "*But in Randfontein, they give people six weeks.*"

The work knowledge of the Supervisors, according to a Johannesburg CSO, "*In terms of the work knowledge, no I give them hundred percent. But the problem you see, its just, that attitude of not knowing maybe that the person speaks with another person nicely.*" The CSO attributed the good work knowledge of Supervisors to the fact that most Supervisors, except for a few that were recruited outside the DoL, have served as CSO probably for at least two, three or five years prior to applying to become Supervisors,. This fact was attested by a Witbank CSO, "O*ur Supervisors, there are those, is only one who is not so excellent, but the others, they know their job, they know their job like the palm of their hand.*"

The due diligence of some Supervisors was acknowledged by some Johannesburg and Witbank Supervisor and one Johannesburg CSO, "*...when you take a client, a application, we've got a system like, it goes first to the Supervisor, he checked it, he signs it everything. To prevent that there's come backs.*"

However, the work knowledge of the Johannesburg and Witbank frontline Supervisors was split between good and excellent, according to subject matters and found wanting on some areas according to some Johannesburg and Witbank Individual and Group CSOs, "… *if ever one has no information, you will go to this one who would have information.*" Even so, according to some participants, some Supervisors are not approachable and some insist that CSOs search for the information themselves according to some Johannesburg CSOs. The Supervisors' work knowledge is not only a matter of variation emphasis but in some instances according to some Johannesburg CSO participants, "*When it comes to maybe work... they want to work in their different ways; They fight amongst themselves; They don't agree with each other on other things*."

Another Supervisor intervention not welcomed by a Witbank CSO is that, "*... they arrive then change, there's no consultation and then you are not called so that you are told that do like this and that.*"

The DoL work knowledge issue is not only exclusive to frontline staff but some clients are informed according to some Johannesburg Supervisors and a Johannesburg CSO, "*…the clients know the policy and all UIF and whatever, better than us. They understand the processes... will say no, according to me I know this is one two three, this is how it's supposed to be done… and look for someone who is senior from you.*" However, the Supervisor in attending to that client's query will help in the presence of the CSO that is dealing with the case in question instead of using the presenting situation to disseminate the information to other CSOs who are most likely to come across the presented challenge.

A Witbank CSO was not comprehensible even after the interviewer explained that the participant was free to express him/herself in a language that they are comfortable with. The participant insisted on speaking unintelligible English for the most part and occasionally switched to his/her home language but could still not be understood. For instance, the participant was asked, "***So when our clients complain about service delivery, what are they complaining about?"*** The participant said, "*We work that it be well, if when they report maybe, they should not report the, if they have reported I'll hear... I have worked for some time with clients, many people I have worked with them, I have taught them work a lot because they found me here, I give them my training, that how you treat them."*

As far as work knowledge is concerned, it was revealed that in Johannesburg and Witbank, the timeframe between training new staff members and when they start performing their frontline duties is not structured. It was also found that There is no training manual but work knowledge is a word-of-mouth practice that is internalised as fact by most participants, irrespective of the inaccuracies in the information (Schembri and Sandberg, 2011; Le Deist and Winterton, 2005).

It was also revealed that the UI turnaround periods were treated precariously, even in instances where the officials had established that the applications were in most instances finalised well before the popular but not accurate four week period. In fact, the DoL Key Informant increased the four to five weeks for processing the application, "*...the five weeks for example waiting period, is in our policy. There's nothing wrong with that. What the Department is saying is that we must not promise people things that we cannot deliver on... We must be able to tell people 'we will have to check this claim, validate through the system',*

and also follow this thing of saying, 'come and sign to show that you remain unemployed.' Because if we keep on giving money like that, we'll end up paying people who have gone back to work, or who you know because of the UIF claim don't even want to go back to the labour market and that is not what the Department wants to encourage."

The ProductivitySA key informant confirmed the study findings shortcomings. The informant informed the researcher that ProductivitySA was commissioned by the DoL to develop norms and standards of workflow in UIF which was at the time of the study still an area found wanting. However, according to the DoL Key Informant, the DoL is aware of what needs to be done to capacitate staff, "*We need to have well trained people. People must know their work. I mean if you sitting as a CSO for example, you are placed in a situation where uhh you know, people are coming to you with so many problems, problems that are related to the various branches of the Department...the person who is sitting there, must be well vest with what's happening in the Department. This calls for training. Training in all the areas of the business;* ***Are they currently competent?****... about two years ago, the problem of client services was identified and we brought in a company called free to grow. To train all the people who deal with our clients in all the provinces. And these guys when they came in, they assessed the level, the skills level of our people, and they found it was somewhere, between forty and fifty percent on average. And then they trained them."*

Therefore, the researcher, together with the participants of the study, is of the opinion that a timeous structured induction and training system need to be put in place. Le Deist and Winterton (2005) support the importance of competence in the function of an employee and seek to show that knowledge, skills and competence are crucial in determining the competence of the individual; and that a single dimensional approach is inadequate. The importance of induction and training in light of the assertions by Le Deist and Winterton (2005) become even more important as these introductory systems assert the competency of participants, invariably leading to the effective execution of mandates.

4.3.5. Legislation and policy

According to some Johannesburg CSOs, Witbank, and Johannesburg Supervisors, there are challenges in the enforcement of the legislation that the DoL frontline staff members

administer. A Witbank participant said, "*...the legislation that we enforce... there are some of the hindering things... for instance, at the registration I'm not supposed to subpoena the employer. I need to just maybe jot a seven day letter, if the person can't, then I make the undertaking, then I refer to the IES. So those are the challenges because maybe the complaint might stick with the IES but the client will see me as a bad person because he is not getting what he wants.*"

Some of the Johannesburg and Witbank CSO and Supervisor participants cited challenges of the application of legislation and policy in so far as clients' expectations are concerned, "*Isn't it the clients, when you tell them the truth, sometimes they expect that now that they have come to the public service… Whatever problem they have, you must fix it because 'we work for the law.' They say that. And then, they don't understand that even us, there are jurisdictions, there are things that we can do, others we can't and then when you explain that situation, they don't understand... they become violent or they become aggressive.*" According to the above- participants, employers do not cooperate with the enforcement of legislation. They deliberately undermine the IES strategy and clients bear the brunt of having to wait endlessly for help. A Johannesburg CSO said, "*...some of the employers maybe some actually know how we work here in the Department of Labour. That person will just say no, you phone them maybe try to scare them and say, I will take you to court, then they say no take me to court, I won't pay him, I'll pay this person after three years. They know exactly that the Inspector will come to them. When the Inspector gets to them of the Department of Labour, they tell them straight that you know what, I won't pay him... But you find that the clients when they cry, they don't cry to the employers, they come crying to us that we help them and you find that you are also trying to help that person but at the end of the day, even you can see that our procedure, in itself, is nonsensical.*"

Other programme challenges cited by some Johannesburg CSO and Supervisor participants are the legal stipulated requirements for UIF applicants that are not aligned to some situations or circumstances beyond some clients' control. According to some Johannesburg CSO and Supervisor participants, UIF is an area that attracts many complaints from clients, some of whom are sometimes ignorant of how the UI Act functions. The above-mentioned participants cited situations where, "*Here is a mama [who] has worked for twenty years, she worked for a white person as a domestic worker, she retires from work, or maybe she by chance she resigns from work not knowing that when they resign from work they don't get*

money. She comes to the Department of Labour to come to claim for the UIF. We then tell her that no, mama or baba you don't qualify to claim for UIF because of this reason." The above-mentioned participant also spoke of death benefits shortcomings in the requirements to apply and qualify as a recipient, "T*hey complain and say we are not helping them. But you when you look, you see that this is unfair. Because this woman; this was the person who was supporting the children because they are not working... Even if you can take that application still they will decline it and say, no, no, no, this person does not qualify or she's not entitle to draw the benefit's because of she's over age, she's over twenty one.*"

There are also inconveniences and challenges with regard to processing some death benefit applications in instances where there is the query about the legal beneficiary when the employee is deceased. Many parties tend to be involved, "*they will tell you, I'm a breadwinner at home, I'm as young as nineteen years and uhh I'm looking after my younger sister, you know, even though maybe there are other relatives like uncles but you know some families are not united and so forth, they just isolating themselves from you.*" *S*ocial workers and other family members and in some instances, some families do not reside in the same geographic area, they are scattered in different areas, so, the destitute applicant must approach all the cited people to prepare affidavits to support the applicant's claim that they are the legal beneficiaries.

A Johannesburg CSO explained that some clients do not understand the policies and refuse to accept explanation from CSOs, *"If I say to a foreigner, 'you need to, because you are a foreigner your application will be sent to Pretoria first to be scrutinised or whatever they do,' they don't understand that, then they come back and they fight with us."*

However, clients are sent back to employers because officials may have tried calling the employer or sending emails and have had no response. These clients are, however, advised to ask SAPS to escort them to the employer, so nothing can happen to clients when they are at the employer. A Witbank CSO said, "*Because another will tell you that I am unable to gain entry in the yard, I am unable to get the UI19 there.*"

Another policy challenge is the ineffectiveness of the Public Employment Service (PES) according to some Johannesburg CSO and Witbank participants. A Witbank participant stated that the department compels work-seekers to register on the ESSA system in order to

find jobs. There are ESPs who are responsible for canvassing or seeking opportunities for work-seekers registered in the DoL database but the participant believes the system is, "... *failing us, big time, hence now we've got lot of youth that are not working. They are outnumbered actually. And then when we check on our system, I think there's no proper monitoring because we keep on registering the employers, or the employees, or the unemployed or the youth, but there are no opportunities.*" In fact, according to the above-mentioned participant, despite potential employees losing faith in the DoL, even the employers do not take the DoL seriously about the PES service the DoL renders. According to some Johannesburg CSO, "*They will be employed the next day; and for that matter, they will be employed by the department; Yes.*"

As far as legislation and policy are concerned, it was revealed that in Johannesburg and Witbank there are challenges in the area of the practical experiences on legislation and policy for clients and frontline staff, with no recourse in cases where there are stalemates. It was also revealed that there is a detachment with the realities on the ground and the policy crafters as demonstrated from the DoL Key Informant response, "A*lso ESSA System, the work seekers, when they submit CVs they expect us to give them jobs. But in most cases, I mean if you look at the South African situation jobs are not there… and many of the people who have left their CVs at our Labour Centres you know are still waiting and I believe they are despondent now. They must be saying that the department is not delivering. But is the economy that is not delivering. Because if the economy is not delivering new jobs, the CVs that we are receiving sit in our system forever.*" Yet in the same breath when it applies to unemployed applicants, the key informant said, "*The Department also had problems of people who could, you know deliberately resign in order to come and claim from the UIF. We had to discourage those things and said, 'you have to be retrenched or fired. It must not be a voluntary action on your part to be unemployed. If it's you taking the decision to leave your employment, we are not going to pay you'. So, people are not happy with that. But we need to encourage people to work in South Africa...* ***Because they have actually contributed?*** *They have contributed but the labour market needs people... So, I don't think uhh that's a bad thing about that policy. I think it's ok.*"

The implications of the findings were that the frontline staff members were aware of the challenges, yet there was no process in place to ensure that the awareness is captured in

context and communicated to policy crafters for future corrective measures (Schembri and Sandberg, 2011; Le Deist and Winterton, 2005).

4.3.6. Human resource management

The section in human resource management shall present and discuss human capital planning, recruitment, selection, interviews and appointments, operations official time, workload and staff allocations, incentives and rewards, promotion criteria, training and development, and grievance procedures.

4.3.6.1. Human capital planning

Most Johannesburg and Witbank Individual and Group CSO and Supervisor participants stated in different scenarios the impact inefficient planning of human capital has on service delivery according to expected standards and requirements. According to some Johannesburg participants, even though it is common knowledge that the bank model of a floor manager to screen clients, participants see as a solution for the Labour Centre queues to relieve the stress on queues, it is not implemented because, "*There's no post for it. There are no people appointed in that.*"

The conveyer belt system used is ineffective as it has no provision for absenteeism of officials as a result of many factors like leave, sickness, training, workshops and other related unplanned absenteeism, according to Johannesburg and Witbank Individual and Group Supervisors. A Johannesburg Supervisor said, "*…you get like guys, it's a trend, a continued trend…You take leave, we give you leave, you're entitled to the leave, then you extend your leave without even notifying the Supervisor.*" When people are not in the office, the work suffers and invariably there will be delays in assisting clients. "*Whereas you find a situation where they say there's only one person that deals with the whole Province. Is like with the logging of calls or having certain information rectified on the system, where our provincial office can't do, our processing people here at the Labour Centre can't do, so it goes to Pretoria. So, if those people are on a workshop or if they are somewhere, and they are not in the office, nobody is attending to those cases,*" stated the Johannesburg Supervisors.

4.3.6.2. Recruitment, selection, interviews and appointments

In general, Supervisors do not necessarily participate in the recruitment, selection and interviewing of new recruits considered for new opportunities and existing staff, according to some Johannesburg and Witbank Individual and Group Supervisors. The Supervisors who are involved in the recruitment, selection and appointment process is by virtue of the individual's observer participation in an Employment Equity position or a random selection or when a Supervisor is acting in a position of the Assistant Director, explained a Johannesburg Supervisor.

A Johannesburg Supervisor participant that has been an interview panel member admitted that panel members are not trained but described the process as fair. The participant explained the process that the panel members choose their questions and are permitted to rephrase questions if they think the candidate did not understand the question, "*I do my scoring. So no one can manipulate me no one can tell me what to say because I do my questions, and I score on what the candidate gives me... Unless you have a chairperson that says, I want that person. Then it can be a different story… There's a lack of training. Lack of training of the panel members.*"

The experience of a Supervisor who was an EE representative panel member as an observer during interviews contrasted the above stated view. According to the participant, his/her observation is that the interviewer panel members are not competent in their task as interviewers and they come across as not knowing the very questions they ask interviewee candidates. The observation of the participant is that in some instances the interviewee takes over, "*…to me it seems as if, the guy that's being interviewed is cleverer than the guy sitting on the panel.*" According to the participant, the experiences of EE representative is that they are treated in a hostile manner by the chairperson of the interview panel as they, the EE representative have no say, "*I just give my report at the end of the day, I cannot interfere with the interviews... I cannot indicate sorry guys, uhh, in my report, ei, the panel that you gave me is a whole lot of stupid people that are sitting here they don't even understand the questions that they asking themselves.*" The participant explained that at the EE forum it is discussed that many EE representatives feel like they are being victimised in some way by

the panel, the manager or the chairperson of the interviewing panel to rubber stamp the proceedings and to satisfy the formal requirements for EE to observe that fairness has been applied towards all candidates. As a result, many EE representatives cannot accurately report on the actual experience of the interviews and hastily added that, "*I cannot discuss this with you guys because some things that I reported on were not listened to… You sign the confidentiality document.*"

According to a Witbank participant that is involved in the selection and interviewing of new recruits, "*… but you can see some of the things that is just a formality... when you are my superior, I can't tell you what to do. If you have decided, you have decided. Hence I'm saying in the interviews, what I have realised is that the score sheet is not right.*" The participant explained that in a panel of five members, the chairperson may have spoken to some indicating his interest in a particular candidate, the panel members spoken would be expected to assign high scores to the preferred individual, "*…the person may have scored 10/10 but you can see that you are employing a problem.*"

According to some Johannesburg Supervisors, the person-job fit area is a cause for concern. Their observation is that some appointees are qualified for the positions but have no interpersonal skills. Therefore, are unable to address clients courteously, "*Were they appointed in the right position... were they appointed because of employment equity, were they employed because of qualifications, were they properly looked at, to see if they are suitable candidates for those positions.*" The participant also came to the realisation that in some situations, a person who is IT literate is inappropriately placed to serve clients directly, "*Instead of assisting the client, he's busy chatting or he's busy with the computer. He's not even listening to the client.*" Inappropriate placements, the Supervisor believes, contribute to a person having an attitude towards the client, "*when you have an attitude towards the client it means obviously you are rude to them.*"

4.3.6.3. Workload and staff allocations

Most of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants spoke of almost daily heavy workloads. According to a Johannesburg CSO, helpdesk work is tough in that other CSOs see half the clients who reported to the helpdesk,

"*… you must listen to everybody's problems and they don't want to listen to you, and you cannot get cross. And you must know our office handle about twenty two thousand people a month.*"

The above heavy workload is because of clients' from other areas preference to consult for the DoL services in Johannesburg, "*…it is too much. Because we service the whole country... they come to the Johannesburg Labour Centre, and we can't send them back because we were told that the policy does not give us the powers to say 'you stay in Soweto, you must be serviced by Soweto.'*" The concentration of clients in the Johannesburg Labour Centre was proved through a survey conducted in LCs in Gauteng according to some participants, "*There was a study that we did… having gone to the different Labour Centers… at the end of the day we couldn't even take lunch, waiting for clients who will visit the office to present their cases. When we are four, you find that at the end of the day, two people will end up attending to two clients each who have come to apply for UIF or lodging a complaint, but Johannesburg Labour Centre is packed until people queue outside on the streets.*"

Almost all Individual and Group CSOs and Supervisors attested to the heavy workload and staff allocations challenges. A Johannesburg Supervisor explained how the staff shortage affects the Johannesburg Labour Centre, "*We've got three satellite offices on a Monday, in a Wednesday, and a Thursday, we got a Wednesday and a Thursday where the offices, because four people has to go out.*" According to some Johannesburg CSO and Supervisor participants, staff planning is poor. There are too many Supervisors, to an extent that, "*There's even a Supervisor who is just idling… He is not supervising anyone.*" However, the participant could not quantify the ratio to qualify the imbalance. Although the above view was supported by some Johannesburg CSOs, "*They are too many… when you are that many it's a power struggle, they push each other; Yes, they pull in different directions. Each one wants their word to be final... The one says, 'no, it's not like that anymore', tomorrow is this one, and that one, you end up not knowing what is right.*"

Most Witbank CSOs attested to the heavy workload in terms of the number of the clientele of the LC and the job content. At the first point of contact CSOs administer all six legislations of the DoL, "*...as a CSO we do a lot of things have you seen, I do COIDA, I do UIF, I do uhhmn, the cases… we work a lot, our work is too much.*" Another Witbank CSO said regarding the workload and staff allocations, "*I think the staff members here need to be*

increased according to my view of the situation. There are quite a lot of clients for them and we are struggling with space, I'll take for instance the UIF section we have to handle many clients every day. You would find that there are three of them struggling."

According to a Johannesburg Supervisor, the leave plans crafted at the beginning of the year, are flouted by the CSOs at their whim "*...plan leave then submit it, ahhhh, doesn't happened.*" A Witbank CSO participant related a situation where at times the two assessors of applications are not available due to unplanned events, i.e. sickness, leave, or a child of the employee being sick. In such instances, according to the participant, no UI19 forms will be captured, thus causing a delay in the processing of applications.

A Witbank participant explained that staff shortage is caused by the fact that, "*They don't fill the posts quick enough, and if they fill the posts they had to stay six to seven months, it goes through security checks and so on, it happens here that sometimes that person who was appointed already has got a new job.*"

According to a Johannesburg Supervisor, staff's commitment to their work is non-existent. The levels of apathy are such that the Supervisor wonders if, "*are the people tired, don't they want to work anymore in the public service?*" The participant opined that there should be an evaluation programme in place, at set intervals to determine whether staff continue to understand their role in government service the same as they presented when interviewed for a job, "*… all these people in the public service. Maybe just go talk to them again.*"

The staff commitment issue expressed by the majority of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants evidenced a positive obligation. Overall, most participants felt that there are service delivery challenges in the DoL-sampled Labour Centres. Nevertheless, the frontline employees perform their best, irrespective of the challenges faced. A Johannesburg Supervisor said, "*From Jo'burg Centre side, is done to the best of our ability, with whatever we have... signage has always been a problem, especially at the Labour Centre. We improvised and we made signs.*"

The commitment to perform was evidenced when, despite the Johannesburg Labour Centre varied prohibiting circumstances, a Johannesburg CSO approached a senior personnel of Johannesburg following the first five weeks of idleness during the four months' notice

prohibiting use of the Johannesburg Labour Centre was invoked. The participant insisted on being given an opportunity to perform their duties and was deployed to other Labour Centres. The above-mentioned participant was deployed to a Labour Centre they were able to perform their duties in. Nevertheless, the team was soon recalled and seconded to the provincial office and for three weeks, the team sat idle. "*I have to force, I had to go to help desk and work there. There I sat, five people, ten people a day, I got frustrated.*"

According to most Johannesburg and Witbank Individual and Group CSO and Supervisor participants, the socio-economic conditions of the DoL clientele are the impetus for frontline staff to perform. A Witbank participant said, "*… that money it's a bread on the table every day for that person. You are sitting you receive the salary you've got a roof over your head, warm blanket in the winter, they're staying in shacks, they get hungry, they've got children to feed and so on, so you must actually be service-orientated, and a… person working, working in public, to know how to work with people.*"

The commitment to be productive is however, hampered by the centralisation of functions to the detriment of service delivery. Functions centralised to the DoL Head Office in Pretoria and the Gauteng provincial office in the case of Johannesburg and the Witbank provincial office in the case of the Witbank Labour Centre, according to some Witbank and Johannesburg CSO and Supervisor participants, "*... in our situation, we have to depend on certain functions that need to be done in Pretoria for us to attend to some of our clients' needs.*"

The centralisation of functions, according to some of the above-mentioned participants is not only in an office but is person-centralised, "*… a bottlenecking, in terms of having to wait for somebody, somewhere to do something for you here, it's killing us. We can't speedup the process quickly in terms of finalising our cases.*" The challenge is that individuals assigned to the centralised functions are not always available to provide the services, "*So, if you wait for someone who is on leave to do something on that case, once the person comes back on leave, you still gonna wait for other stuff to be done and maybe he's gonna refer you to another person. That is how it is here, that's the 'results we get in terms of the outcry.*" Again the process is stalled, "*What I've been trying to do to solve this problem in a month's time, the client gets it right in three hours' time. But when I talk to them and send them mails, I still cc my office authorities... It takes about 20 to 30 to 40 emails before it gets*

resolved. And even cc-ing that person's manager you know, it still doesn't get resolved. But I guarantee you, let it become a ministerial enquiry or it comes to Zuma's hot line or whatever, then it's resolved in three to four hours."

The concern for some Witbank CSOs is the limited COIDA knowledge in the Labour Centre, "*COIDA, the people responsible for it, are not nearby… You'd find that you rely on two Supervisors and then the other one doesn't really know the work… the other one that you rely on, their work is so swamped. Even you can see that eish, this person if I go to them, I'm burdening them with this burden and then they give you advise that no, contact so and so, maybe they might be able to help you, then only to find that that person is not there. And then you tell the client, no come back on this particular day.*"

Staff commitment when compared with clients' complaints over service delivery, clients are said to be subjective as observed by some Johannesburg and Witbank Individual and Group CSO and Supervisor participants. A Johannesburg Supervisor observed that, "*I know many our clients are complaining but I haven't received a client that complains from us I don't know, from Johannesburg? No, I don't think so. I know complaints you get a lot maybe in IES, you get complaints from other offices, I know that ja, you get one or two.*" Yet another Johannesburg Supervisor said of CSOs, "*They are extremely rude. They treat this person as if they rubbish… the manner in which they speak to these people is shocking to me. I just think it is totally unacceptable.*"

In Johannesburg and Witbank, the study found a mismanagement of human resource. In the study, it was found that the planning of human capital principles was flawed in both Labour Centres and so were recruitment, selection and interviewing processes and delayed filling of posts.

In fact, one of the participants in Witbank was incomprehensible which raised a concern to the researcher of merit of the participant's employment at the level of CSO, which should be filled by individuals in possession of at least Grade 12. The participant's response in one of the questions implied, "*Every day you are asking, every month, every week, it's you, you and you, if you ask today that 'so and so', is her planning in my side. We have a planning that if I work from January to December, in this term I'm here, I'm on leave this term, on the, on the holidays of the woman's league or the church, or of the long weekends.*" The researcher

suspected that the participant may have secured the job because of the participant's political connections because of the mention of the 'W*oman's League*'. The findings also painted a shortcoming in the area of workload and staff allocations in both Labour Centres, including the mobile structures.

As far as human resource management is concerned, it was revealed that from Johannesburg and Witbank Labour Centres that even under all working condition constrains, the service delivery commitment is a centre of the participants' focus (Antwi, Analoui, & Nana-Agyekum, 2008; Hammouya, 1999). A common finding was clients' complaints which, according to the researcher, is equally a common public knowledge of an outcry of sloppy service delivery ("KZN minister hears of patients," 2009; "Baloyi responds to maladministration allegations," 2012; Dano, 2014, October 23).

The researcher is of the opinion that the complaints and inputs of the public are not considered, hence the numerous repeats of the same issues, MacDermott and Stone (2013) support this view. "Workplaces, as vital societies in their own right, reflect all the complexities and variety of roles and attitudes of any other kind of social system. Workplaces are not anthills or logical, tidy organisations, but plural societies – that is, they consist of people grouped together in changing roles, subject to varying pressures, and acting differently at different times" (Stuttard, 1969, p. 22).

The findings in both Emalahleni and Johannesburg were that the system of the centralisation of functions creates bottlenecks and unnecessary delays for clients. According to one participant, clients themselves when advised by the official to report the delay to either the Minister or the President's hot line unlock the delays.

The concern of the researcher in respect of the above-stated intervention is the silo inclination in the approach that allows repeated complaints with impunity for individuals and or offices delegated authorities and no future redress for clients (MacDermott and Stone, 2013).

Therefore, the researcher is of the view that the human resource department of the DoL needs to pay more attention in ensuring that the human capital aspect of the DoL is not compromised (MacDermott and Stone, 2013; Burke, Noblet, Edward, 2013; Truss, 2009). With increased development and the need to save costs and still deliver on services – not

forgetting the need to adhere to and uphold the Batho Pele principles, the task of efficiently resourcing of human capital in an organisation is often left unattended, until crises begin to unfold (Colley and Price, 2010).

One of the structure and content of social work in the workplace is loosely termed human resource management although there is a historical hampering of social work services to function in that realm (Du Plessis, 1994 quoted in Maiden, 2001). Therefore, the researcher believes that if social work service may continuously engage with ground level staff such as the CSOs, it may result in effectively placements that not only meet the needs of the DoL and its clients, but will also alleviate substantial backlogs as evidenced by the participant's contributions.

4.3.6.4. Operations official time

According to some Johannesburg and Witbank CSOs, the official working hours and overtime as stipulated in the Basic Conditions of Employment Act 75 of 1997 (BCEA) and or the DoL policy cause dissatisfaction among some of the CSO participants from the Witbank and Johannesburg Labour Centres. A Witbank CSO said, *"I start work from half past seven up until four, but sometimes it goes up until half past but it's my own will… because sometimes, I didn't manage to finish duties of the day. So you'd find that I'm still busy compiling stats and as a CSO we do a lot of things have you seen, I do COIDA, I do UIF, I do uhhmn, the cases... but I don't, not necessarily that I'm complaining.*"

There is usually a backlog of work according to a Witbank CSO because, "... *clients come in until late. We can't turn them back, we are not allowed to, you find that sometimes when half past four hits we are still in the office... when you get back tomorrow, you need to finish the outstanding work so that it also gets completed."*

The problem, however, according to another Witbank CSO is that, "…*the clients then get angry that indeed it never happens that you arrive and be attended to immediately, so even if you come late, they'll be busy with other things, so that thing the clients do not understand and yet we don't sit, we actually sit and sacrifice lunches.*" According to another Witbank CSO, "…*you'd find that at that time, you did not even go for lunch. Let me make an example,*

I for one since I got here this morning, I did not take tea... you find that you did not go for lunch, you leave at ten past, quarter past or five past and so on, you did not go for lunch." The unpaid overtime according to a Witbank CSO means, "*...sometimes when the work is too much on weekends we ask that we come and work, we don't get anything but we just do... when I'm on leave sometimes I come and work, just to push work... we don't get anything but we are able to sacrifice and come and work."* Management has been spoken to about clients' entry cut-off time, "*We have discussed it but hinting, but it looks like they are afraid to attend to it."*

The time-keeping challenges, according to some Johannesburg CSO participants, are about unpaid overtime sacrifices that are largely ignored by management. A Johannesburg CSO said, "*We can't even post signage that we open at such and such a time and we close at such and such a time. We work through from 07h30 until 16h00 when we knock off. Sometimes you find that even if it's 16h00 you are still sitting attending a client because it's the public service you cannot even claim for overtime because at the end of the day you will be told that you are doing what you were employed to do.*" The participant explained that sometimes when returning from lunch, they serve the client feeling bloated because they have to eat fast having spent a mere 30 minutes on lunch since the first half an hour was spent serving another client, "*When you come back, the Supervisor doesn't understand that during your lunch time you were servicing a client.*"

When questioned on the ability to take lunch timeously, some Johannesburg CSOs said, "*...we rotate, some people will take it at 12h00 some at 13h00 so that the clients are at least attended to… It depends on the sections I think; in our section, it's not a problem; others are difficult.*"

As far as operations time is concerned, it was revealed that the official operational times for DoL offices largely coincide with section 9 of the BCEA. However, at both the Witbank and Johannesburg Labour Centre offices there are issues of operations time that affect staff negatively, according to the participants (Modimoeng, 2010). Key to the flouting of operation times is the subjection of frontline staff to unpaid overtime for work performed after hours and over weekend, including during the employees' annual leave in the case of a Witbank Labour Centre participant.

The role of management in monitoring adherence to official start and end times seems to be activated punitively, when employees are in violation of the operation time policy according to the participants (MacDermott and Stone, 2013).

Therefore, the researcher believes that the unaccountable environment that is contrary to the very laws that the DoL is responsible for enforcing according to its mandate is a concern that should be encouraged to investigate the cause and effect and solutions. However, time management is not only a legal issue but relate positively to mental health and job satisfaction and negatively to stress (Claessens, van Eerde and Rutte, 2007), a terrain of occupational social work (Maiden, 2001).

4.3.6.5. Salary

A number of CSO participants from Witbank and Johannesburg spoke about the general flawed salary and payment practices in the DoL. A Johannesburg CSO said, "*They are not trained by the Supervisor. The Supervisor does not feature that time when you are training the person. The person must sit with you and listen when you introduce the client, when you interview the client, when you advise the client, yet the person earns the same salary like you.*"

According to a Johannesburg CSO, salary is not commensurate with the workload and the extent of responsibility entrusted to the CSOs including the unofficial situations of clients that need attention like counselling, "*… you will see that the salary that we earn is far less than the job that we do. Because of as a CSO, what can I say, we work as social workers.*"

A matter that came up repeatedly from almost all Johannesburg and Witbank Individual and Group CSO and Supervisor participants was salary upgrades. Salaries of other CSOs were upgraded yet some colleagues performing the same duties in the Labour Centres were not upgraded, and yet management did not communicate the reasons for the discrepancy in the upgrades, "*…even now with the, the recent upgrades with the CSOs… Certain people are upgraded others are not upgraded.*"

The other concern raised by some Johannesburg CSOs is the lack of salary difference between new and experienced workers, "*...when a person gets hired today, already, they earn my salary as a CSOs that has 10 or 15 years having experience. They employ people who know nothing; that you will still be sitting with to train.*"

Another concerning factor about salaries is standards applied to determine salaries of the same functions but different workloads as some Labour Centres service a larger clientele influxes compared to others, yet salaries are the same. A Johannesburg CSO said, "*... when we look at the salary… we are equal with other Labour Centres... in a week I have served more than 1000 clients yet other CSO of one of the Labour Centres served four or five clients. But when coming to merit award, we are merited the same yet the workload, it is heavier in Johannesburg than the other Labour Centres.*"

According to a Witbank participant, another issue around salaries is that the spurious and legitimate absenteeism of some frontline staff that burdens the staff members who are at work. The CSOs who have reported for duty must not only attend to what would have been their individual responsibilities of the day, but are required to 'act' for absent colleagues, "*...they get frustrated, the work is too much for them, sometimes there is not enough Client service officers, and they have to do other people's work.*" However, there is no stipulated obligation for the DoL to compensate such additional responsibilities resulting in apathy and discontent, "*and they say, is the salary worth it, at the end of the day.*"

4.3.6.6. Employee Performance Management and Development System (EPMDS)

There is conscious effort to incentivise CSOs in accordance with the DoL Policy. A Witbank Supervisor said, "*You'll ensure that a person you support him fully, where you see the progress, at least to reward that particular person, for the progress that they have made.*" However, almost all Johannesburg Individual and Group CSOs spoke of varying unfair practices of the performance management system by some Supervisors. The most common unfairness concerned favouritism, where seemingly non-performing CSOs are merited repeatedly, "*… how can, the same people be getting merits and be performing very good, I mean really, the same people every year…; You come late, always absent, then you ask yourself, is there something wrong with you that's coming every day to work, half past seven,*

every day in work,… Now this person is never at work, but here comes assessment time, he's got a B, he's got a C. I don't wanna to talk about the A. It's terrible." As a result, some CSOs have resorted to not fully committing to their work, according to some Johannesburg Individual and Group CSOs, "*That is why people are reluctant to now, they don't want to work. They say, let those people that are getting the merits work, which is not good. We should work as a team.*"

The majority of Johannesburg and some Witbank Individual and Group CSO participants were of the opinion that some Supervisors use the performance management merit system to settle scores, "*They abuse power… 'I'll get you when it's time for merits'*."

According to a Witbank CSO, overall feedback on performance is reserved only to be spoken about at the end of a semester during the performance appraisal. The participant found that to be demotivating because they never hear whether on a daily basis and or randomly if they are doing well or not.

4.3.6.7. Promotion criteria

According to some Johannesburg Group and Individual CSO participants, the selection criteria for promotion in the DoL is worrying as the practice employed does not seem to be fair and consistent. A Johannesburg CSO said, "*Another thing that hurts is that you find that at the end of the day you have studied or they say you have a degree or you are still studying, your Supervisor has matric but at the end of the day, they are your Supervisor.*" The process begins with short-listing when positions become available and are advertised because, "*you apply, you are not gonna even gonna be shortlisted. They will shortlist other people who don't even have a diploma, who have nothing.*" A Johannesburg Supervisors said, "*...remember the way things happen in terms of our culture as a government. People when they get promotions or whatever, it happen based on mainly, mainly on experience forsaking in terms of academic background issues, so, I think they have to bring both together*."

An anecdote of a participating CSO in the employ of the DoL for over 30 years but has never been considered for promotion because of his/her race highlights the relevance of concerns raised. The participant seems to have resolved that their promotion is never going to happen

and yet seems content that he/she is recognised through the performance management merit system as a hard worker.

As far as incentives are concerned, it was revealed that there are salary discontent issues in both Johannesburg and Witbank as well as the abuse of the performance management system by Supervisors. The researcher is of the opinion that the source of the problems of flouting the reward system principles may be due to the incompetence of individuals tasked with functions of compensation responsibilities (Colley and Price, 2010; Brewer and Walker, 2013; Jung and Kim, 2013). The researcher therefore, is of the opinion that the DoL should look at securing competent, qualified personnel to be responsible for compensation and also train the officials in areas of performance management systems (Burke, Noblet and Edward, 2013). Fraser (1989, p. 122), supports that in determining the factors that characterise job satisfaction, using the factors considered key by Vroom, who states that the "…choice of a job initially depends upon what he refers to as 'first level outcome', namely money or direct reward." Therefore, a well-balanced reward system, taking into account monetary compensation and in particular salary, would be worth considering in a meaningful progressive manner.

4.3.6.8. Training and development of CSOs and Supervisors

According to some Johannesburg and Witbank Individual and Group CSO and Supervisor participants, they were adequately trained by the DoL to enable them to deliver services according to standards and requirements. However, most Johannesburg and Witbank CSO and Supervisor Individual and Group participants said there is no clarity on training to help frontline staff to position themselves for potential internal staff promotions and training criteria in general.

According to most Johannesburg and Witbank CSOs Individual and Group participants, there is an official directive for criteria to qualify for training, "*... remember it's about what you've written on your PDP*[10]*. Then when there's that training, they check your PDP and then they call you, if it's not on your PDP, they won't call you unless if they've observed that you have a problem maybe then they will include it and involve you even if you did not add it because*

[10] Performance Development Programmes (PDPs)

you deserve to be there." However, the nomination and selection of trainee CSO candidates are done arbitrarily by the frontline Supervisors, which exclude some CSOs from much needed training, according to some Witbank CSO, "*It depends on the Supervisors who they choose to go on training. 'so and so' did ask them last week. He asked the Supervisors that how does thing work you see, when you have to go for training. They did not answer him.*" In explaining the exclusion from training, a Witbank CSO said, "*Last year in the office they went to COIDA, to train for COIDA they said I will attend and then just before the last day for them to go, they cut me. This year they went to COIDA and left me behind… I also work with COIDA you find that I have doubts, I can't explain it... because when you work with people you need to be able to explain and see that what they explain to you.*"

According to a Johannesburg CSO's experience when the CSO joined the DoL in 2006, he/she underwent an induction that comprised of the Supervisor ushering the CSO to a workstation, showing the CSO every useful form and how to use them in doing the work. The induction was shortly followed by training on customer service, telephone etiquette, and professional dress code that depict a public employee image.

In Witbank, according to a Supervisor, "*When they start they going for uhh, like it goes on a probation and go there for a week, send them for a week on training into provincial office. They go for all the legislations, they've got uhh speakers and trainers to come and present themselves on that matter... they take them through the whole system.*" The above is followed by mentoring by an experienced CSO who demonstrates the actual work process, "*They don't even open the system say for PES or something; they must first be trained before they can be open on the system to do the certain thing.*" However, according to a Witbank CSO that has been in the employ of the DoL for three years, "*I still have not had much training here in our area, but they do promise, they say persevere you will get them… I also wish to participate when I'm in this section, I also can have full knowledge not shortcomings and because it's not nice to assist clients not knowing your story because at the end there is a person who can see that what you are doing you don't know very well.*"

The experience of most of the Johannesburg and a few Witbank Individual and Group CSOs and Supervisor participants is that the training of new and existing staff is not structured, "*The challenge is that... when you arrive for the first time, you are handed over to another CSO to train you. Whatever they tell you, because that's what you will absorb because*

there's no book that you are given. You know that they have experience… you know that in the BCEA there's this quotation. You heard them quoting it. When you go to the cubic that other side, it's being quoted. 'When you have resigned it's a problem' You'll see. So you also take it from there that there's this Act"

The above-mentioned assertion was supported from the perspective of the trainer, a Johannesburg CSO, *"The person must sit with you and listen when you introduce the client, when you interview the client, when you advise the client."* The experience of the trainee in Witbank, according to a CSO, was… *"I mean honestly the training is poor... They just take somebody and say do your job, you haven't been trained. Training comes after you've done your work. You make mistakes here then you go for training, that's not how things should be done."*

Another issue raised by most of the Johannesburg and Witbank CSO and Supervisors Individual and Group participants, is the long waiting periods when new staff appointment are made for official orientation and the training of new staff members. It happens long after new staff have been employed, exposing new recruits and existing frontline staff members to trial and error work quality at the expense of clients. To add to the above assertion, a Johannesburg CSO who has been in the employ of the DoL as a CSO for 13 years at the time of the interview said, *"I've working for the Department of Labour for how long, I only went for this training of BCEA only now."* Some Johannesburg CSOs said, *"The orientation comes after. When I started work, it was introduced after three months. And we never got anything... They were only talking through their mouths that what is happening in the Department of Labour; Mine was after five months... They will give you work to do with the CSO; You sit with the CSO, who will be quoting in front of the client or to the employer, and you also learn that there's an Act that says… you've never seen it."*

However, it was pointed out by some Johannesburg Supervisor participants that now recently, there is an orientation programme for new appointees, *"I see they've got now this new now about this orientation also now."*

Some Johannesburg Supervisors expressed concerns about the quality of some of the training in terms of its duration and the competence of the facilitators, *"I mentioned to the facilitators as well, you cannot expect a CSO to take all… that they are giving to them in a week... I*

mean, I'm giving you basics the Basic Conditions of Employment Act says, one two three four five six seven eight nine ten. So they do the training in a week. You can't... So they need to look at extending the training."

On the question of the competence of the trainer or facilitator, some Johannesburg Supervisors said, *"You know, as a training facilitator, you must be able to train someone and that person must understand it... And this is what we've experienced when we did the IES training for two weeks. The facilitators who were appointed who did the training through Pretoria, they could not bring the information out to us. We were cross questioning them, and telling them, 'No but the law says this, you can't do this, you do it this way... So, they need to look at training facilitators that will be able to bring it out, and to have a process to follow-up, 'the training that has been given, has it been effective, on the change of service delivery, and has it an effect on the official as well to say, I can now do it, I can do this."*

A Johannesburg Supervisor's experience in training is that of an empowering training, *"There was a course that called EMPD ai, that course, even this other courses, this client service courses, ai no, they really helped me a lot ja."* The same with a Witbank Supervisor who also spoke of an empowering training, *"Ja, you go for training, they give you management training, middle class management training, depends how you go through the ranks. If you for certain, you go for certain training, and there you are empowered, you as a Supervisor, to do what, one two three, with your clients, also with your staff, and use them where you think is the best, they empower you to do that as far as you can."*

However, the training of Supervisors is not consistent and structured or outcome based, according to some Johannesburg and Witbank Individual and Johannesburg Group Supervisor participants, *"Honestly, I don't think we've been well equipped by the Department to perform those functions. Although we've been sent out to various uhhmn, training sessions or to courses and things neh; it's not effective."* Worse still, was a Johannesburg Supervisor's experience of no training at all, *"I got no training in the job… I wasn't trained."* The above participant said to support the claim of inability to supervise, *"I don't think that I'm Supervisory material. I like to just sit in the corner... My work is fine as far as I'm concerned… It's the Supervisor part of that. I think I should be trained. I should be told what I'm allowed to do and what I'm not allowed to do."*

Most of the Johannesburg Individual and Group CSOs and a few Witbank Individual and Group CSOs believed that their Supervisors needed to be trained in various skills, but the most mentioned skills were the leadership and or management skills, people skills and technical skills. However, some Johannesburg Individual and Group CSO participants believed that training will not help because all attempts to train the Supervisors have failed, *"Department of Labour provide training for them, it's a matter of going, enjoying tea, enjoying scones, sleeping out, eating coming back. But they don't put what they were taught in practice because, if they were practising it, I don't think we were gonna experience their attitude. Their attitude stinks."* A Johannesburg CSO in support of the need for Supervisors to be trained said, *"...some of our Supervisors really, really, it seems like they need training… They need to be professional, and know that when they talk to us, they talk with us nicely, like people, with respect.*" Some Witbank CSOs said, *"If the Supervisor does not go for training, how will they supervise you? They also need to be trained in all these legislations like us the CSOs. If I'm the Supervisor of the CSOs I must know all the work of the CSOs."*

4.3.6.9. Training to adhere to Batho Pele Principles

According to the Johannesburg and Witbank Individual and Group CSO and Supervisor participants, their understanding of the Batho Pele principles is not very clear and therefore, not applied accordingly by the different Managers, Supervisors or frontline CSOs, *"I think the Batho Pele principle, most people, you know, we are not glued up with it like we use to."* Another participant said, *"... I think Batho Pele visibility is there. Because if you come up the escalator, it's at the entrance foyer where the security are seated... there's some of the things that are in your Batho Pele principles that is not done to a certain extent*."

The practical application of Batho Pele by the Johannesburg and Witbank Individual and Group CSOs seems to pose a dilemma, *"At the end of the day, our Supervisors don't understand that as a CSO you are not only doing the work of the CSOs… Sometimes again the challenge, clients sit in front of you crying, what would you do, are you gonna chase the client away, no, our Supervisors do not understand that you should sit and communicate with the client and say fine, I'm doing my work but before focusing on that, find out from client 'what is bothering you'. They tend to be like, you act as if you are a social worker, 'you are not here to be a social worker, you are not here to hold her hands.*" According to some

Witbank CSOs, "*I mean you have to listen. Because you cannot like stop a client from assisting them, and then probably, you start talking about something else... because remember there are those principles, they say its Batho Pele principles… We have to maybe give them whatever information that we have. So irrespective that this person had come to do maybe a UI application, but maybe if ever they want to ask regarding PES, as an official, I do have that right to give them that information.*" A Johannesburg CSO described the experience of Batho Pele as a threat and not user-friendly application for CSOs, "*I believe that it's a big monster that has been created... because uhhmn, sometimes management are taking the side of the client… I'm not saying that the officials is not, is not guilty. I'm saying, that sometimes management are not listening, they don't go into the situation, they receive a letter and then, immediately they just come put the letter on your table and make you feel guilty... Ninety five percent of those Batho Pele situations, it is not uhhm the problem of the officials, of the CSO.*"

Some Johannesburg and Witbank Individual and Group CSOs claimed to have been trained in Batho Pele and or to comply with the Batho Pele principles, yet, *"I think when you get back from training…; You are motivated;... But as time progresses, isn't it you know the type of people you coexist with, they will start on you and break your spirit then everything in the past resume again you see; Back to square one."*

As far as training and development are concerned, it was revealed that a resounding need for training of DoL frontline staff was the main need expressed by both the Witbank and Johannesburg CSO and Supervisor participants (Burke et al., 2013; Gilbert, 2013; Jasperson et al., 2005). The training needs, according to the findings, were plotted from work knowledge, interpersonal skills, conflict management and many more. It was also found that there are practices of the arbitrary nomination of trainees in an unaccountable fashion, in Johannesburg and especially in Witbank (Le Deist, 2005; MacDermott and Stone, 2013). The importance of on-the-job training cannot be underestimated; Khan, Nawab and Wali (2012) found that the performance and overall productivity of an organisation increased substantially following the training of its employees. Therefore, the researcher agrees with frontline assertions on training.

4.3.6.10. Grievance procedure

The Johannesburg and Witbank Individual and Group CSO and Supervisor participants seem well acquainted with the grievance procedure of the DoL. However, the participants are reluctant to invoke their right to lodge grievances for fear of victimisation, "*When you know that okay, now you want to lodge a grievance, you understand, they will take it as it is. Right now you are even scared because you know that you will be on your own; I will feel them; I will be victimised. Even as you start to say grievance, then the question will be, 'who exactly, oh it's that one, and say, ooohhh, that person is problematic'. They have not even yet read it to understand that what exactly was happening.*"

As far as grievances are concerned, it was revealed that participants of the study are acquainted with the process but are reluctant to participate in it for fear of victimisation. The DoL Key Informant explained that there is a grievance procedure in place within the DoL. This procedure informs management of the existence of conflicts and disputes among Supervisors and subordinates. According to the DoL Key Informant, there are two or three grievances a month out of a staff complement of 6,700 nationally. These would be individuals grieving because they were either excluded from short-listing or not appointed to an advertised position. There may be exceptions of cases of individuals who take their cases to other institutions outside the DoL without their knowledge. The norm is for the aggrieved to approach the DoL and if unresolved to proceed to the Public Commissioner, followed by the Bargaining Council for conciliation then arbitration, and lastly to the Labour Court (Tustin and Geldenhuys, 2000).

The researcher was not convinced of the competency and effectiveness of the grievance process given the findings of the DoL frontline staff in the study in general. The findings showed a system that faces a variety of challenges that should find relief in the DoL's grievance processes, yet employees are either scared of victimisation or disillusioned, not trusting the system and have a lack of confidence in the process.

The notion that some grievances are about individuals that expect promotions on the basis of years of service was the theory of the research, that staff members are deployed to management position because of Employment Equity criteria even when the candidate is

without the necessary qualification requirements and hence the leadership and or management challenges in the DoL.

The findings of the DoL Key Informant on cases that are not reported and not showing in the reports from the DoL provincial offices submitted to Head Office, are, "*Ja, cases that are not reported and they are not showing in the reports that come here, we are not interested in those, until people tell us that you see, I have been trying this with my Chief Director, or with my Director and things are not happening*." The finding was that DoL Head Office does not micro-manage provincial Managers. It is only in cases that are referred to the DoL Head Office that matters are engaged.

The researcher is of the opinion that in the absence of an open and transparent system about the status of public employee grievances, similar to public salary indicators that are publicised including disputes thereof, the silent concerns by public employees shall persist unabated.

The findings of frontline staff on equipment resources, in point 4.3.3 painted a Department that does not provide the very resources that the DoL Key Informant thought were important to make available to enable staff to meet expectations so that staff can perform their duties.

The DoL Key Informant's findings when juxtaposed with the findings of the frontline participants' findings in sections 4.3.3, communicated a system with shortcoming in efficiency and monitoring processes. Crucial to the findings were issues of dereliction of duties by Head Office in the researcher's opinion.

Therefore, the researcher concludes that the policy and resource allocators are oblivious of the experiences of the DoL frontline processes due to the Head Office being solely reliant on reports provided by provincial Managers. Adherence to policies of supply chain seems to be at risk of being mismanaged with no system in place to arrest the mismanagement, especially with Head Office's aloof monitoring.

4.3.7. Supervision

Most of the Witbank Individual and Group CSO described different supervisory experiences compared to their Johannesburg CSO counterparts. A Witbank Individual CSO said, *"...there is a lot of supervision going on… because everything we do is monitored and this is done on a daily basis, because you will have to submit the stat and you have to check, you see what you did, were you in, uhm you see obviously there is a lot of monitoring going on.*" One Witbank CSO said, *"The overall supervision, what can I say, its okay, you know, there are the, there are Supervisors that are sharp, there are those that are haaayi."* A few Johannesburg Individual CSOs said the support is there when some Supervisors are available, "*... when they are there... you find that they support us well, they assist us, when you need advice, they advise you, maybe when you need something, maybe you need a computer, they will log a call for you, maybe you need something. Them, some of them, not all of them, some, those will be the ones that will help where they are supposed to help at.*"

The majority of Johannesburg Individual and Group CSO participants claimed that some Supervisors are not readily available on their workstations to assist when needed. A Johannesburg CSO said, "W*hen you need them at that time, you find that they are not there or maybe they are in a meeting at such and such a place or maybe that person since, or maybe they have gone out for lunch, or maybe they have gone shopping."*

As a result of the recurring unavailability of Supervisors, according to some Johannesburg Individual and Group CSO participants, CSOs turn to provide supervision support among themselves, based on individual CSOs acquired work experience over time. A Johannesburg CSO said, "*When they have a problem they call me. You would find that I also act as if I'm a Supervisor even though I'm not a Supervisor just so that I can at least, fix the things. The client also becomes happy and the official also does not get angry and is happy you see that, because at the end of the day when you look the Supervisor is not there but you try that at least, you fix things.*" Another CSO attested to self-support of CSOs, in some instances support sought because of fear to approach a Supervisor, "*Sometimes we as CSOs, if you are scared of a Supervisor, would you go to them for assistance, definitely not. You'd rather go to your colleague next door... because you feel that this Supervisor won't assist me. Is it because maybe they themselves don't have information or they don't want, you don't know,*

but you'd rather go to the CSO next door, next to you ... and then you check out the information jointly."

Most of the Johannesburg and Witbank Individual and Group CSOs said Supervisors supervise the coming and goings of CSOs and other related conduct instead of supervising work. A Johannesburg CSO said, "*Looking at where am I going to, I went to the toilet five or six times and all that.*" The participant said they understand that part of supervision is monitoring the whereabouts of subordinates during working hours, "*But you are not supposed to be looking at some of the petty things. Look at our work more, so that our work can be effective…instead of like going to the shops, going there and there, the focus is there and neglect work.*" A Witbank CSO attested to the above-mentioned treatment, "*I think in supervision most of the time, they don't supervise work, they supervise people, in terms of the work, ..Like they will look at, uhhh, did you report, you were not in, you left going to look for food, just look for people, instead of the work. And then maybe you submit that work, then you go and look for feedback about that, in some things, when you go for feedback, you don't get that.*"

Almost all but a few participants from Witbank, the majority of Johannesburg Individual and Group CSO claimed to be subjected to inadequate and or incompetent supervision. To capture the general view of most Johannesburg and some Witbank Individual and Group CSOs, a Johannesburg CSO said, "*Supervisors are a bit difficult… Because right now if we can call 100 CSOs and put them in this office, you ask them that what kind of support do you get from your Supervisors, for sure out of that hundred, 20 will say no their Supervisors support them. Eighty will say no those people don't support us.*"

There were strong insinuations from the Johannesburg Individual and Group CSO participants that some Supervisors refuse to do their work and there were very few Individual CSOs who claimed the contrary that as a matter of fact, some Supervisors do work. A Johannesburg CSO said, "*They actually do, they do their work but those are some of the challenges, you find that when you meet with the client that wants to be difficult or they want to fight, and then when you say, maybe you are looking for a Supervisor, you find that the Supervisor is not there.*"

Another Johannesburg CSO said, *"When the Supervisor sees that there is that workload, and there's a need for the Supervisor to assist, the Supervisor will be telling you that 'I'm doing this and that is not my job'. Yet sometimes when we look for them they are nowhere to be found."*

Some Johannesburg and Witbank Individual CSOs claimed that some Supervisors are not approachable. In support of the above assertion, some Witbank CSOs said, "*There's one or two, that I know that every time when I go there, that person won't be moody, every time ask them something, they willing be will to help you... Then there are those that you are scared of... You ask them something, ei, so, you end up not motivated in the work of that section where you know that they are good because you know that they are moody.*" A Johannesburg CSO said, "*There are some Supervisors who are not approachable.*"

Most Johannesburg Individual and Group CSOs and few Witbank Individual and Group CSO participants claimed that their Supervisors were not fair and consistent in the way they treated some CSOs. According to the above participants, some Supervisors have a tendency of targeting and putting unreasonable pressure on CSOs who do not answer or back chat when confronted on issues. In support of this assertion, some Johannesburg CSOs said, "*They don't treat us the same. If they know that 'so and so' is not approachable, they are scared of her. 'Oh, 'so and so' is a walk over', when I do what she does, they will be on my case. To ask, why are you sitting with this client for so long, but they won't go to 'so and so', to say why are you sitting with this client, they approach one person that why are you...; It's about who is a walkover; ja, it's about who is easy to confront about that behaviour.*"

4.3.7.1. Privacy and confidentiality

The different Supervisors according to most Johannesburg and Witbank Individual and Group CSO and Supervisor participants perform supervision in the Johannesburg and Witbank Labour Centres differently. Amongst issues raised were the questions of privacy and confidentiality and the general expected ethical and professional conduct of Supervisors.

Some Supervisors in Witbank address disagreements on the wrongs committed by an individual CSO through written notes, "*because is paper work sometimes that particular*

documents that you took, they'll just come back to you with just a note, written that something has happened then you find that it's a problem, it's your problem, you have to attend to it." The experiences observed by another Witbank CSO is that, "*...if you misbehave, they call you and then the Supervisor sits down with you say 'I'm not happy about this and that.'*" The above were supported by a Witbank Supervisor, **"***You must talk to them, call them to your office, try to rectify and tell them that it's wrong, you've done wrong there, you've done wrong there.*"

However, according to nearly all but one Johannesburg Individual and Group CSO participants, most Supervisors, particularly in the UI section, reprimand frontlines staff in public. The reprimands, according to the above participants, take the form of screaming, belittling, humiliating, disrespect, rudeness and almost insulting utterances in some instances. A Johannesburg CSO said, "*No, it's done right in front of that client and other colleagues. They treat you like a child and scream at you in front of them, as if maybe they are talking to a small child at the crèche or of the primary school, on loud voices.*" Another Johannesburg CSO said, "*In many cases they disrespect us... they disrespect us even as humans.*" And another Individual Johannesburg CSO spoke of rudeness, "*You work feeling unhappy, the Supervisor will be breathing in your neck disrespectfully because some of them are very rude to us.*" Some Witbank CSOs also hinted at a lack of private and dignified reprimanding.

The environment, within which some CSOs work – according to a Johannesburg CSO – encourages unnecessary absenteeism, "*Sometimes you wake up sick. Then you feel like even though I am sick I can take a pain killer, I can be able to go to work and do my job but immediately you start thinking of the Supervisors that we are serving under, you stay at home.*"

Some Witbank CSOs also raised the unruly manner in which some Supervisors address or talk to CSOs, and in some instances clients. A Witbank CSO said, "… *there's one Supervisor, ahhh, he/she talks to the clients as if they talk to small children, you know. They insult them anytime... then at the same time you expected that you must treat clients well but the sup, your Supervisor treat the client as if, I don't know they are what, in front of you and in front of the clients you see. I think they should lead by example.*" Another Witbank CSO said, "… *another will just come at the client, tell you about the problem in front of the client,*

or shout at you in front of the client. And then there is one that will call you and say, 'may I talk to you and then they talk to you, then you resolve that thing at that stage.'"

Some Johannesburg CSOs spoke of an attitude of mistrust by some Supervisors when the CSOs present sick notes on return from sick leave. Noting instances when Supervisors tended to question the authenticity of the sick note to the extent of phoning the doctors to validate the sick note, "*When you bring the doctor's note the person would be asking, 'Does it have a practice number?'*" This, according to the participants, is done in front of colleagues with no respect for an individual's health and confidentiality. The CSOs said, some Supervisors make conversation amongst themselves that the CSOs were not sick

According to some Johannesburg Individual and Group CSO participants, some Supervisors are not open to suggestions from the CSOs even in cases where it is evident that they do not know what they, the Supervisors, are doing. Rather, they would belittle the CSO in front of clients to cover their incompetence. To support the above assertion, a Johannesburg CSO said, "*There's a Supervisor who is disrespectful who has the powers to tell you what to do and how to do it, refusing to hear suggestions... Even when you are sitting in front of a client, and make a suggestion, the Supervisor will talk down loud to you as if you are not normal.*" Some Johannesburg Individual and Group CSO participants claim that from time to time, when there are confrontations, they are reminded of the authority of the Supervisor. The Johannesburg CSOs attested to the above and said, "*When in fact they are trying to cover their backs that they are incompetent. And then they have the arrogance to tell you that 'you know me, I have authority. I'm your Supervisor, so, you must listen to me.' At the time, it is wrong, this thing, what they are doing; They abuse power.*" According to an Individual Johannesburg CSO, the powers of Supervisors within the DoL are used unfairly against CSOs. The CSO participant said, "*... because, the more you start to follow up the more they are gonna tell you about the policy that, 'as a Supervisor I have the right to fire you, if you don't do this according to the policy.'"*

Most of the Johannesburg and Witbank Individual and Group Supervisor participants' versions of how they reprimand wrongdoing of their subordinates was that, they call the frontline staff aside, in private and talk to them. According to a Johannesburg Supervisor, "*If a Supervisor needs to speak to an official immediately, he needs to remove him from the counter to a close environment where they sit alone in an office that they have there as well,*

and have a chat there and this is what has happened well as far as I know, on some occasions."

In the Johannesburg Labour Centre, the Supervisors work in an open plan as per a directive from the office of the PEM, the rationale according to a Supervisor participant, to ensure visibility, "*Because people were locked behind doors always.*" The researcher is of the opinion that while efforts at transparency are commendable, these fail to consider the requirement of confidentiality that is not only directed towards officials, but must equally be extended to clients, "*And, it's the same with the client. Like when the client gets excited, your first priority with the client is to take him away from the frontline, take him one side, sit in the office alone, if you need to offer the client a cup of tea if you have then you do that, to calm the person down... So this is what Supervisors need to do. I don't know if they do that.*" One Supervisor, speaking on the issue of available private space to address confidential matters, said, "*We don't plan offices, we don't plan buildings, we don't plan anything else. As if your managers or whatever they think, maybe I don't know this will work for these people but they forget like you said, there's a lot of confidential things.*"

4.3.7.2. Discrimination

Some Johannesburg Supervisor and CSO participants spoke of being excluded; being hindered from full participation in their roles as expected and required or enjoyment of available opportunities because of their race. A Supervisor said, "*I'm also scared of the racist side of it... because, I'm going to be told and called a racist and, I mean, the sheer numbers of white people and other coloured people in this building is, you know, and I find that people love to use the race card,… I never tried for a promotion because, the reason why is because I do understand that is, that is, that is for, there will not be promotion for me because of the, the race story.*"

4.3.7.3. Supervisory

Most of the Witbank Individual and Group CSO described different supervisory experiences compared to their Johannesburg CSO counterparts. A Witbank Individual CSO said, "... *there is a lot of supervision going on;* ***Supportive as well?;*** *Ya, because everything we do is*

monitored and this is done on a daily basis, because you will have to submit the stat and you have to check, you see what you did, were you in, uhm you see obviously there is a lot of monitoring going on." The one Witbank Individual CSO said, *"The overall supervision, what can I say, its okay, you know, there are the, there are supervisors that are sharp, there are those that are haaayi."*

A few Johannesburg Individual CSOs said the support is there when some Supervisors are available, *"... when they are there... you find that they support us well, they assist us, when you need advice, they advise you, maybe when you need something, maybe you need a computer, they will log a call for you, maybe you need something. Them, some of them, not all of them, some, those will be the ones that will help where they are supposed to help at."*

However, most of the Johannesburg and Witbank Individual and Group CSOs said Supervisors supervise the coming and goings of CSOs and other related trivial conduct instead of supervising work. An Individual Johannesburg CSO said, *"Looking at where am I going to, I went to the toilet five or six times and all that."* The participant said they understand that part of supervision is monitoring the whereabouts of subordinates during working hours but disagrees with, *"But you are not supposed to be looking at some of the petty things, look at our work more, so that our work can be effective…instead of like going to the shops, going there and there, the focus is there and neglect work"* A Witbank Individual CSO attested to the above-mentioned treatment, *"I think in supervision most of the time, they don't supervise work, they supervise people, in terms of the work, ..Like they will look at, uhhh, did you report, you were not in, you left going to look for food, just look for people, instead of the work. And then maybe you submit that work, then you go and look for feedback about that, in some things, when you go for feedback, you don't get that."*

Almost all but a few insinuations from Witbank, the majority of Johannesburg Individual and Group CSO claimed to be subjected to inadequate and or incompetent supervision. To capture the general view of most Johannesburg and some Witbank Individual and Group CSOs, an Individual Johannesburg CSO said, *"Supervisors are a bit difficult… Because right now if we can call 100 CSOs and put them in this office, you ask them that what kind of support do you get from your Supervisors, for sure out of that hundred, 20 will say no their Supervisors support them. Eighty will say no those people don't support us."*

The majority of Johannesburg Individual and Group CSO participants claimed that some Supervisors are not readily available on their workstations when needed by CSOs for assistance, "W*hen you need them at that time, you find that they are not there or maybe they are in a meeting at such and such a place or maybe that person since, or maybe they have gone out for lunch, or maybe they have gone shopping."*

The competence and work knowledge of Supervisors drew contrasting views from the Johannesburg and Witbank Individual and Group CSOs, with many in Johannesburg and a few in Witbank claiming that some Supervisors are incompetent and a few participants in Johannesburg and many in Witbank claiming that some Supervisors' technical knowledge is impeccable. There were a few Johannesburg and Witbank Individual and Group CSOs who said some Supervisors were knowledgeable on certain aspects, meaning they specialised in that knowledge but would be found wanting in other areas. In support of the above assertion, an Individual Johannesburg CSO said, *"Some of the Supervisors won't have information. Remember at frontline how many Supervisors do we have, if ever one has no information, you will go to this one who would have information, yes, just to service the client, that the service delivery be smooth."* A Witbank Individual CSO said, *"And then the Supervisor, no our Supervisors there are those, is only one who is not so excellent, but the others, they know their job, they know their job like the palm of their hand. They are, no I don't want to talk bad, no they are, they are good, but there's this other one, no, no."* The Witbank CSO Group said, *"Even the very Supervisors, they are like us the CSOs. He would have a certain passion and not know the other sections. You know that, if I want to ask about COIDA, I must run and ask 'so and so' because 'so and so' knows it. If I want to ask about UI, I won't run and ask 'so and so' because 'so and so' doesn't know UI. They also lack [knowledge]. They should understand the work that we do, and know it all as supervisor."*

There were strong insinuations from the Johannesburg Individual and Group CSO participants that some Supervisors refuse to do their work and there were very few Individual CSOs who claimed the contrary, that as a matter of fact, some Supervisors do work. To support the assertion, an Individual Johannesburg CSO said, "*They actually do, they do their work but those are some of the challenges, you find that when you meet with the client that wants to be difficult or they want to fight, and then when you say, maybe you are looking for a Supervisor, you find that the Supervisor is not there."*

Another Johannesburg Individual CSO said, *"When the Supervisor sees that there is that workload, and there's a need for the Supervisor to assist, the Supervisor will be telling you that 'I'm doing this and that is not my job'. Yet sometimes when we look for them they are nowhere to be found."*

As a result of the recurring unavailability of Supervisors, according to some Johannesburg Individual and Group CSO participants, CSOs turn to provide supervision support among themselves, based on individual CSOs acquired work experience over time. An Individual Johannesburg CSO said, in support of the above assertion, *" When they have a problem they call me, you would find that I also act as if I'm a Supervisor even though I'm not a Supervisor just so that I can at least, fix the things, the client also becomes happy and the official also does not get angry and is happy you see that, because at the end of the day when you look the Supervisor is not there but you try that at least, you fix things."* Another Individual CSO attested to self-support of CSOs, in some instances support sought because of fear to approach a Supervisor, *"Sometimes we as CSOs, if you are scared of a supervisor, would you go to them for assistance, definitely not. You'd rather go to your colleague next door... because you feel that this supervisor won't assist me. Is it because maybe they themselves don't have information or they don't want, you don't know, but you'd rather go to the CSO next door, next to you ... and then you check out the information jointly."*

Some Johannesburg and Witbank Individual CSOs claimed that some Supervisors are not approachable. In support of the above assertion, the Witbank CSO Group said, *"There's one or two, that I know that every time when I go there, that person won't be moody, every time ask them something, they willing be will to help you... Then there are those that you are scared of... You ask them something, ei, so, you end up not motivated in the work of that section where you know that they are good because you know that they are moody."* A Johannesburg Individual CSO said, *"There are some Supervisors who are not approachable, very much so, there are some like that*."

Most Johannesburg Individual and Group CSOs and few Witbank Individual and Group CSO participants claimed that their Supervisors were not fair and consistent in the way they treated some CSOs. According to the above participants, some Supervisors have a tendency of targeting and putting unreasonable pressure on CSOs who do not answer or back chat when confronted on issues. In support of this assertion, the Johannesburg CSO Group 1

participants said, *"They don't treat us the same. If they know that 'so and so' is not approachable, they are scared of her. 'Oh, 'so and so' is a walk over', when I do what she does, they will be on my case. To ask, why are you sitting with this client for so long, but they won't go to 'so and so', to say why are you sitting with this client, they approach one person that why are you...; It's about who is a walkover; ja, it's about who is easy to confront about that behaviour."*

The majority of the Johannesburg Individual and Group Supervisors lay the blame of unruly incontrollable behaviour of CSOs squarely on the shoulders of the impunity of the system because according to the Supervisors, they have limited powers to discipline, hence inadequate supervision. The Johannesburg Supervisor Groups cited an on-the-spot situation and said, *"Because I mean, you can go out now, this side or the other side, you must just do this, because everybody doesn't know you, Nonku. Go sit in the chair for ten minutes, and then you look at the officials, just look at the officials. It is scary if you see what image the official has towards your clients."*

Most of the Johannesburg Individual and Group Supervisors admitted that they were not equipped to undertake their supervisory role, *"You know, we not well equipped you know or trained to, to do what we supposed to do."*

4.3.7.4. Client service officers (CSOs)

According to some Johannesburg Individual and Group CSOs and Supervisors, there are CSOs that arrive late for work or cannot be found at their workstations during working hours. In support of the above assertion, a Johannesburg Individual Supervisor expressed absolute shock at the behaviour of the subordinates in the participant's section when, at that time, the CSOs are expected to be working, "*They got up, they went for breakfast, they came back when they liked, they went to the shopping mall, they got lifts with the inspectors to Lenasia to buy spices,"*

Some Johannesburg Individual CSO and Supervisor and Group Supervisor participants highlighted the abuse of DoL resources by some CSOs. One Individual Johannesburg Supervisor said, to substantiate the above claim, that there were subordinate CSOs who were

friends with the previous Supervisor in the participant's section who came to the section to use and abuse resources allocated for the participant's section, "*They come and they sit there, they have lunch, they have breakfast, they use the computers, they use the phones."* The emphasis on abuse of resources was cited by the Johannesburg Group Supervisors, *"Because of the abuse that has taken place with certain access that officials had, like your telephones, Internet, I mean, they would browse things that they're not supposed to."* A Johannesburg Individual CSO also attested to the abuse of telephones, *"I want to talk about the phones, there are people who just sit on the phone for reasons…for abuse. A person is forever on the phone, maybe it's one of the reasons why the supervisors took the phones."*

According to some Johannesburg Individual Supervisor participants, there are CSOs who display rudeness to clients. To cite a supportive case, the Johannesburg Individual CSO spoke of situations wherein some DoL client callers who cannot speak English are being treated like, *"They treat this person as if they rubbish. They don't say please can I have your ID number."*

Another issue that was raised by a Johannesburg and Witbank Individual CSO and Supervisor is the inattentiveness and just sheer apathy demonstrated by some CSOs when attending to clients. To support the assertion, an Individual Johannesburg CSO cited an irritating situation for the participant, *"At some time is so irritating when a client will come to you with a problem, you have put the cellphone here, you are busy with the computer, in no time you are on the phone, it's so, it's so irritating. Actually, once I told one of my colleagues, I said I wouldn't want one of my family to be assisted by you because why, you are not concentrating on the client.* This was confirmed by a Witbank Individual CSO, *"I've realised, you'll find a person is IT knowledgeable, and he is working with a client, do you understand this person is used to this computer this technology thing. Instead of assisting the client, he's busy chatting or he's busy with the computer. He's not even listening to the client."*

According to some Johannesburg Individual Supervisor participants, in some service areas provided by DoL to enable easy and speedy access to DoL services, there are human behavioural and technical knowledge challenges that make it difficult for clients to have access to DoL services through such service areas. To substantiate the assertion, one Johannesburg Individual CSO cited the prevailing long-standing situation about the Maponya

and Randburg Labour Centres' telephones that are not working. According to the participant, DoL client calls cannot get through to the two Labour Centres, so the calls have to be diverted to the participant's call centre. In the case of Maponya Labour Centre, "T*hey can't get through to Maponya Mall which you never can."* The Randburg situation, *"Randburg's phone has been out of order I think for four years. You just can't get through to Randburg."*

The other issue raised by one Individual Johannesburg Supervisor is the blatant refusal of CSOs to do their allocated task. To emphasise the above allegation, an Individual Johannesburg Supervisor spoke of some CSOs at the call centre that do not want to help the calls that divert to the call centre, "*If they phone in and they say I've tried, I've tried a week to get through to Randburg and I've tried and I know you can't. They don't want to help them. They tell them that they must go to Maponya Mall or they must go to Randburg whereas they can just look it up on Siyaya. But they ask, why should they do other Labour Centres' work? You see what I mean, it's a mindset. And I don't know how to motivate them."* When the issue of unattended phone calls happens that puts the participant in trouble with the Regional Manager. Also, the participant spoke about three complaints from callers because of the way the participant's subordinates speak to the callers. *"I don't know how to address this. I'm actually scared to address it."*

According to some Johannesburg Individual and Group Supervisors, and an Individual Witbank Supervisor, they do not believe they have the authority and power to curtail and or stop behaviour that is not acceptable according to standards and requirement in the public sector. In support of this, in a case of an Individual Supervisor, theirs is a question of incapacity to set and enforce the rules, *"… maybe I just don't have enough leadership qualities to tell them, what are the, what are you doing here, who said that you can come in here. And it doesn't look good if ASD or Regional Manager comes,… but 'the Regional Manager' comes, she sees them sitting here. So, what's the point of speaking to 'the Regional Manager'? Maybe I'm just being negative... So, I thought I no, I thought I couldn't speak to him. I think perhaps I could speak to 'the Regional Manager' but I don't know whether it's gonna help, I don't really have faith in the system as such."*In support of the above assertion, another Individual Johannesburg Supervisor said, *"We can recommend unpaid leave just to try and discipline the person but it will never get anywhere. I think we are getting disappointed by the top management."* A Witbank Individual Supervisor

explained that they always try not to go that route, *"I try by all means to avoid taking some disciplinary action ... I remember there was only once where I write a written warning."*

As far as supervision is concerned, it was revealed in Johannesburg a system that functions without rules. Both the CSOs and the Supervisors described unethical behaviour demonstrated in a number of ways. In Witbank, the ethics and professional conduct concerns was mentioned but not pronounced on as in the Johannesburg (Gilbert, 2013; Shoss, Eisenberger, Restubog and Zagenczyk, 2013).

Literature supports that the failure to design an environment and systems that encourage upholding privacy and confidentiality has resulted in a distrustful work environment – pitting CSOs against Supervisors (Bies, 2010). Saunders, Dietz and Thornhill (2014) posit that the existence of trust and distrust in the workplace, these two attributes manifest at the same time. These writers argue, as does this study, that the level of trust by an employee is inextricably linked to managerial actions and policies and the quality of communication and job security. Taking into account the experiences of CSOs, this can be clearly appreciated (Six and Sorge, 2008).

Renier and Leon (2014) noted that acts of discrimination in the workplace have detrimental effects on the morale and performance of workers. The ambiguities of discrimination often go unattended. These ambiguities crop up when perceptions of participants were examined (Offermann et al., 2014). The study views these as equally disturbing to the efficiency of service delivery and the well-being of CSOs and Supervisors.

A constant complaint and what this study has shown is that inadequate training leads to competency issues. This translates to meritocracy and frustration by CSOs (Raju, 2011). Raju (2011) identifies different categories of mediocrity in managers – effective, good, competent managers, mediocre managers, and ineffective, poor, incompetent managers. The "effective and ineffective are on the extremes while mediocre managers are somewhere in between. They are neither effective nor incompetent, but just average. He/she is a manager who is not good and deep down inside he/she understands that he/she is no good, so these managers push away potential threats to them and take credit for success that is not theirs. A mediocre manager affects people's productivity on all levels" (Raju, 2011, p. 42). These types, as seen in the discussion with participants, can be found in the Supervisors. Gilley,

Gilley, Ambort-Clark and Marion (2014) found that organisational ineffectiveness was evidence of managerial malpractice. This accords with the findings of this study, based on the interviews with CSO participants. The mediocrity of managers and the detriment to stakeholders cannot be understated, and has a direct correlation to the service received by clients. The CSO complaints are evidence of this fact and the findings of this study (Skyvington, 2014).

Competent selection criteria and training have been found by Gilley et al., (2014) to be a solution that effectively combats organisational failings. This study has found that CSO participants have equally called for the training of Supervisors. A competent manager contributes to the sustainable competitive advantage of an organisation (Gilley et al., (2014). The study by Gilley et al., (2014, p. 35) found that "…many organisational leaders are not 'the best and the brightest', which poses concern given the strong influence of managers on the work environment. Effective, competent managers possess a multi-dimensional set of interpersonal skills, including abilities to coach, evaluate, reward, communicate, and motivate, and secure results through others."

Deviant behaviour by CSOs as identified by Supervisors, lays bare the contradictions. The domino effect of deviancy and its overall impact on effective service delivery have been highlighted and related in this study (Robinson, Wang and Kiewitz, 2014; Moore, Detert, Treviño, Baker and Mayer, 2012).

The researcher could not make out if the modest responses in Witbank were as a result of uncertainty about the role of the researcher and hence the reserved responses when compared to the vocal Johannesburg participants.

4.3.7.5. Internal Communication Forums

According to most of the Johannesburg and Witbank CSO and Supervisor Individual and Group participants, there are no known or available internal forums to communicate inefficiencies in the system when and if the immediate attempts of the different frontline participants through line management are not attended to. To support the above assertion, a Johannesburg Supervisor described a situation where many attempts were unsuccessful only

to have relief when the President' mechanisms to attend to service delivery challenges are enlisted, "*Listen, it's escalated, and it's escalated until there's no escalation left. It's a problem and what I'm talking about it is things that happened.*"

According to some Johannesburg Supervisors, the consultations that DoL senior management seem to engage staff on, are merely a ruse, a formality without commitment because the above participants believe that long before even that supposed official consultation, decisions affecting DoL staff have been taken in their absence. The above cited participants said, "*We had meetings with the Minister, with the DG… you know things were raised. But it seems like there were already decisions made. So what's the use of giving contributions… They don't listen to anybody that is nothing.*" For instance, according to the above participants, "*Work-plans are being drafted, without the people dealing with the things themselves being involved in drafting these work-plans as far as norms and standards are concerned... And they decide on these things. When it comes to us, we must implement or you must give input, but the input still not being considered.*"

According to most of the Johannesburg and Witbank Individual and Johannesburg Group CSO participants, the line management protocol system that is in place in the DoL is not effective to address the work-related frustrations and violation of basic interrelations conduct of some Supervisors towards their junior frontline staff members. Some Johannesburg CSOs said, "*Even as you go to the Manager, the Manager will say, 'I'm not gonna listen to you.' They don't want to even listen. 'I'm listening to my Supervisors...'; They've already taken a side...; You have not started to talk, you have not even opened your mouth. They say 'I can see from your face. You are so arrogant' You are already wrong... Isn't it, they have already told her about you... that you are the one that chats back. You have a big mouth... So what will you say?*"

According to some Johannesburg CSOs, the option of reporting the behaviour of Supervisors towards CSOs may actually attract the risk of victimisation of the participants, so they prefer to keep quiet, "*The CSOs are always wrong... So, we choose I mean to keep quiet because whether you report or not, the situation will remain the same. Or worse than before, because now you have reported the man so someone will be sitting on your neck.*"

The assertions on the absence of forums and fear of victimisation were also cited by a Witbank CSO, "*I feel that, maybe we are not given a platform to express how we, or maybe we are scared some of us. That maybe if you express and then victimisation and stuff... that they will see as if this one knows too much and what not.*" According to another Witbank CSO, the fear to report or communicate matters of concern is not only confined to CSOs but even the Supervisors seem to be scared, "*… is like when the other times the Supervisors we've told them. You can see that they are scared they would say ehhhh, eeeehhh, you can see if they also are afraid, then we see that we should not talk.*"

The protocol system of the DoL is ineffective even for Supervisors when they need a higher authority's intervention to administer disciplinary processes, according to a Johannesburg Supervisor, "*I think perhaps I could speak to 'the authorities' but I don't know whether it's gonna help. I don't really have faith in the system as such.*"

Some of the Johannesburg CSOs cited the workers' unions through shop steward representatives as one of the structures approached by the participants to address the unacceptable treatment the Johannesburg CSOs receive, "*As we are members of Nehawu, some are PSA. Some are this some are that, I'm not sure, I'm not sure but most of the times we try to talk to our reps…that our treatment in the office is not good. Sometimes you go to the Manager but you see a person still continues.*" The Johannesburg CSOs discussed the unions in this manner, "*We haven't communicated anything to them. They don't know anything… We don't even know who to report to; I wanted to say that if unions are not involved by us, I mean, they won't know, the problems that we are experiencing.*"

The peak of frustrations and hurt, as the result of ongoing ill-treatment by the Supervisors sometimes, leave some CSOs in a desperate state according to a Johannesburg CSO, "*…there was time whereby we speak to the Labour Centre Manager, 'so and so.' Particular me, I end up crying in the meeting, make the Labour Centre Manager aware. That ''so and so', one day you will be surprised that police are here to collect one of the CSO because they've stabbed a Supervisor with a pen or has hurt the Supervisor or has done something because out of anger, you can retaliate take something hit you kill someone or you hurt them.*"

The frustrations as a result of no avenue to vent and no hope to resolve long-standing and continuous service delivery challenges were expressed by some Johannesburg Supervisors, "*I*

have just cited one example neh, one of which is like Head Office is not doing what they are supposed to do for me to look at the needs of my clients. Now I'm frustrated because I'm in the middle. I'm waiting for an answer from them to give to the client. The client, I deal directly with the client. They don't deal directly with the client. So I'm waiting for them for an answer. The client comes to me. The client fights with me. Who must I fight with? I've got nobody to fight with... You know some of us can still, can still keep that frustration to ourselves and try and 'eish, you know, cant this client quickly move away before I explode but then you get some of us that just explode. You know, so, the outlet it's either at home, it's at the office with your colleagues or the public; I'm suggesting the pub."

Another issue that was raised by a Johannesburg CSO is the ignorance of senior management about the state of operations on the frontline of DoL offices. According to the participant above, the sheer apathy of senior management result in them giving orders and instructions that are not practical, "*…sometimes they expect us, things that we cannot do, we at ground floor... we know it's not going to work. But sometimes they are far, they are far there on third floor. Sometimes they will come down and say 'hi, how are you' and that sort of thing but normally, normally they stay there in their cocoons and they don't really understand what we are going through on the ground floor.*"

A Witbank participant said regarding what used to happen compared to the current situation to address service delivery challenges, "*…there are no more meetings like before, where you can be able to table these type of concerns and the challenges that we face. But previously I think it was better because we could meet... we discuss the workflow as to where the challenges arises... then come up with a better solution so that we can fast track the service... With the mind that maybe the BUM or the person in charge will table those things up.*"

As far as the internal communication forums are concerned it was revealed that in Witbank, and especially in Johannesburg, how almost every shortcoming identified and experienced by the DoL frontline team yielded no forum within the DoL where issues could be constructively articulated in the right context. The DoL and ProductivitySA Key Informants stated that there were communication channels between the frontline staff and the Key Informants' offices, although the approach would be different due to the different roles of the informants' input into the study. In the DoL, according to the DoL Key Informant, the internal communication forums between Head Office and frontline staff rely on DoL circulars

and officials can in turn make use of the intranet to communicate with Head Office if they are not happy with the matter and unable to resolve it in their respective offices. The DoL Key Informant also seemed to espouse for an open-door policy preferences at an individual level. The researcher finds the latter, a dilemma because the role of the participant holds is exactly that, to create such needed forums for the DoL.

Therefore, the researcher believes that a system of communication of all hiccups in the system be put in place. Seppänen, Kosenen, Vanhala and Ellonen (2014), note that managerial communication and its forums, are crucial in developing a trust relationship and lines of communication within the workplace. This study found that such systems are lacking within the DoL, resulting in broken relationships and a lack of consultation. In a study conducted by Holland, Cooper, Pyman and Teicher (2012) of trust in management by employees when vocal communication lines existed, these authors found that the trust relationship increased, while a negative view of union vocal communication lines by management evidenced distrust in management.

4.3.8. Remedial actions

Most Individual and Group CSO and Supervisor of Johannesburg and Witbank participants suggested a number of corrective measures they thought would help to improve service delivery according to standards and requirements.

A unanimous suggestion from all Johannesburg and Witbank Individual and Group CSO and Supervisor participants was training. Training to improve general staff competence; the inception of training; training in specific areas of technical knowledge; training standards; trainer facilitator competence; training with purpose and outcome based. For instance, the Johannesburg Supervisors said about the current training that the DoL provide for frontline staff, "*…training shouldn't be looked at as statistical point of view or as budgetary issue.*" Some Johannesburg Supervisors felt that for instance, it is crucial that people who administer the switchboard and or the call centre be trained as that is the channel through which most queries are presented. The participants also advocated for the training of CSOs so that they could project professionalism towards clients, "*People need to be capacitated in terms of the knowledge and the skills. They have to know their roles and responsibility, very clear.*"

According to some Johannesburg Supervisors they should be trained as well on their responsibilities and roles, and be capacitated with work knowledge and skills, "*They should not confuse issues in terms of when they deal with their subordinates or whoever they deal with, should not bring personal issues or confuse between the two*." A Witbank Supervisor said, "*If they employ a person, they must, I know there's no money, there are budgets and processes, and procedures whatsoever. They must make sure that if the person is appointed, is inducted speedily so that they know what is expected of him, be shown everything. Ja. Be inducted well, be trained internally, if possible, be also trained externally within a certain period unlike maybe I will go after three months to the induction or whatsoever.*"

An interesting observation by the Witbank CSO Group was that the DoL adopt a train-the-trainer model due to the seemingly exclusion that some CSOs experience. According to the participants, "*Let's say you come from training, so when you come back on Monday, maybe then you call all of us … That training has assisted me on this or there are changes on this and that... Take example those people who attended the Labour Relations training. Those people have that information... I asked them, what are we now using, but they are in the dark.*"

The participants also suggested that the nominations for training should consider the interest the individuals have on the subject to be trained on, "*…though we all do Labour Relations but when they see that so and so when they are in a section is good in this area. So I would suggest that when there are trainings maybe in COIDA section, they know that 'so and so' is passionate. When they get back, they will help us... because if they train me on Labour Relations Mmmhn, you are not passionate about it. So, I go for training when I get back and they ask, by the way, how do we calculate, I don't have interest any way, even as they were explaining that we no longer calculate in this way, we calculate in that, I was just looking on.*"

Another suggestion by the Johannesburg CSOs is that both the CSOs and Supervisors must attend the same training to avoid different and or ambiguous understandings of the content, "*We are saying maybe when you train...; they should not separate that this is the training of Managers, this is for the Supervisors. I think it will be better if they mix us so that when we discuss in that training, especially like the customer service...; They shouldn't hear from the*

trainees that they said, It will be easy if like as we are sitting here discussing, I think a person will realise that 'oh, we are all in the same levels... When you get to the office the Supervisor will stop you, that is wrong, No, we do one two three; He has understood the other way and you have understood in your own way."

Other than training the DoL frontline personnel, it was suggested that other related stakeholders like employers and the public should also somehow be afforded an opportunity to inform and or enhance their knowledge about the DoL mandates and its processes, according to almost all Johannesburg and Witbank Individual and Group CSO and Supervisor participants. A suggestion by a Johannesburg CSO was, "*So, if we can do many road shows... just stand there and teach them that what is the Department of Labour and what does it work on...the people will learn and have the knowledge, the services that are offered by the Department.*"

The physical and health and safety of CSOs, according to the suggestions of most of the Johannesburg and Witbank Individual and Group CSOs needed to be secured through glass barriers between the participants and clients, "*... in Home Affairs, there's this glass that's protecting the worker from the client you see. That kind of protection, our cubicles, even in banks when you enter there's that protection at least. Now our cubicles, there's nothing in between it's just a computer.*" A Witbank CSO said, to a question of protection and safety, "*... wish that there was sort of a glass, and speak to them from that other side and you be this side.*"

There was almost a unanimous suggestion of the SARS queue management model and or the bank deployment of a floor manager model to direct clients to the right spot by the Johannesburg and Witbank CSO and Supervisor Individual and Group participants, "*You know when you go to the bank, you would have a floor manager.*" According to a Witbank Supervisor, "*If there's something that's needed here is more streamline..., more technical assistance. I can give you an example from the SARS office, you come in you get a number and that number appears on the board and you the next person. Here you must come and sit on the queue.*"

Most of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants suggested that the DoL add social work services to their structure to attend to

clients and frontline staff. A Johannesburg CSO said, "*I will suggest that if maybe we could have office, the Department to employ social workers or the counsellors specifically for the clients and us as the officials... sometimes you come home with the problems, at the end of the day when you arrive at work you need to serve clients. Sometime the client feels that you did not give them your 100% quality time, yet you have something that bothers you... You don't want to listen to the explanation to the buts.*"

There was a suggestion from a Johannesburg CSO that the rotation of frontline CSOs' system in place be extended to their Supervisors, "*…then we can have a suggestion that as they want us to rotate… If also the Supervisors can rotate because really we are not happy with them, it is not a secret.*"

A suggestion from some Witbank CSOs was, "*If we can… maybe have like a suggestion box.*"

Another suggestion to offset the concentration of clients in one Labour Centre according to a Johannesburg CSO, "*…if like we have Labour Centres in every town, then they put the law that when you stay in Soweto go strictly, go to Soweto.*"

Another idea suggested by a Johannesburg CSO to make services conveniently and inexpensively accessible to protect clients sent from pillar to post, "*... according to my suggestion, we have malls all over, how about the Department of Labour get an office in the malls… and have some sort of one stop area, I don't know if I'm using the right terminology.*"

A suggestion to establish an sms[11] update system for the DoL applicants of benefits was added by a Johannesburg CSO, citing an example of the efficiencies of the Department of Home Affairs as the result of use of technology. According to the participant, the Home Affairs clientele benefit from being updated by sms, "*I was a client of Home Affairs, this thing updates you… my application for an ID they have received it then now they are working on it or here it is now out, let me go and fetch it.*"

[11] Short-message-service.

According to some Johannesburg and Witbank Supervisors, there is currently a system of staff leave plans in place. However, there is rampant abuse of sick leave and arbitrary taking of annual leave by frontline officials. The conduct impacted negatively on service delivery and the general planning of daily office operations. A Johannesburg Supervisor's suggestion is that there be controlling mechanisms in place for legitimate motivations when leave plans are changed, "*... there should be a system that shouldn't allow that. You should be able to motivate strongly as to why you had to take that day off.*"

Another suggestion was that the DoL progress from a paper system to a paperless, electronic system so as to avoid the loss of applications and other documents within the application form, according to some Witbank and Johannesburg Individual CSO and Supervisors, "*It's more paper work. But then if they can try to design the system that will work through computer, like capture the information of the client and then there are results then and there, the process will be fast, the delivery will be fast.*"

There were suggestions by Johannesburg and Witbank Individual and Group CSO and Supervisors for policy amendments on; engaging employer/employee disputes and qualifications for UI benefits; that it be legislated that employers are obliged to dispense properly all relevant documents on termination of employment and or contracts; and that UI applicants be granted a portion of the applicants' contributions upon resignation by an applicant having been employed for a continuous period of more than 20 years. Failure to comply with suggested amendments should result in criminal liability. Referring to glitches that a Witbank individual CSO claimed are caused by employers said, "*... the employers need to be compelled that once you part with a person, make sure that in a period of a month, they get their things, it would be simple.*"

A Johannesburg CSO said regarding the UI matter, "*According to me, you see they should also …that law, they amend it, say no if you've resigned at work and maybe you have worked so much period, maybe four years, or five years, or six years or ten years, we pay you but we pay you only your contribution.*" According to some Witbank participants, "*But if they can put more emphasis on this issue of enforcement, like the previous one if the employer did not pay, then it's regarded as a serious offense. I think that will eliminate our problems better.*"

Two other suggestions related to the DoL official operational times and the cut-off client entry time, the centralisation of services according to some Witbank and Johannesburg Individual CSO and Supervisor participants. A Witbank CSO suggested that the entry cut-off time for clients should be reviewed, "*So in my opinion, there should be a certain time that is a cut-off of the queue.*" According to some Johannesburg Supervisors, "*So, I feel like if they can decentralise mostly the functions at the provincial level, down to our Labour Centre level, it will make life easier at the Labour Centre to speed-up the process in terms of service delivery.*" Lastly, some of the above participants from the Johannesburg Supervisor Group added that, "*And then, in attending cases like in our appeal board situation, it basically comes to structures that needs to be put in place, which is not there, I can actually compile my own structure but the department won't accept it.; That's important what he's saying. In order to do the right things.*"

The question of how to improve and correct the wrongs was explicitly engaged by Individual and Group CSOs and Supervisors from both the Emalahleni and Johannesburg Labour Centres. The Supervisors and CSOs acknowledged that they were currently not capacitated principally in the area of skills, knowledge and abilities, in various areas of expected performance, which regrettably compromises efficient and effective service delivery. The above-mentioned findings resonate with the ProductivitySA Key Informant's claim of the state of the DoL's work patterns, "*The Commissioner was surprised that they didn't have for instance, work flow processes, they didn't know when they have to do a job, what were the specific steps that they had to follow from what position to what position, what kind of steps were they supposed to.*"

As far as remedial actions are concerned, it was revealed that in numerous themes attended to, particularly on training and improvement of service delivery, an enthusiastic pool of corrective actions suggested by almost all participants from both Labour Centres was expressed. There was an overwhelming desire for need-based training as opposed to the current system of training that the DoL employs. There was also a sense of ownership in relation to identification of challenges and shortcomings coupled with putting together of minds to find solutions (Grawitch, Trares and Kohler, 2007).

Therefore, the researcher is of the view that management should exploit the ideas of remedying the wrongs in the system from DoL staff to ensure an ever-growing and developing DoL (Grawitch et al., 2007).

4.3.9. Organisational culture

Very few Johannesburg and Witbank CSO and Supervisors expressed a positive experience of the culture of the DoL. Most of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants were vocal about the general atmosphere of the organisation as a result of which, motivation, attitude and morale of staff is negatively impacted.

4.3.9.1. Motivation

A Witbank CSO whose experience was that of a motivating work environment said, "*Many times you know…they motivate me because I see that they give me a person always when they arrive. I see that they motivate me in this way, when a person arrives, when they are new, from the Department, help desk, I'll be with them. If we are working outside for the whole months, they also ask that they should keep the standard meaning they see the standard that I use, the method that I use, that makes the people to be comfortable, be confident of their work.*"

According to most of the Johannesburg and Witbank CSO and Supervisor Individual and Group CSOs and Supervisor participants, the motivation of the DoL frontline staff is low as a result of the many articulated physical conditions and work and interpersonal challenges the frontline staff face. Core to the demotivated DoL frontline staff is the incapability of most Supervisors to motivate. The Johannesburg and Witbank Individual and Group Supervisor participants declared that they were not officially trained in motivation skills, "*As I said, there's a lack of skills in terms of capacity. Department needs to be coming forward and invest in its own people, treat them as talent and make sure they get the proper skills and knowledge to run the offices. So, it's not there. It's just you are sent there, you left there alone, to fend yourself. It's up to you to see how you gonna fare yourself on that situation. That's what is happening. We are not coming into work for the sake of joy.*" However, some of the participants claimed to have the ability of motivating frontline CSO staff using

personal intuitions manifested in modelled learnings and inborn abilities, "*Some things you learn from Managers also. You learn from Managers how they manage.*" According to a Witbank Supervisor, "*… the experience, the exposure, some of the things they don't need a formal qualification. There are some of the things that are inborn.*"

The experiences of some of the Johannesburg Individual and Group CSO participants are that some DoL frontline Supervisors are the actual source of the CSOs' demotivation and are in the habit of reinforcing the discouragement of CSOs from performing their duties to their outmost best. Some Johannesburg CSOs said regarding motivation, "*They don't care… you become worse stressed; you can even start taking tables and all sort of things; Once you start to raise the point of being upset, 'I've got a problem' and raising a problem, that's where you are a target from your superiors; Ja, they say you are problematic... You must be quiet and not communicate your demotivation.*" While another Johannesburg CSO said, "*Listen, let me tell you, they don't even make an effort to motivate us. We have to motivate ourselves... There comes sometimes that you don't want to go to the office. For many years, for many months I just felt, because I felt threatened by these two Supervisors. But then I start motivating, they would not motivate you, they would rather pull you down that to motivate you.*"

The extent of the demotivating factors of the Johannesburg and Witbank Individual and Group CSO participants' experiences can be summarised as issues of ill-treatment and favouritism, unfair awarding of performance merits, lack of exposure to pertinent training among the many already cited in the sections above. According to some Johannesburg CSOs, "*…and something else that is a challenge that makes people to be demotivated is that they don't treat us the same way.; Mmmnnnh; Yes; Someone else may just sit and not work, no one will confront them; They are friends, there's no problem; When you can do the same thing a little bit not even what the person does, it's a problem.*"

There were wishes expressed by some Johannesburg and Witbank Individual and Group CSO participants that they would appreciate and be motivated if the CSO participants' Supervisors would express gratitude from time to time instead of constant criticism. In support of the above assertion, a Johannesburg CSO said, "*You know if we can be told time and time and again, that we are doing a good job, you know that pat in the back that no we did well, instead of, you are called whenever there's a problem.*"

According to some Johannesburg and Witbank Individual and Group CSO participants, some frontline CSOs carry the burden of self-motivation because the environment the is non-caring. In support of the above assertion, a Witbank CSO said the Supervisor never motivated the CSO, "*No; **Not at all;** No; **So what motivates you?** Haa, you have to see to finish, that's why sometimes your morale will be low, when you think of work, your morale is low and then you are not looking forward to coming to work.*"

Another point raised by another Johannesburg Supervisor is that people, in general, cannot be motivated, "*That's the question I always like to ask. Do you really think people can be motivated? I don't think people can be motivated. No they'll never. People cannot be motivated because even if I had to give you R100.00 tomorrow you want R200.00.*"

As far as motivation was concerned it was revealed that at Johannesburg and Witbank the Supervisors were not necessarily trained to motivate their subordinates and that according to some Supervisors, they used their own arbitrary ways to fulfil the task of motivating staff. The CSOs, especially of Johannesburg, revealed an almost chronic work environment that is bent on demotivating instead of motivating them. The Witbank findings of CSOs were split between a leaning towards motivation as subjective to individual CSOs' experiences between some of the CSOs and certain Supervisors.

Therefore, the researcher is of the opinion that the variances in the motivation of staff is crucial to service delivery and should not be left to chance, but a system is proposed that will put a structured programme in place with the sole purpose of motivating staff, particularly the frontline personnel (Wright, Christensen, and Isett, 2013).

4.3.9.2. Morale and Attitude

Few Johannesburg CSOs expressed positive attitude toward work. A Johannesburg CSO for instance said, "*No, me, I like my work. And really, really, when I look the CSO, you know when you, for you to survive here as a CSO neh, you must first love people.*" A participant from the group that works in a different section said, "*I think that depends on individuals. It depends, cause, like what my colleague has just said, we working with cases that side. We*

don't have that kind of a problem that side... They respect us we respect them. So, our morale obviously, is high."

The Witbank participants' responses yielded a mixed bag of responses, with most CSOs claiming to have a positive attitude and high morale. For instance, a Witbank CSO said, "*I'm positive, it's like my attitude is what, I'm positive is not negative towards my coming to work. With the hope that I want to make the difference in the clients.*" Some Witbank CSOs said, "*It depends. Sometimes you can't wait for, if it's Saturday you can't wait for Monday, but sometimes its Sunday, you just want to die; But on my side, I say our morale is not good. Uhhh, take example like the upgrading of the CSO you see. It has divided us this thing, that there are those people that they upgraded and they are those people who were not upgraded yet we are doing the same thing… Can you see that this thing make a person think, negative about their job. I don't understand how I was left behind.*"

Except for a few exceptions, according to the majority of the Johannesburg Individual and Group CSO and Supervisor participants, the morale of CSOs and Supervisors is low, and some of the participants have a negative attitude towards their work and colleagues – in terms of CSO and Supervisor relations – and the DoL, "*Generally it's down. On the basis of what we've just said about Supervisors…; So you can't be right because you will be forever stressed, you won't be happy at work... But the attitude changes. It's no longer the same. You can't be the same person. You become another person now. You are changed by the environment.*" According to a Johannesburg CSO, "*Even if you can have positive attitude towards your work, but unnecessary challenges make you to have an attitude... You feel like you want to stand up, go out and walk. Not walk to your house, not walk to the shop, but just walk, walk whereby you don't even see a red robot... because when you look at this person, you gonna grab him and start to panel beat him at the end of the day, you lose your job... you need to move away. How do you avoid confrontation?*"

To support the assertion about the low morale, a Johannesburg CSO sketched the socio-economic state of the clients that the participant attends to, "*That time you will be looked at by a client, that is frustrated; that has last washed some time ago; that is very hungry; that has a situation at his house; on the other hand is his employer, on the other, is the difficulty of taxis; traveling allowances, traveling fees financial whatever.*" The lack of resources in the office, "*on the other hand you have the problem of the tools that you are supposed to use*

to assist the client." In addition, regarding the negative treatment of the CSO in the office, "*on the other hand is the Supervisor that has no ubuntu, that does not understands. At the end of the day, you find yourself in the middle. There's a noise that your ears doesn't want to accommodate anymore… You just want to walk away and have water... you are told disrespectfully that 'you are forever in the toilet, they don't know whether you constantly take laxatives, or you …I mean, all those things. You are frustrated. Instead of you lash out on someone, you feel like by avoiding the situation, let me walk away for two minutes. 'you are making up and downs'… if I can react the way the Supervisors are treating us, the Department will fire me within two hours in the Department because the more we work with our Supervisors, the more attitude, negative attitude we develop. And if I'm angry at my Supervisor, unfortunately the client is gonna suffer.*" Some Johannesburg Supervisors said, "*...we tend to be trying to prove a point most of the time which it create tension at the workplace and we don't need that and people need to... have a matured approach of handling the situation. I think that is missing mostly and that on it's own kill morale of staff in terms of performance. And it can also have in terms of the symptoms of having late-comings, absenteeism can rise also because people are dissatisfied, they feel like when they walk in they walk in an environment which is not welcoming or is unbecoming to them unto, unto them.*"

Negative attitude feelings were also expressed by a Witbank participant given the negative atmosphere the participant works within, "*The morale is getting down, we are demoralised, and that is the problem, and then you became negative, it's a negative effect on your work.*"

As far as morale and attitude are concerned, it was revealed that both the Johannesburg and Witbank Labour Centres, both the CSOs and Supervisors showed a generally low morale with the exception of a few participants who continue to be upbeat irrespective of the many challenges frontline staff have to operate under (Grawich et al., 2006). Skakon, Nielsen, Borg and Guzman (2010) found that "… leader stress and affective well-being being associated with employee stress and affective well-being." This correlates with the statements by the CSOs and this study's findings.

Therefore, the researcher believes that the DoL should improve the material and social conditions of frontline staff and put in place systems that will ensure an outcome of positive and commitment staff (Grawitch et al., 2007). Attridge (2009) suggests, and this study

agrees, that employees' well-being can be improved through the implementation of certain workplace practices 146such as "address[ing] supervisory communication, job design, resource support, working conditions, corporate culture, and leadership style."

4.3.10. Employee assistance services

This section shall present and discuss the participants' responses to approaches of both CSOs and Supervisors to distraught clients and social work services.

4.3.10.1. Distraught clients

The DoL clientele profile is vulnerable, unemployed, sick and guardians of the orphaned children who depend on the financial assistance of the Unemployment Insurance Fund (UIF) for their daily keep and the protection of the BCEA, according to the Johannesburg and Witbank Individual and Group CSO and Supervisor participants. Therefore, some clients tend to be hysterical and distraught when they approach the DoL offices to apply for benefits. The responsibility of comforting such clients that the participants choose to carry out is not officially reported on as part of the daily functions.

The dilemma of the Johannesburg CSOs is the abuse they incur from some of their Supervisors when they make efforts to comfort and calm clients who arrive in a distraught state. In Witbank, the CSOs also engage in the practice of comforting and calming distraught clients, but these efforts of CSOs are not necessarily frowned upon.

According to a Johannesburg CSO, *"Sometimes again the challenge, clients sits in front of you crying, what would you do? Are you gonna chase the client away, no, our Supervisors do not understand that you should sit and communicate with the client and say fine, I'm doing my work but before focusing on that, find out from client 'what is bothering you'. They tend to be like, you act as if you are a social worker, 'you are not here to be a social worker, you are not here to hold her hands'."*

The above assertion was supported by most of the Johannesburg Individual and Group CSO participants. They narrated experiences of being publicly scolded and tongue lashed by

Supervisors, they were told that they are not social workers and that the office is not the church when they try to help distraught clients, *"In other sections when you are busy trying to comfort the client that you are sitting with, they just say, 'hey, hey, hey, you are not a social worker'; 'This is not church'... let that client go and finish their issues outside'. You must service other clients; there are those who are known that... they pray with the clients."* Yet according to the above participants, allowing clients an opportunity to express their feelings at that time actually enables the CSO to have a better approach to helping them, *"… the more you talk to them, the more they become open so that you see, the way things are happening. And the more they open up the more you get to the bottom of the truth that okay, if I take the case, it means this or that is happening, because they are now emotional as they speak."* This is also the contention of another Individual CSO, *"… this client at the end of the day has no money, they've been dismissed from work. He or she wants someone to talk to. They want your ear. Just for you, by you listening to them, and showing that interest."* The participant explained that at the Johannesburg Labour Centre, the reception to the CSOs attempt to calm clients is met harshly, *"Because the Supervisors are watching you, and they say have, you take too long, then they come and they mention it in the meeting. It's done... I was told, not indirectly, 'you cannot preach for people while you doing applications'. But what do you do as a person when you need to comfort the person? I was humiliated in front of my colleagues."*

A Johannesburg CSO narrated a recent encounter with a distraught client, *"I had a situation yesterday in Alberton. I was taking, giving, checking her, and suddenly, she said she must go for psychiatric what, what, what and she broke out in tears. I said 'Mam, for a few minutes, not more than five minutes, to just comfort her because she burst out in tears. But if it had been in Johannesburg, they would tell us straight, you're not a counsellor."*

A participant in Johannesburg said, *"Uhhh, all the Supervisors, they once at some stage became CSOs, so they are aware what we are dealing with, what kind of clients that we are dealing with. We are dealing with the poorest of the poor; we are dealing with people who are hopeless. So therefore, you cannot just take an application and say, come back next month. You must also find out where do you stay, why don't you go to the nearest, and drop that application so that you can get the money because you are struggling to get to town. You need to also advise the client."* In support of the above assertion, responding to the question of how exactly the DoL expected CSOs to respond to distraught clients; are CSOs

expected to ignore the cries and continue to interview clients on DoL work, the participants said, *"Mmm; Ja; Yes, that's what they want."*

The understanding of whether or not Johannesburg and Witbank Individual and Group CSO participants are officially permitted to intervene in whatever and or whichever way when the frontline staff are faced with distraught clients appeared to be subjective according to some of the participants. For instance, according to a Johannesburg CSO, *"I think this is your time. As you sitting, you've been sitting at the back at the queue for a long time, waiting for your time, so this is your time. If you want to cry, cry, this is your time."*

The individual beliefs of some Johannesburg and Witbank Individual and Group CSO participants are the instruments some participants use to calm the clients and for that matter, attend to clients, believing that the clients are divinely sent to the participant, *"Sometimes that person, according to my belief, is being sent to you for a purpose. Because somewhere they say next, next, this person doesn't move, but immediately you say next, the very same person is gonna stand up and come to you. As soon as he/she sits in front of you and you say 'sawubona sisi how can I help you' or 'sawubona baba how can I help you' the person starts to cry... you can't send that person away. You don't know if the person is being sent to you, then they were unable to talk to you, and when they leave, is gonna commit suicide or they cross the street with the problems they have."*

A Johannesburg participant related a case where, *"I recall, I said, I was talking to her, she was in tears and then she started saying to me that she wanted to kill herself. And you know, just turning to a verse. Now the conversation starts getting maybe to three minutes, four minutes. And they watching you here at the back and they hear also now this is no more work related but you starting to counsel this person. Because we are here to serve these people, to render a service. But now, just speaking out of work, it's a problem also. Then I don't understand what kind of a place is this. Somebody once said to me, 'This is not a church.'" A* Witbank CSO said, *"…you comfort them mama. You calm them... A person complains about that they have lost their job. You need to calm them even with the Bible. Quote for them and say, 'you know what, God it means, there is a job that He has in store for you. You just be thankful at all times, God knows, you need to comfort them then after you get to the matter, you can't not entertain their matter for that, you need to just calm them after as you calm them."*

However, the most participants confided when asked if the Department allowed the participant to calm clients even though they are not employed for those skills, *"They don't know that, they don't know that."*

There are daily statistical recording of the functions of the Johannesburg and Witbank Individual and Group CSO participants, according to the cited participants. However, according to some of the participants, the time spent on counselling distraught DoL clients is not reported on, *"... you don't find that I'm sitting with a client maybe more than two hours. Maybe it's 30 minutes or 45 minutes... I don't go back and to report to them that something like four five six has happened, I was with the client here, they did one two, I just leave it. When they come back to me, they accuse me that the stats is slow, what happened, and then I just leave it like that and then life goes on, tomorrow, I do more stats you see, life goes on."*

Most of the Johannesburg and Witbank Individual and Group CSO are not trained in the area of how to deal with distraught clients, *"We not trained but when sorrow happens, when you look at a person crying, you feel for a person. Ja, even if you are not trained... You need to understand as to what is happening and also try to give hope to that person that it will be fine."*

Another admission of incapacity from the Witbank CSOs when asked if CSOs are trained for this, they said, *"No, but I mean you have to listen. Because you cannot like stop a client from assisting them, and then probably, you start talking about something else. Just say a word or two isn't it, to comfort them."*

Some Witbank CSOs were of the opinion that it would serve the Department and the clients well if they could train them on basic counselling skills. A CSO said, *"... if the Department can equip us on how to deal with clients that come in front of you and start crying, saying this and that... because we are the ones that are in front of that client, at that time."*

Most of the Johannesburg Individual and Group CSO participants admitted that in most instances, the CSOs do not refer distraught clients to the Department of Social Services for social work interventions. The only ones that do, according to some Johannesburg CSOs,

"*Yes, the referrals we do, Like advising a person; You just advise but you don't know if from there they finally get help or not; Cause we don't do any follow-ups after that."*

Most of the Johannesburg Individual and Group Supervisor participants spoke about the competence and or incompetence of the CSOs to manage distraught clients even though the CSOs are not trained for such functions. For instance, according to a Johannesburg Supervisor, "*…not everybody is equipped to deal with it; ...some people yes, they would be able to do it.* ***The ones that can be able to do it, have they been officially trained to do that?*** *No, no, its personal touch; No I think it's just a thing that came out. It comes from you as a person.*"

According to a Johannesburg Supervisor, some of the inexperienced CSOs sometimes join in the crying along with clients, "*You get a client that wants to start fighting with you knowing that he is wrong… But as far as some of the new guys are concerned who have been appointed, they need to be drilled into things like that. Because some of the guys, they also breakdown when they see a client crying and you know it's difficult and we cannot have that you sitting behind the counter, the client is supposed to depend on you to assist him/her with a problem because that's why I'm coming here in the first place.*"

The Johannesburg and Witbank Supervisors have witnessed distraught clients presenting their case in tears, according to some of the cited participants. A Johannesburg Supervisor said, "*But those people I treat with kid gloves. If somebody phones and I can really hear that they crying they've lost their job or you know that type of thing, then, if 'a subordinate' is around, which is often, I'll give that kind of call to him because he's very good with that kind of thing.*"

A Witbank Supervisor sounded as suggesting that distraught clients can be referred to the ESP 3, "*So far, and the one other challenge is that is, because I understand that they are there neh, if I'm not sure, these ESP 3 they are there.*"

A Johannesburg Supervisor who sounded disapproving of CSOs even engaging distraught clients, spoke in a cautioning mannner to the question of distraught clients, "*People got to be very careful. Because you have to have a line, that I need to listen to the client, the client is now bursting out into tears but now the client is bringing her whole personal life into this*

whole thing... I can listen I can give you sympathy I can give you empathy but we need to deal with the problem that is there. I don't want to know about your ten kids that you have. I don't want to know that... you need to stop. If you gonna cry about something that is not relevant to your case, I cannot entertain you, I cannot."

As far as distraught clients are concerned, it was revealed that the CSOs in both Emalahleni and particularly in Johannesburg are by default, quasi counsellors of the DoL to the DoL clients. The findings also showed the role conflict that arises between the CSOs' core responsibilities and the uninvited position CSOs find themselves in, in relation to distraught DoL clients.

According to the researcher, the disturbing aspects of the findings are the strain within which CSOs attend to DoL's distraught clients (Gray, 2012). The CSOs try to fill a vacuum that either the immediate authorities on the frontline scene wish to disappear and or the policy crafters have ignored it given that some Chief Directors and two three levels below that authority were at some point in the Labour Centre environment.

Within reason, the clientele reach out to the DoL primarily for the DoL services. The proactive behaviour of the DoL clients backs the case that clients experiencing stress of diverse events become emotionally distraught and tend to seek help (James and Gilliland, 2012). Assessment of emotional functioning in the DoL given the backdrop of the DoL clientele and the frontline staff exposure to emotions of clients is in the researcher's opinion crucial. The researcher is therefore of the view that occupational social worker would be ideally positioned to fulfil the responsibility of clinical counselling for both the staff and clients of the DoL (Maiden, 2013).

4.3.10.2. Social work services

Almost all Johannesburg and Witbank (Emalahleni) Individual and Group CSO and Supervisor participants believe that there is a need for DoL to have social work services for counselling of both frontline staff and distraught DoL clients. In support of in-house social work services, some Johannesburg Supervisors said, "*In our environment, a psychologist yes,*

or a social worker I would say yes; Yes, because we have a lot of officials who have got issues."

The justification of the employment of social work services in the DoL was likened to the Public Employment Service (PES) programme within the DoL, that the DoL clients are advantaged by the programme even as the main reason for approaching the DoL was to claim for unemployment benefits. The Johannesburg CSOs said, "*Like you see at PES… the career counsellor is here on the spot. It becomes easy; immediately, either the person is attended to or you book them in... and the counsellor just helps them and give them many addresses, the websites and advises; ... By the time they leave, they are sharp, motivated; They leave being in a happy state.*"

Some Johannesburg Individual and Group Supervisors confided that there were instances where the Supervisors have to take up the role of counselling subordinates who are going through a personal crisis, "*Sometimes we as Supervisors, neh some of our staff confide in us… There's lot of people who come with… we say must leave whatever is at home, but people do come with their emotions and things to Department, to here.*"

The Johannesburg and Witbank Individual and Group Supervisors admitted that they were not trained professionally but felt compelled by the situation they found themselves in to rise up to the self-imposed demands of clients and frontline staff to undertake the responsibility of counselling. According to a Johannesburg Supervisor, "*No, we're not really trained, you know we not psychologists. But at least we listen, hear what their story... I know there was the one lady who came with court divorce you know, things like that ei…, its heavy. But normally we then say ei let's, then we consulted 'so and so' to say hey this is our situation, I know 'so and so' knows… then she help us you know, to speak to them.*" This was the experience of some Johannesburg Supervisors, "*By trade I'm not a qualified psychologist but I'm a human being on the other side. You know that can listen and a person can confide in me and you know, so maybe, maybe we need to also go for some psychological things as a Supervisor.*"

Some Johannesburg and Witbank Individual and Group Supervisors felt that the question of training to render counselling services was not important as their instincts and natural inborn capacities are invoked to the task when necessary, "*I am equipped to deal with the officials*

and whatever personal problems of the officials that they have. I can try and assist where ever I can, to some extent, but then you get cases where you, some of the officials need to, seriously either go for therapy or for training or for whatever." On the contrary, according to a Witbank CSO, "*I think a counsellor should be someone who is qualified to do that because a Supervisor, you know most Supervisors uhm they are there to monitor not to counsel so I think it takes a particular person who is qualified to do a counselling that is going to be successful. I mean because you need a strategy or you need to know what to say you need to know when to say it so if you don't have experience you can't achieve that particular goal that you that you have set for that particular person. Yea I don't think you can achieve to counsel the particular person effectively if you don't know the procedures and the strategies to do that.*"

A notion supported by some Johannesburg CSOs was that training is not paramount and or critical if there is a counselling task to handle because it comes naturally, "*Because this is not something you need training for to just give a bit of counselling because empathy it's involuntary. It's spontaneous, you just like, trying to calm someone down. It's not that you want to do duplication of work, you want to render social services kind of work.*"

According to most of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants, the social work services should be two-pronged: services that would focus on frontline staff and for DoL clients. Some Johannesburg Supervisors gave a unanimous assent to the question of whether the DoL needed social workers, "*And I'll tell you why, a lot of our officials have issues and problems;* ***But you do have EAP?*** *No, that doesn't help; Not that effective; Nope... Yes, because we have a lot of officials who have got issues.* ***But we do have the Department of Social Services just around the corner?*** *No but others they need to go to Sterkfontein, you know what I mean? (group laughs)*" A Johannesburg CSO said, "*Definitely because the problem is... taking for our scenario now, the Johannesburg officials are not ok. They are frustrated, they irritated, and they not going to perform, it will take time for them to come back into that situation again.*"

Most of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants refuted the competence of other already existing related services within the DoL, citing reasons of accessibility, rapport and advantages of on-the-spot context. In support of internal counselling services as opposed to booking themselves with psychologists, especially

because the participants have the benefit of medical aid, some Johannesburg CSOs said, "*No, it's not easy; Like you don't see yourself sometimes when you have a problem neh. Maybe you'll find that you are the one with the problem. Whilst we are saying, sometimes the Supervisors have a problem and all those things... somebody can intervene... Can sit you both down and find a solution, you and the Supervisor to solve… that solution; They'll be neutral; Instead of the matter running amok when it's just a question of solving things between the… Be the middle man.*" To support the above, participants make a point about the rapport factor, some Johannesburg Supervisors said, "*There are people has been going for EAP and no positive impact or positive things came out of whatever has been done with the person;* ***So what difference will a social worker in the office make?*** *I don't know, sometimes with the social worker, uhh, if I have trust in you, then I can talk to you, I'm going to tell you I'm gay, sometimes I have a problem, and sometimes my financials, sometimes this man is running after me, you know things like that. I'll be able to talk to you.*"

Most of the Johannesburg and Witbank Individual and Group CSO and Supervisor participants are aware of the Department of Social Services. Except for one Witbank CSO who responded to the question of why they do not refer clients to the Department of Social Services, "*Where's that, how do you do that, how do you go about doing that, ja, maybe if we can find out that how do you go about doing that we can also do that.*" Another Witbank CSO said, "*Uhm eish I'm really not sure what the social worker does. Maybe if you can highlight;* ***Counsellors;*** *Uhm counsellors say maybe a scenario or a situation on what basis;* ***Counsellors are people who help people with stress;*** *Like inside the Department?* ***Yes; J****a , ja it's important I think;* ***Why?;*** *Ja because now if you are an employee and then you are stressed you have no one to fall back on. Obviously you won't perform your duties correctly because you'll be stuck in that stress situation and no one is going to be able to help you to relieve or something like that.*" A Witbank participant said, "*Isn't it the Social Services normally targeting people who get pension and those with small children and such things?*"

The Johannesburg and Witbank Individual and Group CSO and Supervisor participants who were aware of the existence of the above-mentioned structure, most said they had never referred distraught clients to Social Services because they want to save clients from walking back and forth; and those who have, did not follow-up to ascertain if the client went. In support of some of the aforesaid reasons, a Johannesburg CSO said, "*sometimes you would find that that person when they go to social services, when they get there... you would find*

that this person has been sent from pillar to post. Another is elderly, another is wandering about, getting lost."

A Witbank participant's opinion on the DoL acquiring social worker services stationed within DoL Labour Centres said, "*I don't think so... Because we had uhh, our, what do they call it, psychologist that use to do that psychometric test and 'mentioned a colleague', she can do a psychology test and so on but I don't think it will be necessary... But if you've got a social worker or someone sitting in that provincial office, one, then it can be helpful because they've got the training they know how to work with people like that if they got a problem. But I won't say Labour Centres as such, that is the waste of money and time.*"

There seemed to be an understanding with some Witbank CSO and Supervisor participants that the PES functions within the DoL are similar to that of the social work services. For instance, a Witbank participant responding to the question of how they handle distraught clients said, "*I'll send them to uhh the PES people, they've been trained to do that, they give them guidance and help, and also show them how to do the CV, how to look for work and so on. You see they are trained to do that, that part of the work.*"

Some Witbank CSOs' responses demonstrated that the participants could not entertain the option of social work services in the DoL. A Witbank Individual CSO said, "*Social worker does not have a place that it fits in, that is what I know, that was the knowledge that I was given... But it's necessity is there.*" Another Witbank CSO said, "*Ahhh, I don't see it, what will their job be, these social workers, ahhh, I don't see it.*"

As far as social work services are concerned it was revealed that the majority of Individual and Group CSO and Supervisors participants, both at Emalahleni and Johannesburg, identified a need for social work services to be employed within the DoL. The social work services, according to the participants, would provide services to both DoL clients and staff that are struggling with socio-economic challenges (Maiden, 2013). Some participants even qualified the need for the role of the counselling of staff and clients to be occupied by skilled people.

Participants thought it more efficient to have the services within the DoL for ready and easy accessibility for distraught individuals be they clients or staff. A CSO Group suggested that

the counselling should be provided by frontline staff but that staff must be trained in basic counselling skills. According to the Supervisor Group, Supervisors were by default having to listen to personal matters of their subordinates, something they are not trained to do.

Baiker, Cutler and Song (2010) found that the overall costs associated with an employee wellness programme exponentially decreased medical costs and the rate of absenteeism (Edries, Jelsma and Maart, 2013).

A note of concern of the research was the ignorance displayed by a few participants about the role of diverse nature of social work services. A Supervisor said, "*Isn't it the social services which normally targets people who get pension and those with small children and such things?*" The ignorance was also expressed in the lack of an understanding of the difference between the social work services compared to the role of career counsellors who are currently existing service within the DoL. The latter demonstrated the inter- and intra-departmental knowledge deficiency already discussed in point 4.3.4.

The issue of ignorance and or inability to articulate oneself was amplified by the last quoted CSO responses on the social work services subject. The researcher's concern is the number of clients that are casualties of deprived services within the DoL due to misinformed and or inarticulate officials.

There was only one participant from Emalahleni who did not think it necessary for the DoL to employ social work services.

The principal concern with the findings was that the DoL does have a service of wellness for staff in the name of Employees Assistance Programme (EAP). Most participants who are aware of the EAP existence in the DoL still advocated strongly for social work services. This suggestion was made irrespective of the researcher's alert to participants about possible duplications as the country has a department with a mandate of social services, which among others, attend to counselling distraught persons.

It is the researcher's opinion that given the profile of the DoL clientele, it is negligence not to have provided for the 'tears' and concomitant emotional overwhelming state of the clients (McLeod, 2010). Even more concerning, according to the research findings, is the complete

disregard of the situation by DoL management and the burdening of CSO and Supervisors with emotional labour without any provision for recourse (Attridge, Herlihy and Maiden, 2013, p. 22-23).

It is therefore, the opinion of the researcher that the hypothesis of a need for a focused role of social work intervention should be pursued through investigation of the validity of the findings (Attridge et al., 2013; Maiden, 2013). The different roles and duties of occupational social work in areas of counselling conflicts at work, management matters and training; training and communication workshops for managers and supervisors; consultation to the DoL units in specific matters and many others, can be explored (Maiden, 2001).

CHAPTER FIVE

MAIN FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1. INTRODUCTION

The South African public service has notable service delivery challenges that are topical in government and the public arena, as demonstrated through various media, public and academic discussion papers, literature, studies and the Public Service Commission reports exposé in previous sections. The primary aim of the study was twofold: first, to explore what factors enable and impede frontline staff of the DoL in delivering client services in accordance with standards and requirements; second, what factors might contribute to the improvement of service delivery in accordance with standards and requirements by frontline staff of the DoL. This summarises the findings, the conclusions and recommendations of the study.

The five secondary objectives of the findings were:

Objective 1: Determine the factors that contribute to service delivery according to standards and requirements by frontline employees in the DoL

As far as the factors that contribute to service delivery according to standards and requirements are concerned, it was revealed that there is commitment from the Johannesburg and Witbank frontline staff to deliver services *albeit* the impeding factors. Another enabler was that there are offices and mobile structures for DoL frontline staff to work from. The study found that the impediments and limits did not completely overshadow the fact that at most, there are functional tools of trade, although limited and not enough; policies that regulate the work environment, although at large there was non-compliance of the policies and precarious work knowledge. The study also revealed that DoL frontline staff are on occasion trained on certain topics, with the aim of capacitating staff to deliver services in accordance with requirements and standards. However, the training is largely not need-based, which possess challenges. It does not address areas of capacitation and the exclusions based on the nomination and selection practice of training attendees in the Johannesburg and Witbank Labour Centres. The study found that, at face value, human resources and workload

management continue to impact the functioning of the DoL in a somewhat professional and acceptable conduct. The Productivity and DoL key informants' emphasis pointed out the above-mentioned enablers, even as the DoL key informant acknowledged that there were areas that needed improvement.

Objective 2: Establish the factors that are likely to impede on service delivery according to standards and requirements of the frontline employees of the DoL

As far as the factors that are likely to impede on service delivery according to standards and requirements is concerned, the findings enumerated a number of factors that impede the normal office functional environment, ranging from the work environment; availability of resources; information and work flow; legislation and policy; human resource management; supervision; organisational culture and Employee assistance services. The study as per its objectives was a case of the Labour Centres in Johannesburg (urban) and Emalahleni (semi-rural) experiences of DoL frontline staff in the positions of Client service officers (CSOs) and their Supervisors.

5.2. WORK ENVIRONMENT

As far as the work environment was concerned, the study found that the rented buildings of the DoL in Johannesburg and Witbank Labour Centres are inhabitable. The office accommodation challenges extend to the mobile and makeshift service delivery points of both Labour Centres.

5.2.1. Building conditions, size and noise pollution

The study found that the dysfunctional nature of Johannesburg LC building manifested in excessive heat in both winter and summer with no ventilation and proper drinking water facilities, a reeking office due to constantly blocked toilets, sewer failures, puddles of faeces including in the car park and in the basement, and no proper kitchen. The latter posed health, safety and hygiene problems for the DoL's employees and clients.

The Witbank LC building was found to be too small for its purpose, congested, excessively cold in winter, poorly ventilated with a few windows located far from the central area where frontline officials sit, cracked walls, a small kitchen and two water-damaged toilets shared between about 55 officials. In addition, noise pollution from stores within the vicinity of the office made the Witbank LC uninhabitable.

The findings of both buildings revealed that the DoL were not compliant with building regulations and legislation governing health and safety standards, of which the DoL is the custodian (Act 85 of 1993) including the National Building Regulations (2008) in the Witbank Labour Centre situation.

The study also revealed that the Johannesburg Mobile Labour Centre (MLC) was too small to accommodate the numbers of clients visiting the service point. On rainy and excessively hot days clients shield themselves under the veranda awnings, requiring that officials serve the sick and pregnant first.

The Witbank Ogies and Kriel satellite structures were located in either the boot of a vehicle, which comes with its own challenges on windy days, with officials darting after wind-blown papers, and a cold and noisy community hall, with people whistling tunes while going about their business.

5.2.2. Health, safety and hygiene

The study revealed that most of the Johannesburg LC frontline staff presented complaints of various sickness' and sick leave absenteeism. This was attributed by the participants to poor ventilation in the office. It was also found that there is no internal DoL health pre-screening policy to prove causes of ailments of staff, as a result some participants speculated that three officials had mysteriously passed on due to the unhealthy state of the building. Participants also speculated that the health risk factors also affect DoL clients who are sick, pregnant and small children accompanying their mothers for maternity benefits The study revealed the absence of glass barriers in consulting cubicles, a speculated risk to CSOs of physical assaults from irate clients.

It was revealed that the Witbank LC building is situated next to banks and is not adequately secured, a safety concern by participants for clients who are open targets for muggings. Officials relayed practices of holding the hands of sick clients with what at times are peeling skin to assist them in the taking of fingerprints. This is done with no protection. Moreover, consultations have on occasion been conducted at the public car parking area when the client is unable to walk.

One of the Occupational Social Work role is to familiarise themselves with workplace hazard risks and related treatments as well as legal recourse on behalf of clients and the facilitation of the formation of work safety committees (Maiden, 2013). However, given the limited known scope within which the DoL EAP function, the ability to work in an inter-disciplinary role expected from the social work service within the DoL to prevent and protect employees is not visible.

A noteworthy report is that during the study, a court battle ensued between the Johannesburg Labour Centre staff and the DoL. Members of staff stopped reporting for duty at the building, citing the inhabitable state of the building, and the DoL management issued an ultimatum for staff to return to the building or face no pay. The Johannesburg Labour Centre staff, through the help of workers' unions, applied for an urgent court interdict, and the court found in favour of staff, resulting in the closure of the Johannesburg LC (Appendix J).

Other than the violations of legislation that regulatory standards of habitable office buildings and Batho Pele principles be adhered to; the adverse human health, safety and hygiene impact in the absence of compliance of such, is the compromise of efficient performance on employees besides the health and safety risks on personnel and the DoL clients (Fraser, 1989). Crucial to this is that the DoL is the custodian of the enforcement of the OHSA. The hypocrisy regarding the policing of compliance to health and safety standards in the country reinforces perceptions of a lack of service delivery if the breach is in the master's terrain. Highly concerning is that DoL employees had to get a court to ban the use of the Johannesburg LC building for DoL management to even concede that there were widespread challenges in buildings the DoL uses (Appendix K). Similarly, it took parliamentary employees responsible for logistics and hospitality arrangements to strike on the day of the 2015 presidential State of the Nation address to highlight parliament's failure to comply with the Basic Conditions of Employment Act 75 of 1997 (Strike threat hits SONA, 2015). The

extent of the general dissatisfaction of government performance is undoubtedly in the spotlight when even within government there is implosion due to lack of compliance of one policy or piece of legislation, a direct indictment on service delivery.

It is the view of the researcher that the challenges are more than what meets the eye. But based on the study, evidently, the culture of non-accountability of government institutions and personnel entrusted with responsibilities show a dereliction of their duty with impunity, which is not only a course for concern but an area that needs a thorough audit in the form of further research and daily monitoring and evaluation.

The researcher is of the opinion that the DoL could be assisted through a multi discipline team including occupational social work to assess the economic viability of the Mobile and makeshift DoL service structures as well as the deployment of staff to improve service delivery according to standards and requirements (Maiden, 2001).

5.3. AVAILABILITY OF RESOURCES

As far as availability of resources was concerned, the study revealed that the allocation of stationery resources is a challenge in the Johannesburg and Witbank Labour Centres but employees were more dissatisfied in the Johannesburg LC.

5.3.1. Stationery

The study revealed that in the JHB LC, the challenges ranged from acquisition, the quality, and the long time it takes for replacements of stationery and officials not allocated safe storage for stationery. The frustration of the frontline staff having to leave their workstation to borrow stationery from colleagues are amongst the many necessary steps taken by the employees to deliver services, some are reluctant to complete requisition forms because stationery cannot be easily acquired

In Witbank, the study found that stationery is generally allocated as and when there are needs but there were frontline participants who expressed that they were generally short of pens and other stationery items. However, the stationery is not top of the list of frustrations.

Productivity is enhanced by the availability of resources that are key in the enablement of frontline staff to perform according to the by ProductivitySA Key Informant. Yet, that in the DoL basic stationery is a scarcity is difficult to justify, given that the PFMA provisions allow for virements redirecting funds. Even more concerning are the delays in the scientific efficiency of time utilisation and on service delivery while frontline staff are running around for stationery like pens (Taylor, 1910). The inequality is that the 2013/2014 DoL annual report shows an underspend of 3.02% of the DoL annual budget yet there is a need at the direct point of service delivery (Annual report, 2013/2014). The official response of the DoL Key Informant was that the DoL does make the necessary resources available to frontline staff to perform their duties with the qualification that the only way that Head Office is informed of smooth allocations are the reports provided by the Provincial management. This area of conflicting accuracies between management reports and frontline staff's experiences may be mitigated by the monitoring and evaluation role of occupational social work as espoused by Weil and Gamble (1995) and mediation (Lombard, 1992 cited in Maribe, 2006).

Therefore, the researcher is of the view that research may assist to unblock deficiencies that are an experience in defiance of the current accounting mechanisms. At face value, the areas to be looked at are the competencies of accounting, internal controls and monitoring and oversight responsibilities and the accountability of personnel.

5.3.2. Equipment

The study revealed that in the Johannesburg and Witbank LCs there is insufficient work equipment, which has an adverse effect on productivity.

According to the prototype response, it was revealed that Johannesburg LC's average ratio applicable to most offices with one phone per three to four frontline officials with an adverse queue impact on the officials and clients. In the UI section, phones have been removed from the desks of the CSOs making it impossible for officials to assist clients efficiently. This action causes clients to go back and forth between the DoL and employers' offices four to five times. The average ratio of computers that are not always in working order is one per three officials. There were insufficient printers with a ratio of one printer per 28 users in one

section and one per 18 users in another. The challenge is that the printer jams and or is slow and defective taking a week to fix. The photocopier is shared among many frontline employees and is defective from time to time subjecting frontline officials to move between floors to other sections to get needed ID copies in order to process applications. Sometimes the officials resort to asking unemployed financially strained clients to bring their own ID copies, which they describe as a stressful experience.

It was revealed that the Witbank office has a shortage of cubicles resulting in scarcity of computers, which are not always in working order, a deficit experienced in the mornings and afternoons because the oversupply of CSOs is deployed to satellite offices during the day. However, every morning and afternoon there is without doubt a need for every official to have a fully equipped working station so that manual work done in and outside the office is captured electronically. There are insufficient fax, printer and photocopier usage among many officials and because of pressure gets constantly broken.

The queues for the above cited resources, especially the photocopier if management is making hundreds of copies, translate to queuing up of officials to access the copier to make ID copies for clients.

With respect to the JHB MLC, three almost seven-year-old laptops were allocated to the three MLC frontline officials, but one laptop is frequently out of order, and it takes approximately three months for IT to fix it, citing a delay in the delivery of spares. There was a single four-in-one machine that could fax, copy, print and scan which broke and took a number of years to replace. In the meantime, a non-multifunctional printer was allocated, an efficiency challenge for use in the MLC because clients need ID copies.

In terms of the satellite offices, the study revealed that after 30 years of existence the satellite offices are still not adequately resourced.

The ProductivitySA and DoL Key Informants were in agreement with the importance of resources; that it is crucial to provide employees with tools of trade resources like information systems, telephones and cell phones, vehicles and training. It was revealed that once resources have been allocated to DoL provinces, the DoL Head Office is informed about the finality of the distribution and allocations to the provincial office and LCs through

monthly reports from the DoL provincial management. It was revealed that Head Office does not verify the accuracy of the reports as they [Head Office] does not micro-manage provincial heads but trust them and have no reason to doubt their intentions.

Concerning of these findings is that the DoL Key Informant's asserted that as far as DoL Head Office oversight is concerned there are no challenges in resource allocations. Agreeably, there should not be cause for concern, if the DoL 2013/2014 Annual report and the 2013/14 budget vote are anything to go by (Annual report, 2013/2014; Budget vote, 2013/2014).

The conclusion of the study is that there are oversight derelictions and inaccurate reporting because the DoL 2013/2014 Annual report has a conspicuous omission on the resource challenges. An overt experience of the queuing DoL clients and the frontline staff queues for phones and computers in order to provide services to members of the public (Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.). Furthermore, the ProductivitySA position on the importance of the allocation of resources to enable staff performance and literature attests that resource inefficiencies have a direct adverse effect on staff performance (Fraser, 1989).

An area of concern to the researcher is the question of transparency and accountability. Therefore, the researcher is of the view that research on oversight of the two aspects is a consideration that may assist the future bureaucratic accountability. The facilitation of this process as a starting point, may best be executed from a neutral reconciliatory approach, divorced from punitive consequences. That is if the role of social work services were to be considered as propagated by Weil and Gamble (1995) and mediation (Lombard, 1992 cited in Maribe, 2006), with the provision of the inclusion of other mechanisms like discipline and litigation when all else fails.

Resource mobilisation like computer and other related equipment is part of an essential occupational social work tasks. The latter is to prevent employee high occupational stress levels in their social environment and to promote a productive working community (Midgley, 2001). The researcher is of the opinion that the effects of the correlation of mental health and availability of tools of trade is not appreciated in the DoL to an extent that service delivery gets compromised (Langan-Fox and Cooper, 2011).

5.3.3. Manual and electronic software systems

The study revealed that the software programs, Siyaya and ESSA, are inefficient to perform as intended. Applications for clients' UI benefits and job-seeker applications are in the main taken manually, resulting in backlogs as the same work must later be captured electronically. The challenge with paperwork is that documents are misplaced and go missing when moved around, creating extra work for officials and an inconvenience for clients as the process must commence from the beginning, causing clients to quarrel with officials.

It was also revealed that the Siyaya and ESSA software systems are constantly off-line, adding to the backlog. On the positive side, the system is able to detect fraud timeously, enabling the referral of the suspected fraudulent matter to the Risk Management Unit (RMU), only for the RMU to take too long to investigate, which delays the applicant's claim.

It was also found that the Siyaya software is unable to furnish detailed information regarding the number of payments applicants should expect the amount and anticipated last payments. It was also revealed that restrictions on access to the internet prevent frontline staff from obtaining electronic updates on the legislation they administer, and to help them with their personal studies, related to their work.

The concern with the findings on the manual versus the electronic application challenges that LCs use, is that according to the DoL Key Informant, the problem has been curtailed by the introduction of Siyaya, except for glitches with ESSA which still need to be solved. Evidently the reports that the DoL Key Informant depends on to keep Head Office up to date on LC operations either omit or ignore mention of the Siyaya inadequacies, or the challenges are not a priority in service delivery to be worth pointing out because they are conspicuously omitted from the 2013/2014 DoL Annual report (Annual report 2013/2014).

Omissions similar to the above cause concern as the DoL responses in the study conflict with the reality of DoL clients and officials forced to repeatedly and, manually capturing the same application. A fact constantly mentioned in the media when there is an outcry over lack of service delivery by the DoL, as confirmed by the Portfolio Committee in Labour findings

(Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.; Parliament, 2011). In addition, to the problem is the lax security in an environment that has a legislated dedicated Fraud and Corruption Unit; where it was revealed that an official without a password for seven months, has to make use of colleagues' passwords in full view of Supervisors all the while expecting CSOs to continue working. The latter include the continued media reported fraud committed by some officials who abuse the manual and Siyaya software misalignment concerns, as well as the research on the political will and commitment of the DoL authorities to prevent corruption within the DoL (Ramutloa, 2013).

Undoubtedly, expectations for staff performance efficiency when the systems supposed to facilitate expediency are a liability, the opposite outcome is supported in Jasperson, Carter and Zmud (2005), that defunct offline and inefficient software is a demotivating factor for employees. Therefore, the researcher is of the opinion that the neutral role of occupational social work as researcher, mediator, counsellor, monitor and evaluator may assist with the diagnosis of challenges while providing guidance for employees' management of the situation while solutions are being sought as espoused in Weil and Gamble (1995) and mediation (Lombard, 1992 cited in Maribe, 2006).

5.4. INFORMATION FLOW AND WORK FLOW

As far as the information flow and work flow was concerned, the study revealed work flow and intradepartmental challenges in information flow among the DoL frontline staff, other government departments, employers and clients and members of the public to the detriment of service delivery; although some members of the public seem even better informed than DoL employees.

It was revealed that the different DoL offices within the same and other provinces work differently. It was also revealed that Government departments work in silos and there is no interdepartmental exchange of knowledge to an extent that even departments like the police services and Home Affairs refer clients haphazardly to wrong department destinations, a shortcoming that participants suggested could be addressed by running interdepartmental information and awareness campaigns.

The study finds that employers continue to demonstrate ignorance of their role to complete official documents like the UI 19. It was also revealed that a number of DoL clients are illiterate and have an obscure understanding of matters. They approach the DoL ill prepared without the necessary information that will facilitate the speedy solution to their problems. It was revealed that Clients are vulnerable, beset by socio-economic challenges, but are sent back and forth many times over the same matter between the office and hostile employers who at times set dogs on them for mistakes committed by either the employer or the DoL LC.

It was revealed that the current DoL system does not update clients about the procedure in their applications, participants cited use of the sms technology as an example.

The findings are not consistent with the fact that information flow is not a privilege but a right enshrined in the constitution for citizens, media, personnel and organisations (Act 108 of 1996). If knowledge of public service is not widespread it impedes on service delivery, whereas transparent and configurable flow of information optimises skills that are related to workflow in the various government departments (Heck and Rogger, 2004). Chapter Two of this study has extensively articulated workflow challenges as per the findings of the Public Service Commission. The same Commission findings on the public service leave administration practice, alluded to challenges of information flow that have negative effects to the accurate capturing of leave data (Public Service Commission, n.d).

A study of public ignorance on government policies for instance in America revealed that some people were ignorant of the different roles of government department (Somin, 2013). A similar exercise in South Africa for instance revealed that “The reality, two decades into our democracy, is that to most people living in South Africa our Constitution might as well be written in Latin or etched into the forehead of a wizard, because it is more than likely that they have never heard of it and almost certain that they have never read it.” (Hodgson, 2014.) The constitutional prescripts for public awareness are delegated to individual departments, yet dereliction of this function seems widespread and not accounted for in annual reports of the individual department reports.

The researcher, therefore, is of the opinion that research in information flow should be undertaken to ascertain the knowledge base and strategies for awareness programmes that would expedite intra-departmental, inter-departmental and public information flow. The

awareness of the importance of occupational social work to facilitate the process is significant due to the systems theory approach the discipline will introduce in the DoL working community (Maiden, 2001).

5.4.1. Personnel work knowledge

The study revealed that there are work or technical knowledge deficiencies in the frontline staff (CSOs and Supervisors) of the DoL in the Johannesburg and Witbank LCs, with no manuals to refer to. Furthermore, it was found that problems were experienced in the screening of clients' challenges, clients being sent back and forth on numerous occasions over the same matter due to personnel inadequacies, or clients being informed in drips and drabs about the documents they need to bring.

It was also revealed that there is uncertainty in Johannesburg and Witbank regarding the period it takes to process UI applications. Word-of-mouth understanding amongst frontline staff is four weeks yet it sometimes takes a week; whereas the key informant said it takes six weeks. Some participants were of the opinion that these are unnecessarily lengthy waiting periods clients in dire financial strains are subjected to.

The study has demonstrated through a series of the Public Service Commission findings in several sections of Chapter Two, the chronic lack of work knowledge, skills and abilities of government personnel as a result of cadre deployment, affirmative action policies and outright incompetence of the Recruitment and Selection processes to execute their function. The 2011 Public Service Commission found that only 56% of the sample of 30 departments had undertaken the exercise through consultants and the timeframes varied with some departments auditing skills annually, others once every three years or once every five years. The Commission recommended…"All departments must as a matter of urgency, conduct skills audits to ensure that they are aware of their current skills as well as the skills gap that needs to be addressed by targeted recruitment and/or training interventions." (Public Service Commission, 2011.)

The DoL method of passing on information of work knowledge is without doubt flawed and perpetuates inaccuracies that render frontline staff wanting and without confidence of their

performance (Schembri and Sandberg, 2011; Le Deist and Winterton, 2005). Worse is requiring vulnerable DoL clients to incompetence that they have to endure the unnecessary movements from pillar to post.

Therefore, the researcher is of the opinion that the DoL should establish systems of orientation and training and develop a training manual drawn up and implemented by competent trainers. The inter-disciplinary team would benefit from the occupational social work expertise to compliment training and development programmes (Zastrow, 2009).

5.5. Legislation and policy challenges

The study revealed that there are challenges in the enforcement of legislation in respect of the needs and expectations of clients. It was revealed that some of the policies of the programmes flout the Batho Pele principles as they are not user-friendly for clients. It was also found that most of the employers undermine the policies and delay or refuse to pay clients' moneys due to them and or complete and sign pertinent documents because they know there are no consequences, even when inspectors follow-up.

It was revealed that UI applicants who have resigned after approximately 20 years of service out of ignorance are automatically disqualified from benefiting from the fund. It was also found that the maturity age of applicants for death benefits who were dependants of the deceased exempts them from qualifying as beneficiaries.

It was revealed that the PES programme is ineffective because the ESSA programme of work-seekers is unable to produce job opportunities even though the ESPs go out and canvass for jobs.

The DoL Key Informant agreed that there were public perceptions that the DoL is lacking on service delivery because members of the public are not happy with the UI and PES policies. The DoL Informant revealed that the UI outcry is the period of five weeks to finalise claims; a necessary delay to prevent overpayments to already employed individuals and or abuse by individuals who abandon job seeking in order to continue benefiting from the fund. It was revealed that the DoL would not encourage payment of unemployment benefits to employees

who have resigned even though they contributed to the fund because the labour market needs people and “no matter what people are saying, they must be encouraged to work”.

It was revealed that the work-seekers submitting CVs to the DoL expect the DoL to provide employment yet there are challenges in the supply and demand in the labour market. The economy has no demand, so having waited for opportunities to a point of despondency job seekers tend accuse the DoL of not delivering.

The researcher is of the opinion that the DoL response to legislation and policy challenges seems like a case of convenience depending on which side of vulnerability DoL clients find themselves. If it is a UI policy complainant, the job market needs labour supplies. If it is a PES client, there are no jobs for work-seekers. Therefore, awareness from the perspective of the policy developers is evident. However, the DoL has taken a rigid position and would for now not consider an exploration seeking to review of its policies. Because policy is crafted based on laws, regulations and judicial decrees and budget priorities, the process is informed by communication and interaction and evidence of quantitative data and qualitative information (Brownson, Chriqui and Stamatakis, 2009). The DoL seems indifferent to the multitudes of the clients on DoL-mandated legislation that according to the researcher, are fickle, informed by situations, circumstances and time. Even literature confirms that many policymakers interviewed admit to be untrained to sift through data and determine good and bad data, usually presented by interest groups, therefore, likely to misuse facts (Brownson et al., 2009). The existence of an international economic upheaval is well known and in South Africa, but for the last two decades the country has reported a jobless growth (Coetzer, 2013).

It is common knowledge that tough economic times tend to invoke hostility in the job market amounting to unfair labour practices which is explained by the labour unrest statistics and the CCMA constructive dismissal cases and the increasing DoL UI applicants (Ramatloa, 2013). The researcher would argue that the high number of conflicts in the workplace, the illiteracy and ignorance of the majority of employees as found by the study, are some of the factors to be considered for research. At least to undertake an analysis and compare available data of disqualified UI applicants and other related factors to arrive at an informed decision of seeking a solution rather than the current standoff.

Therefore, the researcher is of the opinion that the unique qualification of the occupational social work to assess the physical and emotional needs of the DoL clients may help facilitate for an internal informed basis for policy review of the DoL mandated legislations (Maiden, 2001).

5.6. HUMAN RESOURCE MANAGEMENT

The study revealed that the human resource management is a challenge in the Johannesburg and Witbank Labour Centres. The issues identified as flawed varied from human capital planning, recruitment, selection, interviews and appointments and promotions, as the subheadings of the themes reveal

5.6.1. Human capital planning

The study revealed that in Johannesburg and Witbank LCs there are not enough staff to deploy for various service points resulting in queues management challenges. It was revealed that in the absence of some CSOs because of legitimate and self-extended annual and or sick leave, training and workshops, there are no provisions to supplement absent staff.

There was a suggestion from a participant that there be periodical evaluations to assess commitment to civil service of employees as they come across as indifferent to their work.

The study has already discussed findings of the Public Service Commission in relation to human capital in Chapter Two. Evidently, the experiences of the DoL frontline staff on human capital challenges are not unique to DoL challenges but are widespread within other government departments. Therefore, the researcher believes that DoL HR needs to pay more attention to need-based training and an assistance of occupational social work service may help in the identification of the needs because the fear element by frontline staff to speak out could be eclipsed (Maribe, 2006).

5.6.2. Recruitment, selection, interviews appointments and promotions

The study revealed that the recruitment, selection, interviews and appointment process in Johannesburg and Witbank LCs is shrouded with hostility and unaccountability. It was revealed that the Supervisors in Johannesburg do not have delegated authority to participate in the recruitment, selection, interviews and appointment process except when they are acting in a position of Assistant Director (ASD) and or when they are Employment Equity representatives (EE reps). It was revealed that for the EE representatives, the selection, interview and appointment process is hostile in that they are bullied into conformity; they feel victimised by the chairperson of the interview panel, especially in cases where there are preferred appointments; they sign non-disclosure confidentiality documents and perceive the entire process as a non-contestable formality even in the reports they compile about the proceedings.

The study found a lack of training for the interview panel members, and a limited scope when asking questions. It was revealed that there were appointees with challenges of job-person misfit and or appointments of individuals based on their performance at the interview only to get an underperforming employee; as well as academically qualified individuals who lack inter personal skills, a necessary requirement at frontline.

The study revealed challenges that were also found by the Public Service Commission reports quoted extensively in Chapter Two. Some of the findings by the Public Service Commission fact sheet of 2014 are that the DoL does not have a recruitment policy. The blockage in filling vacant posts persists because of a myriad of inefficiencies including there being no dedicated recruitment and selection unit. A lack of competency to execute delegated authority; security vetting; verification of qualifications; turnaround time taken by line management to recruit for vacant posts; interdepartmental promotions and transfers; and incapacity of the Human Resource Management and Development(Public Service Commission, 2014).

It is the researcher's opinion that the widely suggested need for training of personnel cannot be underestimated, especially in light of the interdepartmental movement of staff as cited above because the same challenges are recycled within. The political interference in the recruitment, selection and appointment of personnel according to the PSC, are policy

solutions but in cases where individuals are in the system, it should not necessarily be a challenge without solutions when interventions of training can be invoked, especially in the case of affirmative action appointees.

The study revealed that in the Johannesburg LC the internal invitations to apply for available positions are an unfair process. It was revealed that the entire process of promotion criteria is fraught with inaccuracies in terms of requirements, and selections are not considerate of individuals' academic qualifications. Instead, it is people without qualifications who are appointed in senior positions.

The issues identified in the human resource management including promotion, are systems challenges and non-compliance where policies are in place. The concern of the researcher is the absence of oversight on the side of DoL management to ensure that the policy of staff retention and career development does not continue to be a casualty of non-implementation. The researcher's recommendations of accountability seem to resurface in every theme of the study but it is a necessary recommendation and has been repeatedly mentioned in other forums of similar interest.

5.6.3. Workload and staff allocations

The study revealed that there are heavy workloads and long daily queues in the Johannesburg and Emalahleni Labour Centres. In Johannesburg queues stretch onto the streets. It was revealed that these long queues are attributed to Johannesburg being a pull factor for clients from other areas ignoring their nearest LCs believing that the JHB LC provides quality service. It was revealed that the queues in Witbank are also a daily occurrence so much so that when officials arrive for work in the mornings, there are queues already forming outside the building.

It was revealed that the queues are frustrating to clients who have to wait all day long for services, resulting in expressions of frustration towards officials as they do not understand that they [officials] are busy and are have only eight hours to attend to all clients.

It was revealed that the help desks of Johannesburg and Witbank LCs are plagued with challenges of uncontrollable queues and uncooperative clients. The expectation is for clients to be directed from the help desk to the respective programmes' queue but some clients tend to walk straight to the programme queue without being directed to their detriment as they may be queuing at the wrong spot.

In Witbank, it was revealed that clients get lost and queue at wrong places inside the office wasting time when directed to queues at the right point of service for their requirements because of the small size of the office and the mix-up. It was revealed that the chaos of queues causes misunderstandings between frontline CSOs and clients and among the clients themselves.

The challenge with the DoL queues and related problems is the slow response to institute corrective measures as the National Conference on Public Service held in February 1997 identified the queue challenges. In June 2011 at the Cape Town and Bellville Labour Centres, the Portfolio Committee on a special visit found waiting queues of four to five hours for pregnant women, people with infants, disabled or the elderly besides other concomitant challenges within the DoL. And in February 2014 at the Eastern Cape and Northern Cape Labour Centre an oversight visit by the Portfolio Committee of Labour in DoL discovered similar problems. On 26 January 2015, there was a report on the DoL queues challenge in a Thusong Centre over and above the many complaints on DoL queues in the social networks and the complaints board (Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.). The DoL made an undertaking to report back in February 2015 on resolutions (Parliament, 2014).

The researcher found it difficult to believe that queue challenges identified as having existed as far back as before 2005; a time period stated by the DoL Key Informant who thought the problem is better in 2013. When in fact, according to the study participants and clients, complaints on media, and the findings of the parliamentary Portfolio oversight body, the challenges remain the same, purely, because the queues are a visible factor behind many inconspicuous systems' inherent challenges (Parliament, 2011; 2014; March, 2015; Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.). Challenges that are an indictment to the service charter that espouse that the departments must strive to "ensure shorter queues at service delivery points" (Public service charter, 2013).

A comparison with the findings of the Department of Home Affairs on similar queue challenges and the subsequent measures taken to improve the situation confirms the assertion of the researcher that the DoL management's commitment to resolve the challenge is indeed difficult to believe. As the problem persists and does not seem to be a crisis in the response of the DoL key informant (Ngidi and Dorasamy 2013). The researcher therefore believes that the DoL Head Office should revisit measures to improve the situation. For instance, the occupational social work role to provide advice on human resource job designs to replace assembly-line work and consult management on human resource policy is one option to visit (Zastrow, 2009).

The study revealed that in Johannesburg and Witbank, despite office challenges such as a lack of resources and management support and unenviable relations with Supervisors, frontline staff and Supervisors, are generally committed to their work. However, the challenges are notable causes of unnecessary absenteeism.

It was revealed that the centralisation of critical functions to Pretoria in the Johannesburg situation and Witbank provincial office in the case of the Witbank LC, compromises productivity because individuals entrusted with the tasks are not always available in the office. It was revealed that a matter can drag for four months after persistent follow-ups of 20, 30 or 40 emails with managers of the communicating official and with the recipient copied but still not responded to. The frustration of the client and official compels the official to advise clients to complain to either the Minister's office or the President's hotline, which usually result in the matter being resolved in three hours.

The researcher is of the opinion that some DoL frontline staff members' commitment to perform rises above the organisational and human constraints they work under (Bagraim, 2013). Even though literature asserts that adverse working conditions of a behavioural and physical nature are a breeding ground for negative effects on work performance, productivity and employee health (Haynes, 2008; Leblebici, 2012). The study's findings on the structural and human constraints for the DoL frontline staff to perform their duties and the associated adverse effects on productivity are supported by a series of government literature and public media quoted extensively in Chapters One, Two and Three of this study (Public Service Administration, 2007; Public Service Commission; 2005, 2008, 2009, 2010). The widely

accepted view is that improved working conditions result in increased productivity, reduced complaints and absenteeism (Haynes, 2008; Leblebici, 2012).

The findings of the study on the negative impact of centralisation to service delivery were cited in the Provincial review report, including the lack of flexibility to respond effectively to local conditions and further stating the central office seems to perceive a controlling role as opposed to enabling line functions (Provincial review report, n.d.). The adverse results of centralisation are cited as having informed even the public service procurement system to decentralise to expedite service delivery and efficiency (Ambe, 2012).

Key to the findings and concerns of the researcher is the inability of the DoL systems to build from data of complaints escalated to the Presidential Hotline and Ministerial enquiries to offset the repeated evident challenges in the direct service delivery operations, at least from the point of the DoL case study. Instead, the Presidential Hotline report on the cases escalated seem to be a business as usual casual report that capitalises on competencies of the Hotline to resolve the problem with no mention of a progressive plan to prioritise elimination of the problem of dereliction of duties in the various departments or the responsibility of accountable officials questioned (Presidential Hotline, 2014). Probably another insight to answer the questions posed, and observed in this study of why as the study observes, the challenges seem to run amok with impunity if an analysis of the complaints board is to be considered (Consumer complaints and reviews about DEPARTMENT OF LABOUR, n.d.).

The researcher is of the opinion that the strength of an inter-discipline involvement of social work in the production and operations management would assist in using the profession's knowledge of systems theory, research and organisational theory to improve the situation (Gould and Smith, 1988).

5.6.4. Operations official time and impact on productivity

The study revealed that the DoL is not compliant with the BCEA prescripts when it comes to operation times, to the dissatisfaction of officials. It was revealed that officials in the Johannesburg and Witbank LCs work through their tea, lunch and after hours without being paid overtime. In Witbank, it was revealed that the unpaid overtime extends to weekends and

during the annual leave of officials. It was also revealed that Witbank officials arrive to queues of clients waiting for services in the mornings and because there are no cut-off entry times for clients, work overlaps to the next day. It was revealed that the next day's work cannot be commenced with until the previous day's work has been completed to avoid displacement and loss of clients' documents.

The DoL oversight role on workers' rights in terms of the Basic Conditions of Employment Act 75 of 1997 seems a mockery when the DoL employees are subjected to infringement of official working hours without overtime payments. The fiscal provides for overtime payment, and the 2013/2014 DoL annual report reports on payments made in lieu of overtime. But the likelihood for DoL Head Office knowing of the aforesaid breach of the BCEA is compromised because the DoL Key Informant had attested that there are no verification systems for reports tabled by provincial offices. The researcher is of the opinion that the breach of the rights of workers to overtime payment tends toward negligent conduct by Supervisors and has found that the internal mediation recourse for DoL frontline CSOs, when their overtime labour is not compensated, is not an option because of fear of victimisation (Rycroft, 2009). The little said about the role of unions in the study seems to suggest reluctance to communicate challenges to the union shop stewards, who are equally subjected to the same mismanagement and non-compliance of policies in terms of BCEA.

The study's findings in regard to the overt uncompensated overtime result in employees' unhappiness and compromise their motivation to perform. Literature adds to the negative effect, in addition to non-financial compensation, conditions such as physical and mental health, manifesting in high blood pressure and increased risks of cardiovascular disease, diabetes, depression and psychological distress due to overtime (Beckers, Linden, Smulders, Kompier, Van Veldhoven and Yperen, 2004).

It is in this context that the researcher is of the opinion that role of mediation in occupational social work may facilitate for transparent interrogation of dereliction of DoL Supervisory personnel on the DoL's mandate to enforce compliance of the BCEA regarding its own employees. The researcher is of the opinion that the latter is feasible because the occupation social work role is not yet perceived negatively and embroiled in the adversarial relationships between labour and management (Zastrow, 2009).

5.6.5. Incentives

The study revealed skewed and flawed application of salary theories in Johannesburg and Witbank LCs. It was revealed that the recent salary upgrades for CSOs have rendered experienced and long-standing employees of the DoL CSOs whose salaries were not reviewed to be paid less than new entrants; yet experienced staff is expected to train new employees. It was revealed that the general equation is that the salary level is the same for the new and for experienced CSOs with long service. It was also revealed that the salaries of CSOs are at the same level with no consideration for the disproportionate work loads of different offices, where the office attends to 22,000 clients per month and offices that process a total of less than ten clients per day. It was also revealed that even when absenteeism is, salaries remained unchanged, failing to appreciate the added responsibility taken on by CSOs that have reported for duty. A suggestion by Supervisors is that salaries of frontline staff be upgraded, especially because Supervisors have been generally overlooked when upgrades for other sections and positions were done.

It was revealed that the performance assessments are unfairly practised; plagued with favouritisms, same people merited repeatedly each year; people whose performance is poor, showing no interest in their work and always absent. It was also revealed that the real performers feel demotivated and opt to retaliate by not showing commitment to their work so that the merited individuals should do the work. It was revealed that the CSOs recognise this sabotage to teamwork but find themselves with no other options in the face of open favouritism. The study reveals an ingrate environment to daily CSO efforts and a failure to provide daily feedback on performance, but only during the semester performance assessments which adds little to the concerns. It was revealed that CSOs generally do not seek merely monetary gain but expressions of gratitude for work well done. Instead, CSOs are met with accusations of their wrong doing and vilified when taking an extra mile of attempting to fulfil social work roles.

It was revealed that the PMSD is used to settle unjustified scores like in a case of the CSO without a password, during the semester performance assessment will be told that the CSO has not performed but has created excuses for non-performance. Some Johannesburg Supervisors admitted their shortcomings to conduct performance assessments and that the practice is wrought with favouritism. With the closure of the Johannesburg office, it was

revealed that Supervisors were instructed to allocate scores of meeting expectations for all CSOs, posing a challenge with motivation for the Supervisors did not directly supervise the CSOs as they were deployed to different offices. It was revealed that the lack of supervision of CSOs working in satellite offices is also a challenge when it comes to assessment times. It was also revealed that Supervisors' own initiatives to incentivise CSOs are limited to offers of 15 minutes extra time during lunch or half days rotated.

Basic and incentive compensation has been extensively discussed in Chapter Two over and above the repeated 214 findings of the Public Service Commission fact sheet that the performance management system and development (PMSD) continues to pose challenges. According to the Commission's fact sheet findings, departments' application of the PMSD is a formality to comply not a tool it is intended for. For instance, the performance measurement has no standards and specifics, it assesses relationships instead of performance. Challenges in compliance with the PMSD are caused by employers in some instances and in others are caused by employees; assessments are done once a year in some instances quarterly in some bi-annually. There is no cooperation between Supervisors and subordinates during assessment; employees refuse to cooperate with the implementation of remedial action when Supervisors identify weaknesses in their performance. Supervisors fail to take disciplinary action; employees have a culture of entitlement so much so that even when undeserving, they generally have an expectation to be awarded performance merits, especially if they were awarded merits previously. Performance is not monitored continuously, managers fail to take responsibility of PMSD instead see it as an HRM department exercise; moderation committees work on unclear terms of reference and tend to make unilateral reduction of employee scores to stay within budgets, leading to grievances; disputes are left unattended for some time until employees lodge grievances (Public Service Commission, 2014). This list is not by any means new but almost every item has in the past been pointed out in many Public Service Commission reports.

It is in the above context that the researcher believes that a new approach to identification of challenges and the mobilisation of corrective measures that include individual department's internal stakeholders may actually help in resolving the issues. The researcher is of the view that the social work theories of human behaviour and the social environment, organisational theory, communication skills, needs assessments, planning and evaluation should be explored by the DoL.

5.6.6. Training and development of CSOs and Supervisors

The study revealed that there was no clarity on training criteria and trainings available to assist frontline staff to position themselves for potential training.

The study revealed that there is no clear and structured time-frame plan for the orientation and training of new employees. It was revealed that some were orientated after three months others after five. It was revealed that the absence of manuals or policies issued during orientation other than the presentation of the different programmes of the DoL is of equal concern. It was revealed that new employees are immediately put through an on-the-job training conducted by experienced CSOs with no manual to refer to as information is passed by word-of-mouth.

It was revealed that Policy prescribes that training be need-based according to the officials performance development plans (PDPs) and nominations by immediate Supervisors if they identify a need. However, it was revealed that Supervisors were said to dominate the selection, nomination and to the exclusion of trainees with no regard to individual PDPs at the expense of a CSOs' self-identified needs. Training for technical knowledge of most employees with long service in the employ of the DoL was found wanting.

The study revealed that the Supervisors' training was equally inconsistent, unstructured and not outcome based. One Johannesburg Supervisor revealed that they were not trained at all, was just put in the position and left to fend for him/herself. Some Johannesburg and Witbank Supervisors revealed that the training they received had not equipped them for supervisory duties. While it was revealed that a few Johannesburg and Witbank Supervisors who believed they were well equipped to supervise as a result of the training DoL exposed them to.

It was revealed that almost all CSOs in Johannesburg and Witbank believed that Supervisors needed to be trained in professional behaviour, leadership, management of people and technical skills.

5.6.7. Training on Batho Pele principles

The study revealed that the principles of Batho Pele are not applied appropriately in the Johannesburg and Witbank LCs. If anything, the practical violation and breach of the Batho Pele principles are ethical dilemmas for the Johannesburg Labour Centre CSOs, who are caught between adhering to the principles and the fury of Supervisors who are accusing them of playing church, social work or being counsellors which is not what they are employed for.

It was revealed that when clients complain about an official, the disposition of management is to side with clients without first establishing the merits of the case. In Witbank it was revealed that the application of Batho Pele is not scorned at or spoken about or openly encouraged and or discouraged. However, the performance of CSOs is measured through their individual daily statistics, which has implications on the quality of time spent with clients.

The Public Service Commission report confirmed that there is lack of training opportunities for members of the public service managers and that there is a need to train them "to enable them to fulfil their managerial obligations and responsibilities in respect of conditions of service, and the management of leave" (Public Service Commission, n.d). The lack of training and establishment of Batho Pele structures within individual government departments were extensively discussed in Chapter Two based on the findings of the 2013/2014 Department of Public Service and Administration and the 2012 Public Service Commission (Department of Public Service and Administration, 2013/2014; Public Service Commission, 2012).

The DoL Key Informant confirmed that success of an administration does not only depend on the strategic directions or the availability of appropriate resources, but also on the capacity of Supervisors to supervise and the subordinates to agree to be managed. Literature also supports the indispensable need for management training so much so that according to Baldwin and Padgett (1993 cited in Muchinsky et al., 1998), an estimation of about 90% of global organisations engage in training their managers. The key areas of focus to the successful performance of management jobs are personal skills like the development of self-awareness, managing stress, creative problem solving, and interpersonal skills, that have to

do with communicating supportively, motivating others and managing others (Whetten and Cameron 1991 cited in Muchinsky et al., 1998).

In terms of the study, to work in the DoL, frontline staff needed a combination of practical and theoretical skills that they often cannot learn through formal education. The researcher is in agreement with participants that structured needs-based training courses may be designed and carried out by the DoL's own employees, internal experts or external experts. An important aspect in building the right competence, according to the researcher and the findings of the study, is to begin with an audit of the different employees' areas of interest and what they are good at. Therefore, the researcher believes that training should be able to modify staff's attitude and assist in the skills staff gain, which can only be seen in frontline staff's work. The training, according to the researcher, needs to be monitored so that if work skills have not improved, then the training needs to be revisited, accompanied by other interventions of job-person fit placements, among others. The researcher agrees with suggestions made by participants that the knowledge frontline staff gain through training should not be exclusively theirs but must be transferred to others.

Fundamental in the training programme, the researcher is of the opinion that the social work services could provide training and consultation to Supervisors to assist them in maintaining a healthy relationship with subordinates. The focus of job performance as opposed to energy spent on frustrations can be facilitated through support groups (Gould and Smith, 1988).

The researcher believes that the on-going education and training of the organisational community about the wide range of social work services and activities is important to ensure that the values of social work have the desired impact on the social change and organisational justice spectre (Gould and Smith, 1988; Maiden, 2001).

5.6.8. Grievance procedure

The study revealed that the DoL has a grievance procedure system in place. According to the DoL key informant, the grievance procedure helps to inform management if there are conflicts or disputes among Supervisors and their subordinates. The DoL Informant revealed

that in general, the number of grievances lodged may be three or four grievances per month out of a staff complement of 6,700 country-wide.

However, the Public Service Commission fact sheet on grievances resolution of 2012/2013 reported that grievances in the DoL were 216 (Public Service Commission, 2014). The discrepancy compared to the DoL Key Informant's response to this study is a staggering average of 168, which poses a concern of the accuracy of the number reported to the Commission by the DoL. Worse, the number according to the Commission's report is accumulating from 66 grievances in the 2010/2011 period, then an increase to 138 in 2011/2012 then the already mentioned increase in the subsequent year. The findings of the Commission cited dissatisfaction relating to performance assessment as the most prevalent, unfair treatment, rated the second highest with 1908 cases reported, an increase of 28% and dissatisfaction relating to salary problems rates (Public Service Commission, 2014). The latter break down of the causes was collective therefore, cannot necessarily be attributed to DoL performance grievances.

Notwithstanding, the findings of the study were that frontline staff were scared of victimisation and therefore are reluctant to use the grievance procedure as a recourse to their situations and it was evident from the DoL Key Informant that unless employees approached the DoL, there were no other systems available for DoL to know about aggrieved employees. It is in above context that the researcher believes that, an occupational social work intervention is likely to facilitate the process in an amicable approach that would encourage corrective measures as opposed to punitive solutions. The theories of human behaviour and environment as well as the communication skills of occupational social work could be put in use to help find solutions (Gould and Smith, 1998; Maiden, 2001).

5.7. SUPERVISION

It was revealed that Supervision in Johannesburg and Witbank Labour Centres experience challenges in interpersonal, work, and environmental related approaches particularly in Johannesburg.

5.7.1. Privacy and confidentiality

The study revealed that in the Johannesburg and in few instances in Witbank LCs privacy and confidentiality when reprimanding CSOs and or clients is not upheld. In Johannesburg, particularly in the UI section, and in Witbank, it was revealed that Supervisors tended to reprimand CSOs in front of clients and other colleagues. I was revealed that CSOs in Johannesburg are screamed and shouted at; belittled; spoken down to; humiliated, disrespected and insulted. This was construed as an abuse of the power delegated to Supervisors. The Supervisors are said to flaunt their superiority and or authority and threaten to dismiss CSOs in front of clients and colleagues. It was revealed that the above behaviour causes unintended absenteeism when a CSO has to choose between reporting for duty when feeling slightly under the weather and considerations of the hostile supervision.

In Witbank it was revealed that the practice of talking down to CSOs when it happens extends to clients who also get insulted. It was also revealed that most CSOs spoke of an environment where they are called aside or notes are written and handed to them if there are corrections to be attended to.

5.7.2. Discrimination

The study revealed frontline staff in Johannesburg who felt discriminated and hindered to perform their duties for fear of possible label of being racist and or overlooked for promotion because of race.

5.7.3. Supervisory

The study revealed mixed opinions of supervisory in Johannesburg and Witbank LCs. There were few CSOs in Johannesburg and many in Witbank who felt that they were supervised adequately. Views of inadequate and incompetent supervision in the Johannesburg and Witbank LCs were expressed, but in the main views of supervisory maladministration were expressed by the Johannesburg Supervisors and CSOs.

Some Johannesburg Supervisors admitted that they were not equipped for the job of supervision. In general, some Supervisors were of the opinion that they operated in a non-punitive environment and have limited powers to discipline known unruly behaviour of subordinates.

The area of competence of Supervisors in Johannesburg and Witbank drew mixed responses of Supervisors who were very good in their work. However, it was revealed that the competence in most instances was not holistic but subject dominated, as a Supervisor may be strong in the UI programme yet found wanting in IES and other programmes yet the functions of frontline are integrated.
Because of the Supervisors' lack of all-round programme knowledge, it was revealed that Supervisors tend to work differently, disagree and fight among themselves, which leaves CSOs not knowing how to perform their duties. It was revealed that some Supervisors tend to apply favouritism, have unequal standards on treatment and target individuals who seem like a 'walk over.'

Some Johannesburg CSOs expressed views allegedly guaranteed to be supported by their colleagues, that in a 20:80 ratio, only the 20 would confirm supervision support and the 80 would be on the negative. It was said Supervisors are trivial; tend to monitor people's personal movements as opposed to the actual work that they neglect. There was also a view that Supervisors fail to support CSOs on their studies because of the Supervisors' indifference to education because they were promoted on work experience and long service as opposed to academic qualifications.

The Public Service Commission cited unfair treatment as the second highest among others, that staff lodge grievances in government departments (Public Service Commission, 2014). According to the 22nd Annual labour law conference, definitions and explanations of workplace bullying and/or emotional abuse and work rage cited deliberate withholding of work-related information and/or providing incorrect or inaccurate information; deliberate insults and ridicule of subordinates; raising of Supervisors' voices when annoyed with junior staff; criticism of subordinates in the presence of clients and colleagues that causes employees to dissolve into tears or walk away when confronted by them. The above definitions suggest that the experiences of the DoL CSOs in the study findings are a legal infringement tantamount to unfair labour practices. According to the labour law conference,

workplace bullying behaviour that induces fear of harm for employees, is linked to feelings of demeaning, humiliation and hostile and intimidating environment that induces submission with threats of adverse consequences; incompetence and inadequacy and a sense of alienation; anxiety for termination of recognition and therefore, potential promotions; job insecurity that feelings of depression (Rycroft, 2009). Even though there are bases for a legal recourse available for DoL frontline staff, the findings made it clear that for fear of victimisation, the legal route is hardly embarked on. The EAP option was also rejected by frontline staff who in their own suggestions felt social work services may assist with counselling and mediation (Lombard, 1992 cited in Maribe, 2006). The study believes occupational social work services for the DoL are indeed an indispensable necessity given the many roles that it can facilitate as propagated by Weil and Gamble (1995) and mediation (Lombard, 1992 cited in Maribe, 2006). Meaning the current EAP programme in DoL need to be strengthened and capacitated through the broadening of the mandate to allow the flexible role of occupational social work to function unhindered. As a matter of fact, Maiden (2001) also recognises the potential of a fallout employees may experience with an organisation's human resource and espouse occupational social work to assume the role of labour relations dispute mediation.

The issues of visibility and accessibility of the occupational social services are inherently fundamental in the utilisation of the social work services for the benefit of the symbiotic relationship of the organisation community. Within this context, the researcher is convinced that the occupational social work mandate and value system expressed through the National Association of Social Work code of ethics shall be a preferred option to facilitate its obligation to improve the quality of life of the organisation community (Gould and Smith, 1988; Maiden, 2001).

The organisational costs of absenteeism in the workplace equate to decreased productivity and adverse effects on morale and organisational finances. Literature cites bulling and harassment, where workers call in sick to avoid the situation; heavy workloads and feelings of being unappreciated resulting to low morale; overtime fatigue and disengagement from work commitment due to lack of motivation as some of the causes of absenteeism (Drexler, 2013). The employees subjected to poor or weak work leaderships tend to experience low job satisfaction and poor morale and absenteeism. A number of managers claim that medical certificates are in many instances questionable (Public Service Commission, n.d.)

The social work expertise to promote improvement in human relations using the human behaviour and social systems as well as the principles of human rights and social justice are fundamental interventions to assist the DoL impasse (Lymbery and Postle, 2007). Literature purport that confidentiality is not an absolute. It advocates that occupational social work service users be assured of responsible use of information confided to the profession and will be guarded against misuse (Gould and Smith, 1998). Therefore, the researcher is of the opinion that an awareness of the code of conduct of occupational social work and obligations may help to facilitate research that is without fear or favour in the area of promotion of common good (Gould and Smith, 1988).

5.7.4. Client Service Officers (CSOs)

It was revealed that some Supervisors in Johannesburg and Witbank admit that they are not able to curtail undesirable CSO behaviour because they lack leadership qualities and have no faith in the system because even the Labour Centre head is aware of the situation and does nothing.

It was revealed that in the Johannesburg LC the conduct of CSO late coming and absence from work stations during working hours, rudeness and inattentiveness towards clients as well as abuse of work resources is not reined in by some Supervisors. It was also revealed that there are high levels of absenteeism in Johannesburg and Witbank and suspicious trends of sick leave unaccompanied by medical certificates in Johannesburg

Literature supports the above-mentioned experiences of Supervisors as one of the causes of Supervisors' undertraining. The unabated absence from the work stations of employees without permission; taking of extended tea, lunch breaks and attending to private business during working hours, including internet browsing of non-work sites impacts negatively on organisational running costs and work ethics. Yet, the onus of recording timekeeping and invoking disciplinary procedures as prescribed in organisational policies is the direct responsibility of line management to protect the organisation even from abuse of benefits like sick leave (Munro, 2007).

The Public Service Commission findings confirm that with issues of misconduct relating to leave, in most instances there are no substantive disciplinary steps taken because managers cite disciplinary procedures to be too cumbersome and time consuming. Therefore, there is abuse of sick leave sometimes not accompanied by medical certificates and that "there is a level of apathy in dealing with the abuse of sick leave"; taking of leave without prior notification and not adhering to official working hours. The report cited ignorance of old and new, amended prescripts, memoranda and circular minutes by some officials, including some managers; administrative incompetence with mistakes of incomplete and errors on leave records and lack of awareness of what instruments to use to monitor absenteeism and lack of departmental policies to supplement the national leave policy. It also cited backlog of 12 months in the capturing and filling of leave forms because personnel responsible are not fully trained and sections' leave forms are not always submitted to HR. In one department the Commission found that a messenger was caught selling recommended application for leave forms back to officials which averted capturing of the leave in the system; that leave plans are redundant, not adhered to because most officials tend to take unscheduled leave during school vacations, before and after public holidays (Public Service Commission, n.d).

However, literature cautions that absenteeism is a difficult challenge to manage in the face of determining legitimate and poor excuses for missing work (Forbes, 2013). Nevertheless, it is without doubt that the study findings indicate a direct dereliction on the part of DoL Supervisors; an area that even the Public Commission Service fact sheet report mentions as widespread in government departments (Public Service Commission, 2014). The researcher's and frontline staff's and the Public Service Commission recommendations that Supervisors be trained are indeed a valid observation. However, the research proposes for extended interventions or direct involvement of occupational social work services to bring the other necessary helping roles that would assist beyond the administrative and technical functions Supervisors are expected to administer as espoused by Weil and Gamble (1995) and mediation (Lombard, 1992 cited in Maribe, 2006).

5.7.5. Internal communication forum

The study revealed that there were no known or available internal forums to communicate inefficiencies in the system if and when the immediate line management were unable to

attend to them. Perceptions of the frontline participant of the study are that the DoL senior management, DG and Minister's consultation with staff is a superficial exercise; a mere formality without genuine commitment to engage employees and decisions of any matters involving employees are taken in their absence.

The study revealed that the DoL work environment is rife with fear of victimisation so much that systems in place to facilitate unlocking glitches of work and interpersonal relations are redundant. The Public Service Round Table findings attest to the above as it is said that the Human Resource component in government departments are equally bullied and unable to function effectively (Public Service Commission, 2009). The unions that DoL staff pay monthly subscriptions to seem not an attractive option to intervene or to help escalate issues of concerns to management. Other DoL-systems such as line management and protocol escalation of issues have proven to fail, and EAP is narrow in its interventions and sometimes undermined; last, the grievance procedure is avoided as discussed in the above sections.

In the light of the above, the researcher therefore believes that the DoL may have to consider a structured helping profession of occupational social work interventions with neutral approach expertise. The latter may help to facilitate an accurate diagnosis and the enablement of other structures, including the activism of staff in their quest for corrective measures already suggested in the preceding sections to see the light of the day.

5.8. REMEDIAL ACTIONS

The participants of the study from the Johannesburg and Witbank Labour Centres suggested a number of remedial actions. One was the placement of suggestion boxes, a system to enable staff to input ideas free of fear, favour and victimisation.

In addition, that the DoL to put in place outcome-based training to improve staff competence on technical knowledge, as well as the structure of training new and experienced employees within reasonable time frames.

The rest of the suggestions included that the DoL undertake outreach awareness programmes to inform the public about the DoL services. Install glass protection barricades in cubicles to

protect officials from potential physical assault and for precautionary health measures. Adopt a bank's or the SARS queue management systems. Employ social work services in the DoL structure to attend to clients and frontline staff. Incept an efficient use of sms technology to update clients about their applications; amend policy on UI, IES and PES to be aligned to clients' needs; decentralise services and review operations times and the management thereof.

The study revealed the potential for improvement of the glitches and the willingness to cooperate by the CSOs and Supervisors. Evidently there is a vacuum in the DoL leadership or dereliction issues if such fertile ground for change is not explored to the benefit of DoL clients, staff and the organisation itself; a concern revisited repeatedly by the Public Service Commission through research and round-table discussions yet recommendations are ignored (Public Service Commission, 2005; 2007; 2009; 2010; 2011; 2014). In fact, the DoL Key Informant was very clear that the oversight role of Head Office is reduced to an administrative exercise of receiving monthly reports as the only means of DoL Head Office to inform themselves of the status of the DoL service delivery operations.

The study has revealed that the discussion papers of the Public Service Administration are on point about involving all stakeholders in building structures of smooth service delivery as evident in the DoL frontline staff (Public Service Administration). Therefore, it is the researcher's opinion that the oversight role of all overseers, including politicians, bureaucrats and administrators need to be strengthened if improvement in service delivery according to requirements and standards is to be realised. More so, the social work knowledge on human behaviour and social environment could be consolidated in the marketing of the DoL services to members of the public as well as the internal corrective measures (Gould and Smith, 1988).

5.9. ORGANISATIONAL CULTURE

The Organisational culture in terms of morale, attitude and motivation of the Johannesburg LC in particular revealed challenges. In Witbank, it was revealed that other than the material and technical needs for frontline staff, the culture seemed tolerable.

5.9.1. Morale and attitude

The study revealed that the Johannesburg LC frontline staff, CSOs and Supervisors' morale is low and have a negative attitude towards their work, their colleagues, in terms of CSO Supervisor relations and the DoL. It was revealed that the above impact negatively on clients and stimulates anger of some CSOs that may lead to resort to violence against Supervisors.

It was revealed that most of the Johannesburg Labour Centre CSOs are constantly stressed and are not happy at work; as a result, some CSOs encourage and uplift themselves through their Christian beliefs. It was also revealed that the stressful environment CSOs experience is exacerbated by the dire socio-economic state of the clients.

In Witbank, it was revealed that most CSOs have a positive attitude and high morale, the only challenge is the lack of resources and inaccurate information that makes it difficult to help clients. The Supervisors expressed a general negative attitude and low morale.

5.9.2. Motivation

The study revealed that the motivation of the Johannesburg and Witbank LC frontline staff is low because of the physical work conditions and interpersonal challenges between CSOs and Supervisors. It was also found that Supervisors are not officially trained to motivate subordinates but use intuition and inborn abilities and modelled learning to motivate staff. The demotivating factors cited were the ill-treatment of CSOs by their Supervisors; unfair application of the performance merit systems; unfair application of the nomination for training; precarious and lack of training for technical skills; lack of material and emotional resources and the absence of a legitimate recourse. Therefore, the office environment situation encourages high absenteeism.

5.10. EMPLOYEE ASSISTANCE SERVICES

The study revealed that the calibre of DoL clients is that of vulnerable, unemployed, sick and guardians of the orphaned who depend on UI benefits who generally approach the office in a hysterical and distraught condition, which emotionally affects frontline officials.

5.10.1. Distraught clients

It was revealed that most of the Johannesburg and Witbank LC CSOs are not trained in counselling clients but they feel compassion to listen to clients and use their own discretion to show empathy and calm and give hope to distraught clients. It was also found that most of the Johannesburg and Witbank CSOs do not refer clients to the Department of Social Services but there are a few who advise for same although they do not follow-up.

It was revealed that the Johannesburg LC CSOs incur abuse of tongue-lashing and are publicly scolded by some of their Supervisors when they comfort and calm clients who break down during consultation. It was revealed that the practice of comforting and briefly counselling clients is not frowned upon in Witbank but it is not encouraged either.

It was revealed that the counselling of distraught clients in Johannesburg and Witbank LCs is a daily occurrence yet it is not officially reported on like the rest of work done at frontline. It was revealed that counselling of clients in Johannesburg LC is an ethical dilemma for CSOs given that they are caught between the Batho Pele obligations, therefore, comfort distraught clients and Supervisors not accommodating. Some CSOs in Johannesburg believe Supervisors are pretentious in their ignorance of the situation whereas they were once CSOs and are very much aware of the burden put on CSOs by the situation.

It was revealed that Supervisors are aware that some DoL clients break down during consultation and have witnessed it but they themselves, when confronted by such clients, they refer them to female managers whom they believe can manage emotional clients. Some Supervisors calm them down, some caution against and disapprove of CSOs even entertaining distraught clients.

Supervisors acknowledged that most CSOs are incompetent and untrained to handle or manage distraught clients. In fact, it was revealed that some inexperienced CSOs are said to even join the crying clients and cry along, which is not acceptable because clients are dependent on CSOs for help.

It is inevitable that the DoL clients including the frontline staff express emotion of one kind or another given the environment the community operate in (Gray, 2012). The involvement of occupational social work expertise of clinical counselling will without doubt, helps ease the existing emotional tensions in a calculated and skilled method (Gould and Smith, 1988; Maiden, 2001).

5.10.2. Social work services

The study revealed that almost all Johannesburg and Witbank frontline participants were of the opinion that DoL needed to have in-house social work services for clients and officials who need counselling on personal and work-related matters. It was revealed that currently the counselling role is left to chance, and Supervisors as well as CSOs find themselves in the role as colleagues and subordinates as well as clients confide personal issues that need counselling. It was also revealed that most of the frontline staff admitted that they were not trained to conduct counselling but the situation compelled them to do so.

It was revealed that the current EAP within the DoL is seen to be ineffective, inaccessible and not visible and staff believes access to professional help through the medical aid benefits will not suffice because of the remote location and ignorance of the immediate situation.

The researcher has observed and is of the opinion that the conduct of the frontline staff of the DoL demonstrated ethical challenges and assumed that motivation may assist to modify the behaviour. The study revealed that indeed motivation of frontline staff is a complete abdication of responsibility by the line management, including the motivation of the Supervisors of the CSOs. The subsequent discoveries of the state of the DoL frontline working conditions in terms of physical and behavioural experiences are without doubt, an environment that needs interventions from an administrative to interrelations perspectives. The seemingly required help of occupational social work services for clients and frontline staff cannot be underestimated. It is therefore, the researcher's opinion that further in-depth research be undertaken into areas highlighted in the study to allow for remedial processes to be implemented.

Fundamental in the advantages of an in-house occupational social work unit in the DoL are benefits of working across the micro-messo-macro continuum, increasing participation in decision making, empowering vulnerable groups, promoting economic development among the employees, generating meaningful work and mobilising a conducive working environment (Van Breda, 2009). The latter could also lead to "employment retention and increased job satisfaction... increased pay and a reduction in poverty among welfare recipients (Maiden, 2013).

Objective 3: Ascertain what resources will contribute to improving performance of frontline DoL employees according to standards and requirements.

It was revealed that top on the list is capacitation of employees on work knowledge and ethical conduct to enable staff to be respectful, courteous and considerate among themselves and towards clients. It was also revealed that new staff members be put through structured induction and training programme timeously. The study found that there was a need that DoL improve on allocation of tools of trade and align policy with clients' realities that are beyond South Africans' control.

Objective 4: Explore what support will contribute to improving service delivery according to standards and requirements by frontline DoL employees.

The study found that the DoL frontline staff would appreciate support in the form of an internal communication forum to input the daily experiences and realities of DoL frontline staff and DoL clients. Second, to give the DoL frontline staff members the opportunity to share their ideas of corrective measures with the DoL management and be continuously informed of workflow and work-related new developments. Third, for the DoL frontline staff, in particular the CSOs, to have direction on what or how to attend to distraught clients, as the distraught clients matter is currently arbitrarily attended to and partly a cause of conflicts and tensions with DoL management. Last, the DoL to provide support for frontline staff in the form of counselling because of the periodical traumatic experiences frontline staff encounter in direct interaction with DoL clients; the profile of whom can be summed up as vulnerable, existing within difficult socio-economic conditions.

Objective 5: Understand what rewards and incentives will contribute to improving service delivery according to standards and requirements by frontline DoL employees.

First, the study found with regard to remuneration that there were two remuneration scale contradictions in the frontline CSOs position. The first one is that frontline CSOs are remunerated differently even though the CSOs are deployed in the same responsibilities and perform the same duties. Second, is that in some cases, new frontline CSO appointees are remunerated on a new and upgraded salary scale while some experienced frontline CSO counterparts remain on the old low salary level. In the case of Supervisors, the study found that the Supervisors have not had a salary upgrade for some time.

Thirdly, the performance management system, according to the findings, is abused against CSOs as a power and control instrument and for favours. Fourthly, the study found the absence of a structured and focused motivation programme for the CSO and Supervisors. The fifth finding is that Supervisors are not trained on how to motivate staff and where an attempt is made, the Supervisor uses his/her own non-scientific methods of staff motivation. The sixth finding on motivation of staff is that in some instances, some Supervisors are the source of staff's demotivation and low morale. The research therefore, proposes redress in all areas of the findings to help in the contribution to improve on CSOs and Supervisors rewards and incentive systems.

5.11. RECOMMENDATIONS

The section on remedial action according to the study findings dealt extensively with frontline staff proposed corrective measures to all findings of impediments of DoL frontline staff, from delivering services according to standards and requirements. The DoL frontline staff corrective suggestion list is long however the core for service delivery to improve was summed up in the need for DoL frontline staff to go for training on technical or work knowledge, ethics and people's skills. The research could not agree more, as the research was premised on the fact that the Employment Equity Act in the attempt to redress racial segregation and or discrimination injustices of the past in South Africa, attracted unintended results. That the DoL staffing of individuals without formal management training at frontline is cause for supervision weakness in the system, and therefore, compromised service

delivery. The research plan was only focused on enhancement of supervisory skills through an Employee Assistance Programme (EAP) structured motivational training.

However, the findings demonstrated another weakness in the DoL frontline work; that of distraught clients and the conflict exuding between CSOs and Supervisors. The DoL clients, the very reason for the Department of Labour's existence, were not considered outside the rhetoric of service delivery in terms of queues and access to services of the mandate of the DoL. The researcher was oblivious of the possible emotional fragile state of DoL clients and the incapacity of DoL frontline staff to attend to the emotional angle of clients. The researcher was not aware that the DoL either ignores or neglects the attention distraught clients need, hence no system is in place on how to deal with such clients, let alone the emotional trauma and burden that CSOs carry with no recourse for self-healing.

The researcher also stumbled into a health hazard risk in the form of CSOs in direct physical contact with clients who are ill. A situation that is handled with caution in a health environment, yet CSOs do not take that precaution and protection and or a customised education and awareness of what does it mean for them to work in direct physical contact with ill DoL clients.

The researcher by default was let into a world of destitute DoL clients confronted by policies that expose vulnerable clients to possible exclusion from the social security benefits because of criteria that are beyond their control or the subjection of vulnerable workers to secondary assaults by employers.

According to Maiden (2001), the role of occupational social work's broad vision is topical in literature given the systems approach to assessment and intervention usage. Without hesitation, the researcher is of the opinion that all matters raised above need to be researched further, in the context of occupational social work as social change agents with a view to finding lasting remedies (Maiden, 2001; Lymbery and Postle, 2007).

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Appendix A

Challenges with Service Delivery in the Public Sector:
A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

PARTICIPANT INFORMATION SHEET FOR INDIVIDUAL INTERVIEWS

Good day,
My name is Nonkululeko Innocentia Mazibuko-Madalani, an employee at the Department of Labour (DoL) Gauteng Province. I am currently registered for the degree Master of Arts in Social Work by Research at the University of the Witwatersrand. As part of the requirements for the degree, I am conducting research to explore what factors contribute to and also impede frontline staff of DoL in delivering client services in accordance with standards and requirements and what will contribute to the improvement of service delivery by frontline staff of DoL.

I therefore wish to invite you to participate in my study. Your participation is entirely voluntary and refusal to participate will not be held against you in any way. You will not receive remuneration for your participation in the study.. It is a qualitative study with two separate phases. My request is that you participate in the first phase of the study which will be a semi-structured individual interview that will last for approximately forty five minutes to an hour. This process shall inform the second phase of the study which will be focus groups. If you agree to take part, I shall arrange to meet with you at a place and time that is suitable for you. You may withdraw from the study at any time and you may also refuse to answer any questions that you feel uncomfortable with answering.

With your permission, the interview will be tape-recorded. No one other than my research supervisor will have access to the tapes. The tapes and interview schedules will be kept in a secure place for two years following any publications or for six years if no publications emanate from the study, where after both the tapes and interview schedules will be destroyed. Please be assured that your name and other personal details will be kept confidential and no identifying information will be included in the final research report. I would also like to

assure bring to your attention that your participation in the study will not be a risk in terms of job loss or any other institutional actions.

Please feel free to ask any questions regarding the study. You may contact me on (011) 853-0346/ 079 962 1700 or my research supervisor, Dr Edmarie Pretorius, on (011) 717-4476. We shall answer your questions to the best of our ability. Should you wish to receive a summary of the results of the study; an abstract will be made available on request.

Thank you for taking the time to consider participating in the study.

Yours sincerely

_____

Nonkululeko Innocential Mazibuko-Madalani

Appendix B

Challenges with Service Delivery in the Public Sector:
A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

PARTICIPANT INFORMATION SHEET FOR FOCUS GROUPS

My name is Nonkululeko Innocentia Mazibuko-Madalani, an employee at the Department of Labour (DoL) Gauteng Province. I am currently registered for the degree Master of Arts in Social Work by Research at the University of the Witwatersrand. As part of the requirements for the degree, I am conducting research to explore what factors are contribute to and also impeding frontline staff of DoL in delivering client services in accordance with standards and requirements and what will contribute to the improvement of service delivery by frontline staff of DoL.

I therefore wish to invite you to participate in my study. Your participation is entirely voluntary and refusal to participate will not be held against you in any way. You will not receive remuneration for your participation in the study. It is a qualitative study with two separate phases. My request is that you participate in the second phase of the study. The group will consist of five frontline Client Service Officers (CSOs) of your Labour Centre. There will be two semi-structured focus groups that will last for approximately forty five minutes to an hour. If you agree to take part, I shall arrange to meet with you at a place and time that is suitable for you. You may withdraw from the study at any time and you may also refuse to answer any questions that you feel uncomfortable with answering. You may withdraw from the study at any time and you may also refuse to answer any questions that you feel uncomfortable with answering.

With your permission, the focus group discussion will be tape-recorded. No one other than my research supervisor will have access to the tapes. The tapes and focus group discussion notes will be kept in a secure place for two years following any publications or for six years if no publications emanate from the study, where after both the tapes and focus group discussion notes will be destroyed. Please be assured that your name and other personal details will be kept confidential and no identifying information will be included in the final

research report. I would also like to assure bring to your attention that your participation in the study will not be a risk in terms of job loss or any other institutional actions.

Please feel free to ask any questions regarding the study. You may contact me on (011) 853-0346/ 079 962 1700 or my research supervisor, Dr Edmarie Pretorius, on (011) 717-4476. We shall answer your questions to the best of our ability. Should you wish to receive a summary of the results of the study; an abstract will be made available on request.

Thank you for taking the time to consider participating in the study.

Yours sincerely

_____

Nonkululeko Innocential Mazibuko-Madalani

Appendix C

Challenges with Service Delivery in the Public Sector:

A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

CONSENT FORM FOR PARTICIPATION IN THE STUDY

I hereby consent to participate in the research project. I understand that I shall not be incentivised/ rewarded and/or remunerated for my participation in the research project. The purpose and procedures of the study have been explained to me. I understand that my participation is voluntary and that I may refuse to answer any particular items or withdraw from the study any time without any negative consequences. I understand that my responses will be kept confidential.

Name of Participant:_____

Signature:_____

Date: _____

Appendix D

Challenges with Service Delivery in the Public Sector:

A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

CONSENT FORM FOR AUDIO-TAPING OF THE INDIVIDUAL INTERVIEW

I hereby consent to the tape-recording of the interview. I understand that my confidentiality will be maintained at all times and that the tapes will be kept in a secure place until destroyed two years after any publication arising from the study or six years after completion of the study if there are no publications.

Name of Participant:_____

Signature:_____

Date: _____

Appendix E

Challenges with Service Delivery in the Public Sector:
A case study between LabourCentres in Johannesburg and Emalahleni (Witbank)

CONSENT FORM FOR AUDIO-TAPING OF THE FOCUS GROUP DISCUSSION

I hereby consent to the tape-recording of the interview. Although confidentiality and anonymity are important considerations in research, I do understand that a focus group discussion as a method of data collection do not necessarily allow for my anonymity and confidentiality to be strictly guaranteed. I also understand that the tapes will be kept in a secure place until destroyed two years after any publication arising from the study or six years after completion of the study if there are not publications.

Name of Participant:_____

Signature:_____

Date: _____

Appendix F

Challenges with Service Delivery in the Public Sector:

A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

SEMI-STRUCTURED INTERVIEW SCHEDULE FOR CLIENT SERVICE OFFICERS (CSOs) PARTICIPANTS OF THE DEPARTMENT OF LABOUR

DEMOGRAFIC INFORMATION

1. Gender:

Male	1
Female	2

2. In which age group do you fall?

24 years or younger	0
25-34 years	1
35-44 years	2
45-54 years	3
55-60 years or older	4

3. At which Labour Centre are you working?

Johannesburg	1
Witbank	2

4. How long have you been working for the Department of Labour?

Less than 2 years	1
2 – 4 years	2
5 – 7 years	3
8 – 10 years	4
More than 10 Years	5

5. What is your highest formal qualification?

Std 10/Grade 12 plus Degree and Post-degree	1
Std 10/Grade 12 plus Diploma and Post-degree	2
Std 10/Grade 12 plus degree(s)	3
Std 10/Grade 12 plus diploma(s)	4
Std 10/Grade 12 plus certificate	5
Std 10/Grade 12 or equivalent	6
Std 8-9 (Grade 10–Grade 11) or equivalent	7
Std 6-7 (Grade 8-Grade 9)	8
Std 5 (or lower)	9

6. What is your understanding of your job qualifications and requirements?

7. How would you describe your working conditions?

8. What is your understanding of effective and efficient service delivery?

9. How would you describe your attitude towards your work?

10. Share with me your experiences and thoughts about the training you have received at the department to ensure that you are able to perform your job excellently and in accordance with the Batho Pele Principles?

11. What factors make your job easy and what are the challenges?

Appendix G

Challenges with Service Delivery in the Public Sector:

A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

SEMI-STRUCTURED INTERVIEW SCHEDULE FOR SUPERVISOR PARTICIPANTS OF THE DEPARTMENT OF LABOUR

DEMOGRAFIC INFORMATION

1. Gender:

Male	1
Female	2

2. In which age group do you fall?

24 years or younger	0
25-34 years	1
35-44 years	2
45-54 years	3
55-60 years or older	4

3. At which Labour Centre are you working?

Johannesburg	1
Witbank	2

4. How long have you been working for the Department of Labour?

Less than 2 years	1
2 – 4 years	2
5 – 7 years	3
8 – 10 years	4
More than 10 Years	5

5. What is your highest formal qualification?

Std 10/Grade 12 plus Degree and Post-degree	1
Std 10/Grade 12 plus Diploma and Post-degree	2
Std 10/Grade 12 plus degree(s)	3
Std 10/Grade 12 plus diploma(s)	4
Std 10/Grade 12 plus certificate	5
Std 10/Grade 12 or equivalent	6
Std 8-9 (Grade 10–Grade 11) or equivalent	7
Std 6-7 (Grade 8-Grade 9)	8
Std 5 (or lower)	9

6. What is your understanding of your role as Supervisor?

7. Describe your attitude towards your work?

8. How would you describe your relations and interactions with clients, sub-ordinatesand management?

9. Which aspects of your work are you satisfied with?

10. Which aspects of your work are you dissatisfied with?

11. What are your views about the **quality of the service** that you **personally** render to the public?

12. What are your views on the way you as an employee are taken care of and managed by the DoL?

13. If you were in charge of the DoL, what would you have done to enable and support staff to render effective and efficient services to the public?

Appendix H

Challenges with Service Delivery in the Public Sector:
A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

SEMI-STRUCTURED INTERVIEW SCHEDULE FOR THE DEPARTMENT OF LABOUR (DoL) KEY INFORMANT

1. What are your views on the high volume of grievances lodged by staff of the DoL?

2. From a policy perspective, what do you think contributes to challenges in service delivery in the DoL?

3. In your understanding, what are the factors that enable frontline staff to do their work effectively and efficiently?

4. What do you suppose impedes frontline staff to perform their job effectively and efficiently?

5. What are your views on how the DoL can assist employees to improve on their performance?

6. What informs Head Office in the crafting and reviewing of DoL policy if necessary?

Appendix I

Challenges with Service Delivery in the Public Sector:
A case study between Labour Centres in Johannesburg and Emalahleni (Witbank)

SEMI-STRUCTURED INTERVIEW SCHEDULE FOR PRODUCTIVITYSA KEY INFORMANT

1. I understand the mandate of Productivity SA as a Section 21 company cuts across the public and the private sector, how does your organisation manage this scope?

2. What is the opinion of Productivity SA about reports of unproductive behaviour in the public sector?

3. To what extent does Productivity SA participate in the policy formulations that guide the public sector performance standards and requirements?

4. In your understanding, what are the factors that enable frontline staff in the public sector to do their work effectively and efficiently?

5. What do you suppose impedes frontline staff in the public sector to perform their job effectively and efficiently?

6. What are your views on how Productivity SA can assist employees to improve on their performance?

7. What informs ProductivitySA in the crafting and reviewing of public policy in relation to productivity in the country if necessary?

Appendix J

Labour

Department:
Labour

ENQUIRIES: K.P. Fick
TELEPHONE: 011 853 0302
OFFICE: BRAAMFONTEIN

13-12-2013

FORMAL ULTIMATUM

Staff of the Johannesburg Labour Centre of the Department of Labour has not reported for work since 19 November 2013 when the Prohibition Notice was revoked by the Chief Inspector of the Department.

Staff were requested to report for duty on three occasions. (19 and 26 November and 5 December 2013) but did not do so

The Department of Labour has issued a statement indicating that it will regard this stay away as an illegal strike and will apply the "NO work No pay" rule.

The Department of Labour herewith issues a FORMAL ULTIMATUM in terms of Section 68 (5) of the Labour Relations Act for all staff of the Johannesburg Labour Centre to return to work and perform their assigned duties to the required standards by Wednesday 18 December 2013.

Failure to do so will result in the Department of Labour instituting formal disciplinary action.

Kenny Fick
Chief Director, Provincial Operations
Gauteng

Provincial Office
77 De Korte Street, Braamfontein
P. O. Box 4560 Johannesburg 2000
Telephone (011) 853 0302 Fax (011) 853 0510

Appendix K

IN THE LABOUR COURT OF SOUTH AFRICA, JOHANNESBURG

CASE NO: J 2910/13

Honourable Acting Justice Tlhotlhalemaje **ORDERED on 7 March 2014**

In the matter between:

Applicant

PUBLIC SERVANTS ASSOCIATION OF SOUTH AFRICA obo MEMBERS OF THE DEPARTMENT OF LABOUR (list of members attached marked ("A")

~~APPLICANT~~

and

DEPARTMENT OF LABOUR — **First Respondent**

MINISTER OF LABOUR — **Second Respondent**

ORDER

By agreement between the parties

IT IS ORDERED THAT:

1. The First Respondent withdraws the improvement notice by the Chief Inspector dated 18 November 2013 with retrospective effect and that the Prohibition notice dated 30 October 2013 remains in full force and effect subject to 3 below;

2. The First Respondent withdraws the formal ultimatum dated 13 December 2013;

3. The matter is referred back to Inspector Mdadla in order for the First Respondent to make the necessary and acceptable arrangements in terms of Section 30(1)(d) of the Occupational Health and Safety Act, No 85 of 1993 with regard to the Prohibition Notice dated 30 October 2013.

4. The First Respondent is to appoint the National Institute for Occupational Health to conduct a scientific survey on the building, situated at 145 Commissioner Street, Johannesburg ("the building"), based on immunology and biology at the First Respondent's cost, prior to the Applicant's members being requested and/or required to commence their duties at and/or in the building;

5. The Applicant withdraws its appeal under case number JR2562/13 and the application under case number J2910/13;

6. The First Respondent pays the taxed party and party costs of the appeal under case number JR2562 and the application under case number J2910/13 from the inception of the matters until the date of 25 February 2014.

BY THE COURT

REGISTRAR

ARBEIDSHOF
PRIVATE BAG X52
2014 -03- 07
LABOUR COURT

Appendix L

2 JULY 2014

INTERNAL MEDIA STATEMENT
ON THE STATE OF OFFICE ACCOMODATION IN THE DEPARTMENT OF LABOUR

The Department's Senior Management had, over a period of time, received various concerns from management, staff and our Inspectors on suitability, fit for purpose, compliance, with OHS related issues of some of the offices in the Department.

Based on the above assessment to date, of the conditions of our accommodation country-wide, the Acting Director-General and the Departmental Executive Committee took a decision to pay special attention to accommodation challenges.

> The first phase will look at labour centres that are in distress and those that require immediate attention

The Office of the Chief Operations Officer was requested to investigate the challenges faced by provincial and labour centre offices with a view to look at possible solutions.

The Office of the Chief Operations Officer has in earnest looked at the magnitude of the matter and established a task team consisting of representatives of the Branches and the Funds. The task team also has representatives from the Provincial Chief Directors' Forum and has to date, held five meetings. In addition, consultations were held with the Funds regarding a possible alternative model to secure the much needed accommodation and processes to be followed in procuring such.

The task team has to date developed a project plan to address the accommodation challenges. The plan has further identified short, medium and long-term challenges with a view to prioritise the immediate challenges facing the Department.

The project has made some strides. We might see the first phase of the project being implemented before the end of the financial year. The project would be rolled-out over a period of three years, depending on the availability of financial resources and other contractual obligations involved in the project.

The first phase will look at labour centres that are in distress and those that require immediate attention in terms of their present state and accommodation needs required. The Department has to date, developed a list of such labour centres: Two labour centres per province.

The Executive Committee of the Department has since approved the list and the task team is busy finalising discussions with the Department of Public Works on a number of contractual as well as legal issues that are involved. As soon as these discussions are finalised, a detailed project plan will be issued per labour centre with clear time lines on what is going to happen.

We will keep on updating staff on the developments in this regard and would like to plead for patience as the project unfolds. The Department is aware of your circumstances and urgent action is being taken to address them. ■

labour

Department:
Labour
REPUBLIC OF SOUTH AFRICA

Appendix M

Post:	Client Service Officer: Registration Services
Centre:	Labour Centre: Germiston
Reference No:	HR4/4/4/08/07
Salary:	Commencing: R148 584 per annum
Enquiries:	Mr DM Kgwele, Tel: (011) 345 3602
Requirements:	Three years relevant tertiary qualification or equivalent. Two years functional experience. **Knowledge**: • All Labour Legislations and Regulations • Private Employment Agency regulations and related ILO conventions • Batho Pele Principles • Public Service Act • Public Services Regulations • Knowledge of the Departmental Policies, Procedures and Guidelines. **Skills**: • Problem solving • Computer Literacy • Basic interpersonal • Listening •Communication • Ability to interpret legislation • Telephone etiquette • Mediation.
Duties:	Manage the help desk support at the first port of the entry within Registration Services. Render Employment Services to all the clients who visit the Labour Centre. Resolve all complaints on all Labour Legislations received from Clients. Receive all Unemployment Insurance Benefits Applications and Employer declarations. Receive application forms in terms of Compensation for Injuries and Diseases Act (COIDA) and Employer registration forms for COIDA.

CLOSING DATE FOR APPLICATIONS: 01 December 2014 at 16:00

Applications must be submitted on form Z83, obtainable from any Public Service Department or on the internet at www.gov.za/documents. The completed and signed form Z83 should be accompanied by a recently updated, comprehensive CV as well as copies of all qualification(s) and ID-document [Driver's license where applicable]. Non-RSA Citizens/Permanent Resident Permit Holders must attach a copy of their Permanent Residence Permits to their applications. Should you be in possession of a foreign qualification, it must be accompanied by an evaluation certificate from the South African Qualification Authority (SAQA). Applicants who do not comply with the above-mentioned requirements, as well as applications received late, will not be considered. The Department does not accept applications via fax or email. Failure to submit all the requested documents will result in the application not being considered. Correspondence will be limited to short-listed candidates only. If you have not been contacted within eight (8) weeks after the closing date of this advertisement, please accept that your application was unsuccessful. Suitable candidates will be subjected to a personnel suitability check (criminal record, citizenship, credit record checks, qualification verification and employment verification). Where applicable, candidates will be subjected to a skills/knowledge test. Successful candidates will be appointed on a probation period of 12 months. The Department reserves the right not to make any appointment(s) to the above post. The successful candidate will be expected to sign a performance agreement. The Department of Labour is an equal opportunity affirmative action employer. The employment decision shall be informed by the Employment Equity Plan of the Department. It is the Department's intention to promote equity (race, gender and disability) through the filling of this post(s) with a candidate whose transfer / promotion / appointment will promote representativity in line with the numerical targets as contained in our Employment Equity Plan.

Applications:	Chief Director: Provincial Operations: PO Box 4560, Johannesburg, 2001
For Attention:	Sub-directorate: Human Resources Management, Provincial Office: Gauteng

Appendix N

Post:	Supervisor: Registration Services
Centre:	Labour Centre: Bellville
Reference No:	HR 4/4/10/157
Salary:	Commencing: R227 802.00 per annum
Enquiries:	Ms. Z. Maimane, Tel: (021) 441 8125
Requirements:	A three year tertiary qualification or equivalent. Two years functional experience. Code 8 Valid Drivers Licence. **Knowledge:** •All Labour legislation and regulations •Basic Knowledge of the Departmental Policies, Procedures and Guidelines • Private Employment Agency regulations and related ILO conventions • Batho Pele Principles • Public Service Act •Public Services Regulations. **Skills:** •Problem solving •Computer Literacy •Basic Interpersonal •Communication • Listening •Ability to interpret legislation •Telephone etiquette •Mediation.
Duties:	•Monitor and oversee the help desk at the first port of the entry within the Registration Services •Oversee the employment services rendered to all clients •Monitor the process of Unemployment Insurance Benefits applications and Employer Declarations • Monitor and analyse the application of Compensation for Injury and Disease Act (COIDA) and Employer registration forms for COIDA • Attend to all queries regarding legislation and follow up on pending queries.

CLOSING DATE FOR APPLICATIONS: 01 December 2014 at 16:00

Applications must be submitted on form Z83, obtainable from any Public Service Department or on the internet at www.gov.za/documents. The completed and signed form Z83 should be accompanied by a recently updated, comprehensive CV as well as recently certified copies of all qualification(s) and ID-document [Driver's license where applicable]. Non-RSA Citizens/Permanent Resident Permit Holders must attach a copy of their Permanent Residence Permits to their applications. Should you be in possession of a foreign qualification, it must be accompanied by an evaluation certificate from the South African Qualification Authority (SAQA). Applicants who do not comply with the above-mentioned requirements, as well as applications received late, will not be considered. The Department does not accept applications via fax or email. Failure to submit all the requested documents will result in the application not being considered. Correspondence will be limited to short-listed candidates only. If you have not been contacted within eight (8) weeks after the closing date of this advertisement, please accept that your application was unsuccessful. Suitable candidates will be subjected to a personnel suitability check (criminal record, citizenship, credit record checks, qualification verification and employment verification). Where applicable, candidates will be subjected to a skills/knowledge test. Successful candidates will be appointed on a probation period of 12 months. The Department reserves the right not to make any appointment(s) to the above post. The successful candidate will be expected to sign a performance agreement. The Department of Labour is an equal opportunity affirmative action employer. The employment decision shall be informed by the Employment Equity Plan of the Department. It is the Department's intention to promote equity (race, gender and disability) through the filling of this post(s) with a candidate whose transfer / promotion / appointment will promote representativity in line with the numerical targets as contained in our Employment Equity Plan.

Applications:	Chief Director: Provincial Operations: PO BOX 872, Cape Town, 8000
For Attention:	Sub- directorate : Human Resources Management, Western Cape

Appendix O

Research Office

HUMAN RESEARCH ETHICS COMMITTEE (NON MEDICAL)
H120715 Mazibuko-Madalani

CLEARANCE CERTIFICATE	**PROTOCOL NUMBER H120715**
PROJECT TITLE	Challenges with Service Delivery in the Public Sector: A Comparative case study between Labour Centres in Johannesburg and Witbank
INVESTIGATOR(S)	Ms I N Mazibuko-Madalani
SCHOOL/DEPARTMENT	Social Work
DATE CONSIDERED	20 July 2012
DECISION OF THE COMMITTEE	Approved Unconditionally
EXPIRY DATE	31 July 2014
DATE 02 November 2012	**CHAIRPERSON** (Professor T Milani)

cc: Dr. E Pretorius

DECLARATION OF INVESTIGATOR(S)

To be completed in duplicate and **ONE COPY** returned to the Secretary at Room 10005, 10th Floor, Senate House, University.

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee. **I agree to completion of a yearly progress report.**

Signature

07/02/2013
Date

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES

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