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THE ROLE OF HEADS OF DEPARTMENT AS TRANSFORMATIONAL LEADERS

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A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfillment of the requirements for the degree of Master of Management (in the field of Public and Development Management).

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ABSTRACT

South Africa has experienced a lot of changes in the 1990s. This study attempts to assess followers' observations of the role of Heads of Departments (HODs), at a provincial department level, as they translate the transformation policies into results. The main research question is " What role do public service Heads of Departments play as transformational leaders?"

The nature of the study is analytic and evaluative. It is analytic in the sense that it reveals the experiences of followers and experts on the current conduct of leaders, and evaluative in as far as they articulate their expectations and what ought to have been.

In investigating this role of HODs a case was developed and analyzed. Interviews were conducted with managers and practitioners and a questionnaire survey was conducted among officials of the Mpumalanga provincial administration.

The key findings were that the impact of the personality and skills of an HOD as a transformational leader cannot be felt unless there are substantial indicators of transformative changes in departments they lead. It was found that the essence of transformational leadership starts with giving a sense of urgency and priority in achieving transformation.

DECLARATION

I declare that this report is my own work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management(in the field of Public and Development Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other University.

_____

N.I.E. Phenyane

29 February, 2000

DEDICATION

This work is dedicated to my mother Norah
who pulled all nine of us against all odds;
And to my wife Samukelisiwe and
daughter Venceremos,
who are making a mark in my life.

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In completing this research I would like to express my gratitude to:

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CHAPTER 1 : INTRODUCTION AND PROBLEM SETTING

1. INTRODUCTION

Since the attainment of South Africa's democracy in 1994, a plethora of White Papers has been produced. Whilst some White Papers and Acts were restorative most were transformative in nature.

Since 1990 the negotiations about a democratic South Africa, and the subsequent post-1994 political process was too quantitative to effect clear administrative changes. As a result, the process has left behind the qualitative transformation of individual administrators. The public service delivers public goods and services to all citizens. Unlike the private sector, its successes or failure affect all citizens. It can either hamper or accelerate public development. Therefore, in the process of reinventing an organization like the public service, from a swamp into a lovely oasis, John Naisbitt, in Covey (1998), acknowledges that all involved should reinvent what they are up to. Kanter (1984) further describes the ability to manage the implementation of change as a prerequisite for leadership. But where is this leadership located in organizations?

It is normally assumed that an organization has a Chief Executive Officer as its leader. Whether CEOs are managers only and not leaders is normally not debated. It is believed that CEOs inspire sentiments ranging from awe to wrath. Their decisions change organizations and the lives of people. Farkas and Wetlanfer (1998) argue that CEOs adopt an approach that will meet the needs of the organization. Sometimes the approach fits the CEO's personality sometimes it does not. Robert Kelley (1988,p142) argues that because researchers and practitioners are convinced that organizations succeed or crumble based on their leaders; "...we study great leaders of the past and present...looking for leaders to hire. But in searching so zealously for better leaders we tend to lose sight of the people these leaders lead". If it is a general view that organisations stand or fall partly on the basis of how well their

leaders lead, this study adds that it is partly also on the basis of how well their followers follow. It can be a matter of how good leadership cultivates good followership.

Therefore whilst Kelley studies followers in depth, this study explores the observations of followers of their leaders. The study has, as its focus these impressions of administrative Heads of Department (HODs) in South Africa's provincial scenario, especially the personal tasks and challenges of transformational leadership that HODs have to contend with. The value of observing followers is brought into this picture by what Kelley(1988) said that most of us are more often followers than leaders. This, the researcher interprets to mean that our life roles have differing scenarios.

Before proceeding to understand the research problem, in search, of transformational leadership, the researcher asks the reader to keep imagining the following until the last chapter. Imagine for a moment the power of a leader in an organization blessed with fully supportive, fully engaged, fully energized, and fully appreciated followers.

1.2. RESEARCH PROBLEM

1.2.1 Problem statement

In attempting to assess the followers' observations of the role of Heads of Department, as CEOs at a provincial department level, as they translate the transformative framework into results, this study asks the question;

" What role do public service Heads of Department play as transformational leaders?"

This research report focuses on the following essential issues, which are subquestions derived from the above problem statement.

- Are there substantial indicators of transformative change in public service departments?

- Is there a sense of urgency by Heads of Department in achieving transformation in departments?
- Do Heads of Department create high-performance transformation teams?
- Has a transformation vision been clearly created and anchored by each Head of Department?
- What competency skills are required from a Head of Department, to be an effective transformational leader of a 21st century organization?

1.2.2 Rationale

As a practitioner of public development and management the researcher is not only a manager in the public service but is also serving in the Transformation Secretariat in the office of a provincial Director General. As with other provinces, the Mpumalanga Government's Executive Council adopted key transformation priorities in 1998. Following that, Departmental Transformation Units (DTU) were put in place. The DTUs, and other managers, continuously exhibit general sentiments that the transformation process is very slow. The main reason given for this, is that the process lacks transformational leadership. With this background the researcher hopes to contribute to the evolving structure of debates in organizational transformation.

The researcher also benefited from debates and concerns that were raised by the managers in the Mpumalanga Masters of Management class, blaming the slow progress of transformation in the province, among other reasons, on HODs. Therefore it is relevant for the study of organisational transformation to understand why HODs, who were appointed in the post 1994 environment, re blamed like this. r Just above a year after, observing this process, the researcher personally believes that:
Those in authority talk too much about the need for qualitative transformation yet there is no capable leadership. Further, there is no readiness by Heads of Department to systematically package and monitor the transformation of the public service.

In this study the researcher makes an assumption that the administrative Heads of Department (HODs) are, by virtue of their powers and functions, Chief Executive Officers of the departments they lead and that the task of transformational leadership lies with them.

1.3 Background to the study.

The legislative mandate.

The White Paper on Public Service Transformation(1995) outlines some transformation priorities and processes together with strategic planning and implementation issues. In moving towards its vision of a public service that is representative, efficient , accountable and responsive to the needs of all, government has identified some priority areas for the transformation process. It is envisaged that broad policy objectives and targets will be implemented within government departments at both the national and provincial levels. *Furthermore, the White Paper on the Transformation of Public Services Delivery* (Batho Pele) emphasizes the point that in order for success to be achieved a new corps of managers, with new tools are required.

The new Public Service Regulations (1999) outline r*oles of executive authorities and centrality of heads of departments.* In terms of the new regulations, the responsibility and authority of every public service department is bestowed on the respective Minister or Member of the Executive Council (MEC) in provinces and their immediate administrative Heads of Department. HODs will now play a greater Chief Executive Officer role than before. This means that the task of transforming a public service department is vested on a Head of Department whose leadership style could be what matters most in the transformation process. It is clear therefore that the policy and legislative framework is well in place and if there are any deficiencies, they are with the translation of policy into results. The task of Chief Executive Officers in most successful organizations, is to effect this translation

1.4 Research Objectives

In analyzing the challenges and roles of transformational leaders, the research objectives of this study are:

- To provide a theoretical perspective of the underlying imperatives, nature and process of organisational transformation.
- To provide a brief theoretical perspective on the various forms of leadership and what specific qualities, attributes and roles are implied by transformational leadership.
- To develop criteria to evaluate the influence of transformational leaders on their followers.
- To develop a case study for the Mpumalanga Government with regard to the implementation of transformation the objectives and role of Heads of Department
- To apply a theoretical framework to the case and to the data analysis.
- To give recommendations for future research and provide a relevant conclusion.

The following chapter provides the theoretical framework which underpins the whole study.

CHAPTER 2 : THEORETICAL FRAMEWORK

An in-depth study of theoretical frameworks has been conducted. The researcher will only reflect on the key trends in the literature, in order to reflect the relevant theoretical frameworks. To respond to the research problem statement the following categories of literature have been surveyed.

A. Change and transformation in perspective
B. Impact of leadership in today's organizational transformation
C. Profile of transformational leadership
D. Critical tasks of transformational leaders

This logic attempts to view various perspectives of organizational change and what to pin-point exactly transformational change is. A brief outline of this form of change will be given along with an assessment of the impact that leadership has had in achieving such change. In examining what some authors describe as the "profile of transformational leadership", it will be important to make an observation whether such personalities are ready to tackle what authors outline as critical tasks of transformational leadership. The literature responds to the research sub questions indirectly.

2.1 Change and transformative change in perspective

A range of literature was utilised to gain an understanding of the underlying factors that guide general change and transformation. Diverse theories of change may be difficult to find, because few of the great leaders and scholars of change and transformation have written about their strategic processes.

Mc Whinney (1992) argues that while activists like Thomas Jefferson, Mao Tse-Tung, and Saul Alinsky wrote about their work, their writings were characterized by their particular biases. Only the more recent activists have described the processes or stages by which they

have conducted their revolutions. Great exceptions include the classics such as Machiavelli's *The Prince* (1513) and some works on revolutionary and military strategies.

McWhinney further states that from a liberal point of view, socio-technical change strategies emerged including training via the Tavistock Institute in London and strategic organisational development through the works of Mc Gregor , Arygyris and others. Bateson (1972) provides a descriptive model of the orders of change. He describes a simple order of change; *first order* and *second order change*, both involving the creation or change of a context.

Gareth Morgan (1986) describes the ancient Chinese Taoist philosophy, which emphasized a continous flux and wholeness of organisations. He argues that the method can be applied to the analysis of all kinds of societies and organisations. Those who have led organizational transformation, as in the changing South Africa, will know that organisations are self producing systems that create themselves in their own image. Morgan further argues that organisations are the product of a dialectical logic whereby every phenomenon tends to generate its opposite. To further explain this dialectical logic, the researcher briefly reflects on the systems theory and chaos as a new paradigm. (1986)

2.1.1 Systems theory and chaos

Kreitner and Kinicki (1998) describe systems theory as a framework for seeing interrelationships rather than things. This approach is used in analyzing organizational processes like change, motivation and performance. For an example in measuring performance, the premise is that good performance results from a sequential process of transforming inputs into desired outputs. (Kreitner et al, 1998, p189)

Similarly in organizational change, a systems approach takes a "big picture", perspective based on the notion that any change no matter how small, has a cascading impact throughout an organization. It can be concluded that change creates additional change.

Throughout this study there is an application of the systems theory. Mark Swilling, an expert in public and development management once said in his lectures, on systems theory, "Post-modernism emphasizes our world of uncertainty. There is no truth. The only truth is that you can approximate certain probabilities". Therefore if organizations exist within this world of uncertainty, there emerges a web of chaos and complexity. To substantiate this, Tetenbaum (1998), argue that chaos theory and its spin-off, complexity theory is based on the premise that relationships in complex systems, like organizations, are non-linear, and made up of interconnections. These branches produce unintended consequences and render the unive , unpredictable.

Margareth Wheatley in the videocassette the "Web of Life", says all of us, wherever we are, we are busy discovering new forms of organisation for the 21st century. She says we must then accept chaos as an essential and necessary power and process by which organisation revitalize and renew themselves.

This analysis has important consequences for the way we organize in all spheres of life including our organizations because life ultimately involves the management of contradiction. Leaders of the 21st century need to be aware of both the systems and chaos theories. They are encouraged to recognise that the parameters of organization define the rallying points for disorganisation; that control generates countercontrol, and that every success is the basis for a potential downfall. Morgan also state that organizations tend to enact their environment in such a way as to facilitate their self-production and survival. People rip off organizations to get what they want. That is why many organizations are "living dead."

In response to this analogy, Banner (1995) believes that fitting an organization for transformation requires radically different perspectives, especially on the part of the chief executive.

- An organisation would have to be flexible and adaptive for it to be effective.
- The organisation would have to create an internal environment in which people are encouraged to express their true nature and identity.

2.1.2 Strategic Termites

Morgan (1993) further uses a metaphor of a termite strategy by leadership in trying to keep pace with a rapidly changing environment, trying to unlock a new strategic initiative or trying to energize a sluggish organizational structure which doesn't want to move. The rationale behind this metaphor is that termites are small insects by nature whose main strength lies in achieving a lot more, by working "across the board" to achieve great goals. They work by pulling each other and despite their size, they are highly coordinated. The power of the termite queen is so credible that they can easily build moulds across the board overnight.

This analogy is relevant to big organizations, like South Africa's public service that are struggling to implement carefully designed "across the board change". These are changes to strategy, structure, culture and resources. Such plans often take long to develop and are prone to quickly becoming outdated. Morgan (1993) argues that the "real energy" is often put into creating the plan itself. Morgan uses this imaginisation of a termite strategy by leadership in trying to keep pace with a rapidly changing environment. This would be when leadership is trying to unlock a new strategic initiative or trying to energise a sluggish organisational structure which doesn't want to move. "This creates an enormous dilemma for woulbe managers because they have to find ways of planning without plans or, at least creating some visionary framework that can evolve and adapt to circumstances. *Morgan (1993 pp56).*

It takes dynamic and transformative leadership to convert a plan into comprehensive results. In highly politicized contexts, like the public service, these plans often serve as magnets for political opposition, crystallizing the views of those who do not want to travel in the planned direction. During times of change leadership would have to develop a termite strategy in organizations. It is therefore of value to assess the theoretical framework regarding the impact of leadership in today's organizational transformation.

2.1.3 Nature of Transformational Change

Senior executives like CEOs must be aware of the different characteristics of organisational change. In addition to Baterson's descriptive model, Barnard (1991) describes two major categories to outline typical change properties.

- *first order versus second order change* and
- evolutionary incremental change versus revolutionary / quantum change.

For the purposes of this research, it is appropriate to explore the second order of change namely, revolutionary change, specifically *transformational change*.. Ferlie E, Ashburner L, and Fitzgerald L (1996) broadly define transformational change as achieving fundamentally changed outcomes within an organization. It is opposed to incremental change, which is relatively smaller in scale. Strategic change is even broader than incremental change but still not like transformational change. Tushman and Romanelli's (1995) specification of transformation is that it includes sharp and simultaneous shifts in strategy, power structures and control mechanisms. This model recognizes the importance of time scale and the speed of change as an aspect of more radical organizational change.

Six Indicators of transformational change

A weakness in much of the literature on organizational transformational change is that it is general and does not define empirical assessment criteria for judging whether change on this scale is occurring. Equally, the literature on public sector transformation, provides few criteria for assessing the extent of change. Ferlie et al (1996) assisted in providing *Six Indicators* of transformatory change. These will be used in this study to broadly assess the extent of change that is being achieved by government departments in Mpumalanga. The six indicators of transformatory change include;

- The existence of multiple and interrelated changes across the system as a whole
- The creation of new organizational forms at a collective level

- The development of multilayered changes which impact below the whole system at unit and individual level
- The creation of changes in the services provided and the mode of delivery
- Reconfiguration of power relations (especially the formation of new leadership groups)
- The development of a new culture, ideology and organizational meaning.

By applying these six indicators, one can clarify some of the distinctions between transformatory and strategic change. At the broadest level transformatory change is defined as producing multiple change outcomes both across the organization and up and down the layers of the organization. With these indicators the researcher attempts to embrace the concept of frame breaking (Tushman et al. 1988) and second order change (Levy 1986) which involves alterating of the system's basic rules. The process of transformational change is summarized by Rajak (1994) as encompassing four stages.

Stage 1: Disequilibrium / Pattern Breaking

Kanter (1983) points out that organisational change is stimulated, not by the pressures from the environment, but by the perceptions of that environment held by the key players in the organization. In the disequilibrium stage of revolutionary change the nature of the disturbance is such that the organisation cannot merely make incremental adjustments

Stage 2: Symmetry Breaking

Existing relationships within the organisation break down. The organization's strategic orientation within its task environment may change. There may be changes in patterns of behavior as reflected in the organisational structure or in key procedures such as decision making procedures.

Stage 3: Experimentation/ Visioning

Here the organisation tries out alternative behaviors and plans. The CEO's role is to ensure the creation of a common vision of the desired future, as an important part of this process. This stage demands tolerance of mistakes in the organisational culture (Senge, 1990).

Stage 4: Reformulation and Attunement.

This phase marks the establishing of the new order and gestalt which is defined in terms of new concepts, structures and procedures. The organisation has then reached the end of its revolutionary change and evolves incrementally in response to internal and external factors, until the next crisis is identified (Greiner, 1972). Even before leadership influence is assessed, it is useful to assess the extent to which the organization has transformed.

Transformational change is understood within the context of chaotic postmordenity, the age of rapidity and certainty, far from the Newton age. Tetenbaum (1998) argues that Newtonian science is rooted in physics and mathematics – rule bound discipline that requires data "up front" in order to operate. In shifting from Newtonian theory to chaos theory there must be an understanding by leadership that today's organizations need 21st century leadership. If there is a crisis, leadership should reestablish the equilibrium in the organisation. The shift from an industrial to an information age has altered the nature of the workplace, and the nature of work. The sluggish nature of public service departments, is being challenged by the dynamism and the speed of today's expected organizational transformation. The 21st century organisation must now contend with five primary characteristics; (Tetenbaum, 1998 pp 22)

- *Technology.* The new technology increases efficiency, productivity, speed of production, and consumer power. The public service is not exploiting these advances enough
- *Globalization.* Today the world is becoming a global village whermany people are inter-connected in the flow of information, money, or goods.
- *Change.* Today's changes are discontinuous and happen at a geometric rate.
- *Speed.* In 1946 the first computer, ENIAC was capable of calculating 5 000 basic arithmethic operations per second , today's 486 microprocessor is capable of handling 54 million instructions per second, by the time a government hard- copy memorandum reaches its destination it may be outdated
- *Complexity and paradox.* All of these factors contribute to the complex nature of our current existence, a situation reflected in the eruption of paradoxes that confront us.

Transformational leadership therefore faces major challenges to lead dynamically amidst the complex, chaotic and faster rate of change.The following section outlines the impact of leadership in this transformation.

2.2 Impact of leadership in today's organizational transformation

For leadership to succeed in organizations, an orderly map to the future cannot be always drawn in advance. Leadership has to combine the chaotic and the orderly dynamics of an organizational environment. Dee Hock (1998), calls this approach "chaordic"; a combination of chaos plus order. In chaordic systems, order emerges. Tetenbaum (1998 pp25) supports this notion by citing Margaret Wheatley (1992) as saying "life seeks order in a disorderly way...mess upon mess until something workable emerges".

Chaos theory is potentially threatening to organisations, particularly to those that are large and traditional as is the case with the South African public service. This threat can be ascribed to the risk involved in the concepts of self-organization. Leaders in the traditional sense of organizations may not wish to disturb because they think the consequences could be adverse.

Transformational Leaders as Strategic Termites

Order can emerge from chaos and the result creates "chaotic order". For leaders who have been pushing and struggling to implement a strategic or transformation plan without success or struggling to mobilize action across their organization, Morgan gives the following advice, "develop a clear sense of broad direction".

Strategic termites develop a broad vision, but do not get trapped in the vision. They operate on piecemeal basis and look for opportunities to create "mounds" of activity consistent with their direction. Strategic termites encourage people to build mounds of their own and support them throughout always watching for new opportunities. This metaphor helped the researcher in this study to think about leadership strategies to mobilize large- scale change through small, incremental initiatives.

The type of change that emerges in chaordic organisational environments is *transformational change.* This is the primary change force characterizing the current environmental dynamics experienced by South African Chief Executive Officers in both the public and the private sectors. Kilmann et al (1988) describe transformational change as a response to environmental and technological change which is revolutionary rather than evolutionary, and results in a qualitatively different way of perceiving, thinking and behaving. A distillation of the recent literature (Levy and Merry 1986; Kanter, 1983; Kilmann et al , 1988) describing " transformational change" leads to the conclusion that :

- It is generally led by top management.
- It is a response to perceived environment change
- It is revolutionary
- It results in qualitatively different organisational paradigms and behaviors.
- It demands creativity and innovation from the organisation members.

In the researcher's experience, in order to succeed with the goals of transformation, effective and supportive leadership must be in the driving seat. This can give a public service department benefits such as the following;

- Managers at all levels providing a more strategic approach to planning improvements. Addressing some difficult challenges of the public service like managers increasing their ability to overcome resistance and encouraging the whole hearted involvement of people in continual improvement activities.
- Employees willingly contributing their energy and commitment to the organization's aims.

The researcher is particularly influenced by John Kotter, an expert in leadership and change management. Kotter (1995) believes that organizational transformation typically fails because senior management commits one or more of the following errors:

- Failure to establish a sense of urgency about the need for change.

- Failure to create a powerful-enough guiding coalition that is responsible for leading and *managing the change process.*
- Failure to establish a vision that guides the change process.
- Failure to effectively communicate the new vision.
- Failure to remove obstacles that impede the accomplishment of the new vision.
- Failure to systematically plan for and create short-term wins. Short-term wins represent the achievement of important results or goals.
- Declaration of victory too soon. This derails the long-term changes in infrastructure that are frequently needed to achieve a vision.
- *Failure to anchor the changes into the organization's culture.* It takes years for long-term changes to be embedded within an organization's culture

Kotter's assessment points to the need for any CEO to be passionate about transformation. This challenges public sector CEOs to put systems in place to institutionalize and guide transformation. This mainly depends on the leadership attributes of such CEOs.

Assessment of leadership types and the evolution of leadership theory provides clearer picture of the transformational leadership concept. As noted by Drucker, (1954) from scholars of business there is however, broad based consensus that effective leaders are the scarcest resource of any organisation. However, Kelly (1986) and Zimbler (1986) separately agree that no definite agreement concerning the very identity of leadership exists. The concept has evolved over decades and different schools of thought.

2.2.1 **Evolution Of Leadership Theory**

The distillation of literature gives a spectrum of leadership provided by scholars and leaders themselves. The variety in the definition shows that the concept is diffuse and controversial. Transformational leadership emerges as the most relevant new type of leadership for the millenium. The concept arose out of dissatisfaction with previous theories and changing organizational and environmental conditions. This study does not assess in detail the various

leadership theories. However, a schematic presentation of the evolution of this concept is provided in the following Table.

TABLE 1: EVOLUTION OF LEADERSHIP THEORY

THEORY	FOCUS
Personality Trait Theory. ♦ Allport (1924) ♦ Bird (1940).	This theory assume leaders have distinct "superior" personalities from followers (Kelly 1986) It is derived from the "Born leaders-great man theory
Leadership styles (Ohio University Studies) ♦ Likert 1961 ♦ Vroom and Mann 1960	It focuses on what effective leaders did and assume that there exists particular "ideal" leadership styles. Hence classify leaders as: Laissez- faire, autocratic or Democratic.
Situational theories ♦ Leader Focus ♦ Fiedler (1967)	Variables are critical determinants of a leader's effectiveness. These theories are based on: . Fiedlers contingency model . quality leader- member relations . position power of leader
Subordinate Focus ♦ Hersey & Blanchard 1982	Leaders' task and relationship orientation is analysed in conjunction with follower maturity. The assumption is that effective leadership demands on flexibility of style. Various situations demands that a leader leads by telling, selling, participating or delegating.
New theories of Transformational leadership. ♦ Burns (1978) ♦ Bennis and Nanus (1985) ♦ Senge (1990) ♦ Kelly (1986)	These theories arose out of dissatisfaction with previous theories and changing organization and environmental conditions. Their focus is on what effective leaders do (*competence*). They also emphasise the importance of transforming followers to leaders by building on man's need for meaning, thereby obtaining commitment (Burns 1978). There is a fundamental shift to include followers and the start of the divergence between management and leadership.

2.3 Profile of transformational leadership

Koehler A & Pankowski, R, (1996) define *transformational leadership* as a process of inspiring change and empowering followers to achieve greater heights, to improve themselves and to improve organizational processes. It is an enabling process causing followers to accept responsibility and accountability for themselves and the processes to which they are assigned.

Burns J (1978) argues that *transforming leadership* ultimately becomes moral in that it raises the level of human conduct and the ethical aspirations of both the leader and the led and thus has a transforming effect on both. Transforming leadership is dynamic leadership in the sense that the leaders throw themselves into a relationship with followers who will feel elevated by it and often become more active themselves, thereby creating new cadres of leadership. Transformational leadership is very revolutionary in nature. The way the South African public service is intended to be transformed is an ambitious one, requiring revolutionary leadership. It is seen as a 'holistic process, aimed at reconstituting all facets of society, (economic, social, political and cultural) with changes in other spheres affecting other spheres, (DPSA Conference Report 1998). Therefore the nature of the bureaucracy requires rare skills that combine a revolutionary approach operating within the bureaucracy. This approach is outlined in the following section.

2.3.1 Transformational leadership as a revocracy

In order to escape the unwieldy term the 'revolutionary public manager', Human P. (1998) coined the term 'revocrat'. Transformational leadership must design their own transition from bureaucracy to revocracy. Whereas the word 'bureaucrat' translates literally as the power of the office, the word revocrat translates as the '*power of change.*' The characteristics of the true revocrat are varied and may often seem contradictory. This stems from the high levels of complexity that these managers have to deal with. The ability to manage many things simultaneously is known as cognitive complexity. Cognitive complex people have the ability to think multi-dimensionally. They consider multiple causes of and solution to problems rather

than seeking only one at a time. They understand that any problem or issue is affected by numerous interconnected ideas and actions and try to interpret it accordingly. Such people treat simplistic explanations with suspicion. This study does not address the specific details and tools used to assess an individual's cognitive complexity.

Human (1998) further argues for new skills for a revocrat. He argues that for transformational leaders to succeed in managing larger and more complex projects like improving the quality of service delivered to customers, they need to start at grassroots level. He recommends what he terms the Yenza approach to transformation. Yenza is a Zulu word for 'Do it'. This approach is based on the project management approach, a particular approach to management that is characterized by a focus on delivery and impact. Revocratic leadership in a project environment can be defined as a style of behavior designed to integrate both the organizational requirements and one's personal interests into the pursuit of some radical objectives. All managers have a leadership responsibility to understand the complex and chaotic environment they operate in. Some call these the megatrends of the 21st century.

Considering that leadership is composed of complex elements, in this study the three most relevant are:

- The person leading, in this case the HOD;
- The members within departments as the followers being led
- The situation as determined by the transformation project environment

Naisbitt cited in Anderson (1992) argues that our world is experiencing changes a t a very fast rate. Transformational leaders will have to lead by adapting to change. The following megatrends imply that our organisatons are going to need grater adaptability, innovation and creative leadership than ever before. Among others the megatrends are:

FROM	TO
Industrial society	*Information society*
Forced technology	*High technology*
Short term	*Long term*
Centralization	*Decentralization*
Hierarchies	*Networking*
Either /Or	*Multiple Options*

(Source: Naisbitt's Ten Megatrends, Anderson 1992 pp56)

The implication for these trends in organization is that if leadership of does not adapt, the best and brightest people will gravitate toward organizations that foster personal growth. Already, through informal interactions with very bright people who joined government in 1994, the indications are that they have left or are contemplating leaving government.

2.4 *Critical tasks of transformational leaders:*

One of the most dramatic example of transformational leadership and organizational revitalization in the early 1980s has been the leadership of Lee Iacocca, the chairman of Chrysler Corporation. He provided the leadership to transform a company from the brink of bankruptcy to profitability. Lee Iacocca's style of leading by example outlines a strategic task to create a vision, mobilise commitment and institutionalize the desired change. Noel Tichy et al (1990) describes the following as critical tasks of transformational leaders:

i. *Creation of a Vision:* The transformational leader must provide the organization with a vision of a desired future state. The leader needs to integrate analytic, creative, intuitive and deductive thinking. Each leader must create a vision that gives direction to the organization while being congruent with the leader's and the organization's philosophy and style.

ii. *Mobilization of Commitment* : Here the organization or at least a critical mass of it accepts the new mission and vision and makes it happen. It is in this phase that transformational leaders get deeper understanding of their followers. After

transformational leaders create a vision and mobilize commitment, they must determine how to institutionalize the mission and vision.

iii. *Institutionalization of change*: Organizations will not be revitalized unless new patterns of behavior within the organization are adopted. Transformational leaders need to transmit their vision into reality their mission into action, their philosophy into practice. Alterations communication, decision making, and problem- solving system are tools through which transitions are shared.

In support for this approach, Anderson (1992) see transformative leadership as a complex process involving a fluid series of steps. This process should bring individual and organisational transformation. To summarise his model,the process starts with *envisioning* which requires imagination, creativity and stepping out of the ordinary way of doing things. *Planning* is the next step to carefully specify just how, where, and when a project like transformation can best be done and by whom. *Teaming* involves building harmonious, matching and productive teams. He says once there is some acceptance by the team, *motivation* must develop inside of people on a continuing basis. It is necessary to *evaluate* results of a transformation process in order to make improvements, and celebrate specific wins. Lastly it is advisable in this process to *recycle* the process so as to reformulate and renegotiate the plans, finding new motivators and mobilizing new resources

2.4.1 Personal qualities and principles

Like Kotter, Koehler at al give an extensive list of personal qualities and principles. These are helpful in understanding how followers perceive their leaders to be like. Koehler A (1998) cites the following as principles of transformational leadership

i. Viewing the organization as a system
ii. Establishing and communicating organization strategy
iii. Institutionalizing a management system
iv. Developing and training all associates in process management
v. Empowering individuals and teams

vi. Measuring and controlling processes

vii. Recognizing and rewarding continual improvement

viii. Inspiring continual change

While classical theorists as outlined by Stogdill (1974) suggest the primary task of a leader as planning, organizing & controlling; other functions were added by other researchers, including Mintzberg's (1973) classification of roles as interpersonal, informational and decisional roles. Anderson (1992,) further adds some functions of transforming leadership like protecting the organization from destructive forces, seeking and communicating consensus between groups and developing creative insight

For public service leaders to adapt, it is critical to understand leadership characteristics of the 21st century HOD. This also means knowing how to use the power of their position to achieve the above challenges cited by Koehler. In the public service it is common knowledge that 'power corrupts and absolute power corrupts absolutely.' But, how do transformational leaders survive the temptation of power?

In response to this concern, Bennis and Nanus (1985) introduce the concept of power as a key to transformational leadership. They observe that most leaders have lacked commitment to lead, and have been so obsessed with the rapid change that they lost respect of their followers. They asset that the necessary leadership is "exemplified" by "the Iacocca phenomenon". In essence this means that transformational leadership is the wise use of this power.

Kotter (1979) also observes that there are several keys to success for those who are effective in the use of power. They tend to be very sensitive to where power exists in the organisation. They use specific methods as long as they are ethical. The only trick about this power game is for leaders to know how to establish their own " power" image in the minds of others. Anyway good leaders are judged by having good followers.

Conclusions to the theoretical framework.

The above literature sets a framework to answer the question, what role do public service Heads of Department play as transformational leaders.In responding to what qualities does it take to transform an organization's technical, interpersonal, political and cultural systems, some *indicators of transformative change* are provided in the literature review. For public service chief executives to achieve success, a *sense of urgency* is of critical importance. In addition to managing political and cultural systems transformational leaders must make difficult decisions quickly. Leaders need to know when to push and when to back off. In the process they need to invest in the power of *high perfomance transformation teams*, because transformation is a collective effort steered by the leader. Transformational leaders are often seen as creators of their own luck. Mr Iaccoca can be viewed either as a very lucky person or as the possessor of a great ability to judge when to act and when not to act. Transformational leaders cause change through a clearly created and anchored vision to *build an organization of the 21st century*. Whilst they have a sense of urgency, they do not just react to change. They understand that power is in the system and that if the system delivers desirable outcomes, there will be plenty of accolades for all involved. Transformational leadership focuses on an efficient interaction with the changing realities and is principle centered.

It takes great and serious leaders to achieve this. The researcher hopes this study will shed more light on what other personal attributes are required.

CHAPTER 3. : RESEARCH METHODOLOGY0

This study I employed *triangulation methods*, described as a combination of methodologies which are used to describe the same phenomenon (Jick,1979). Since observation methods are used the study I applied solely qualitative methods. According to Gall et al (1996) the triangulation method is also used to check validity of findings in qualitative research. If similar themes are noted, the credibility of interpretation is enhanced.

The nature of the study is analytic and evaluative. It is analytic in the sense that it should reveal the experiences of followers and experts on the current conduct of leaders, and evaluative in as far as they will articulate their expectations and what ought to have been.

3.1 Research design

A case was developed to reflect on the transformational leadership role of HODs in the Mpumalanga Government. The central subject of analysis was the role of Heads of Departments and how they are observed by followers. Leedy(1997) describe a case study as qualitative research in which the researcher " explores a single entity or phenomenon(the case) bounded by time and activity.

Case study researchers spend time with their research participants, and gather a variety of sources to present a description of the phenomenon from the perspective of participants. Leedy cites Kirk and Miller in describing the case study process as watching people in their own territory and interacting with them on their own terms.Yin (1994, p85) indicates that because case studies are about human affairs, the interview is an essential source of case study evidence.

An in-depth literature survey was conducted with a focus on organizational transformation , nature and process of organizational change and roles of leaders. The profiles, critical tasks and challenges of transformational leadership were assessed in detail. This theoretical

framework will be used to analyze the case. Primary sources like government gazzettes and reports will also be used.

Sampling will be based on the non- probability method. Dry in Willems (1990,p10) define the non-probability sampling method as "any sampling techniques in which selection of the sample items is not determined by chance, but by personal convenience, expert judgement or any type of conscious researcher selection"

Validity of the study can be achieved because of its usefulness. Because of the current debate in organizational transformation, it is hoped usefulness will be achieved as this study enlightens and assist the subjects of this study about their challenges. Completeness will be achieved by appending all questionnaires and summary of responses as well as individual interview responses.

3.2 Data collection and sampling

Primary sources

The following primary sources have been collected & will be used in the case analysis & data analysis :

- The relevant White Papers, Acts and Regulations
- Executive Council resolutions on Transformation
- Reports from transformation workshops and conferences
- Technical Evaluation Reports by Consultants on Transformation in Mpumalanga.

Survey

An open-ended survey questionnaire was conducted on members of the various Departmental Transformation Units. The survey questionnaire has open-ended questions. The reason for this is because Manheim and Rich (1995) argue that open-ended questions allow the researcher to discover unanticipated patterns in respondents' answers. They also prevent the researcher's selection of response options from biasing answers or concealing information.

The questionnaire is adapted from "*John Kotter's 8 steps for leading organizational change*". The sample size was 100% of 120 DTU members. A total of 53 questionnaires were returned. There were no mailed questionnaires. The questionnaire is attached as Appendix A.

For purposes of time the questionnaires were collected after a workshop at which the researcher was a facilitator. Dillon (1982) criticise the use of mailed questionnaires amongst others because of poor response rates & difficulty of follows ups. The positive aspects in this study is that the questionnaires were self collected and that there is a record of all those who attended the workshop. The confidentiality and anonymity of respondents ensured that they reflect their observations on difficult and sensitive issues; especially after an intensive training program that prepared them to tackle the challenges of transformation challenges.

Interviews

An interview with open-ended questions was used to elicit responses, meanings, interpretations, views and opinions on the challenges of transformational leadership. The participants were encouraged to comment freely. A tape recorder was used in every instance to correlate answers to the same set of questions. The in-depth semi structured interview based on the same questions was conducted by:

- Interviewing 2 *consultants* on public service transformation on a random sample basis. The criteria used is that the consultants have individually worked with Mpumalanga Heads of Departments and hence have a working personal acquaintance of them . Unfortunately the initial plan was to interview 4 consultants, but appointments for interviews were cancelled at the last minute.
- Interviewing 7 *managers* in the Mpumalanga Administration other than HODs, based on 2 criteria:

  Firstly, they are participants or graduates of the Master of Management of the Wits Graduate School of Public and Development Management. They have been trained on various theories and approaches to leadership and management. They are founding participants of the Mpumalanga Management Centre, a project supported by the Mpumalanga Government to build a new corps of managers.

Secondly, these managers are at the levels of Deputy Director and above. These managers have worked close with Mpumalanga Heads of Departments, and know them well. They have been articulating their observations of these HODs over time.

The results of the interviews with the seven managers and the two consultants are attached as annexure B.

3.3 Method of analysis

Theoretical framework

A qualitative theoretical framework was applied to the case and the data. Various theoretical models on transformational leadership and transformational change were integrated for analysis.

Transcripts

Transcripts of each interview were made from a microcassette and notes were made for easy reference. The process of listening to the tapes enabled the researcher to interpret the remarks in the context in which they were made.

Convergence

Different respondents may use different frames of reference on answering open ended questions and hence make analysis difficult. In order to develop convergence, in this study, irrelevant and useless answers were discarded.

Themes and patterns

Gall et al (cited in Leedy, 1997) describe an approach to case study analysis as interpretation analysis. This refers to a process of examining the data for constructs, themes, and patterns that are used to explain a phenomenon. The responses of the interviews and survey were therefore correlated according to emerging convergence of themes and patterns. As few as possible themes were developed based on the theoretical frameworks.

2.7 Limitations of research

Scope and validity

This is a case study of an exploratory nature with limited sample size. Case study findings cannot always be generalized to another organization. Only followers' views were explored in regard to their leaders. Due to time and limited resources, Heads of Departments in Mpumalanga were not interviewed to confirm these views. This could be a scope of further research.

Anonymity

Many respondents in qualitative research wish to be quoted in verbatim as long as anonymity is maintained. In this study, the large sample of questionnaires may somehow achieve this this anonymity. However in the case of interview respondents it is not guaranteed to achieve absolute anonymity because they are an identifiable small group.

Sampling :

The sample is specific and limited. Keogh (1993, p.16) indicates that "... due to the qualitative nature of the proposed research, involving in depth interviews, the size of the

population will be purposefully limited and guided by the principle of as small as possible and as needed."

Representivity

The views of interviewees may not be representative but the quality of their views and their strategic placement in the public service make up for this. For the survey DTUs were the targetted sample. Since DTUs are elected by all members of staff the assumption is that their views are representative of all staff. Should the views be challenged by their electorate, this may cast doubt over the nature of DTUs existence. However the latter is not a subject of this study.

Neutrality

Through qualitative analysis and experience, the researcher may bring personal commentaries, personal values, assumptions and obvious bias. This partisanship is human and the researcher concurs with Locke, Spirduso and Stephen (1993.pp114) that "....most qualitative researchers hold objectivity to be an illusion, a human state that is both impossible and undesirable to achieve". In fact what the researcher may bring to the setting can become a positive part of shaping the research. However the researcher in this study will attempt not to inflict his bias or experienced opinions on the reported data.

The following chapter is the case study reflecting the research results obtained by using the methodology as outlined above.

CHAPTER 4: PUBLIC SERVICE HEADS OF DEPARTMENT AND THEIR ROLE AS TRANSFORMATIONAL LEADERS: A CASE OF THE MPUMALANGA PROVINCIAL GOVERNMENT

4.1 INTRODUCTION AND BACKGROUND

4.1.1 Introduction

This chapter is based on a case that reflects on the transformational leadership role of HODs in the Mpumalanga Government. Through interviews and a survey bounded by time, the researcher explored only a single phenomenon, that is, followers' impressions and perspectives of their leaders.

The researcher is an insider in this situation because of his direct involvement with all the Departmental Transformation Units (DTUs). This is a real life picture of the situation in the Mpumalanga government. Furthermore, the survey was conducted after a six-day workshop at which the researcher was a facilitator. This advantage to information added more insight to the responses. Indeed, this was a process of watching people in their own territory and interacting with them on their own terms.

It is significant to start by highlighting that by the beginning of the second term of government in 1999, followers' impressions of these Heads of Department were unfavorable. It is a general view that organisations stand or fall partly on the basis of how well their leaders lead, but the researcher adds that it is partly also on the basis of how well their followers follow. This is because "bosses are not necessarily good leaders; subordinates are not necessarily effective followers" (Kelley 1988 pp143).It can be a matter of how good leadership cultivates good followership.

4.1.2 Background

The Mpumalanga Province is situated in the eastern part of South Africa, bordering Swaziland on the South-East and Mozambique on the East. It became a province after South Africa's first democratic elections in 1994, encompassing the former homelands of Kangwane and KwaNdebele and also parts of the Transvaal Provincial Administration.

As with the other eight South African provinces, the Mpumalanga Provincial government has a provincial legislature and an equivalent of a cabinet, known as an Executive Council (Exco). There are ten Members of the Executive Council (MECs) who report to the Premier as head of government. The administrative Heads of Department are the ones who report to their respective MECs on a daily basis. HODs are the accounting officers of their departments. This accounting extends to financial, human, physical and other resources and systems.

The powers and functions of HODs are clearly defined in terms of the national legislative framework, which is designed in keeping abreast with 21st century public organizations. An example is that a head of department is required to establish an information management plan for her or his department and align this plan with the departmental planning process, objectives and operational plans. To ensure that HODs do not falter or depart from their stated mandate, from July 1999, the MEC as an executing authority provides a head of department with a written performance agreement.

HODs are employed to translate the political mandate into action and results. The White Paper on the Transformation of the Public Services (WPTPS), published in 24 November 1995 sets out eight transformation priorities, and transforming service delivery is the ' ey priority. In referring to this ambitious task, the White Paper stipulates that: " transformation is a dynamic, focused and relatively short term process, designed to fundamentally reshape the public service for its appointed role in the new dispensation in South Africa" (WPTPS: 1995 p.6)

4.1.3 Contradictions

In assessing the success of the implementation of transformation, it is probably instructive to consider a number of contradictions, many of which seem to have the potential to stifle the process of transformation. There has been a negotiated settlement in South Africa, yet there is an imperative for fundamental and revolutionary change. South Africa is a unitary state, yet provinces are governed as though they were pseudo federal states. Policy frameworks are set nationally with the assumption that provinces will have the capacity to deliver. There is so much confidence on provinces to act as delivery arms. Unfortunately, the apparent tension between national frameworks, local conditions and political imperatives have not been resolved.

Those who held the vision of a new South Africa prior to 1994 are amongst senior managers and HODs who are blamed for failing to entrench the new vision. These new entrants into government and the public service find themselves in positions where they are required to place this country on a new trajectory. South Africa is a relatively new democracy, yet she is perceived and expected to be on a par with global trends in development. These contradictions are reflected to illustrate that the challenges of transforming South Africa are not so simple. Whilst the apartheid government was ended more than 5 years back, there are other factors that present tension even after new policies are in place. First, the study makes an assessment of transformation initiatives.

4.2 Transformation Initiatives in Mpumalanga

In January 1999 the Mpumalanga Provincial Government appointed a consortium of consultants to carry out a high-level technical organisation evaluation of the Provincial Government. This review had its focus on, amongst others, the identification of core functions of Provincial Departments and an assessment of the macro management and co- ordination arrangements in the Mpumalanga Provincial Government. The researcher gained valuable information about this review as he was representing the Mpumalanga Government on the

project steering committee. The review occurred as this case was being compiled. This direct involvement enriched the case as some assumptions were confirmed by another independent study.

As with other provinces, the Mpumalanga Provincial Government has recognized the importance of reviewing the strategies, systems and structures that have been implemented since 1994 to assess whether they provide an accurate reflection of its objectives, policies and capacities. The review covered all services and functions of the Mpumalanga Provincial Government, in each of the administration departments. Some high level interviews were also held with individual MECs in order to obtain their views and opinions as to the strengths and weaknesses of the current structures and operations together with their hopes and fears. From the hundreds of pages of report documents, a few key findings are distilled.

4.2.1 Strategic focus

A significant feature affecting all Departments, which was identified as of "high priority"; is that there is no single strategic focus for the Province as a whole. As a result, both strategic planning processes and outcomes are neither sufficiently co-ordinated nor consistent and each Department operates as if it were a 'stand alone' entity. There is a need for, but currently an absence of, a clearly defined provincial vision that should drive all the activities of all Departments.

Whilst the Province has prepared a strategy for growth and development the status of this provincial strategy, with regards to working and operational practices, is not clear. For example, there are conflicting views as to whether it is a broad visionary or a practical working strategy and whether or not Departments are obliged to comply with it. This absence of a single vision for the Province, and the lack of clarity as to the provincial strategy, results in each Department preparing its own strategy and /or objectives that cannot be directly related to any overall strategic objectives and priorities. Some HODs only refer to the Provincial Growth and Development Strategy (PGDS) as an after thought during planning. In some departments after a strategic plan had been developed and adopted, there would be a

reminder that the plan is thus far not aligned to the PGDS. A last minute column would then be literally inserted to the document so as to 'align the product' with the PGDS. The contradiction is that the PGDS was developed after many months of consultations among departments, and finally unveiled by the then Deputy President Thabo Mbeki in 1995.

4.2.2 Uncoordinated efforts

Numerous formal and informal committees and forums have been established to bring departments together either on specific initiatives or on ongoing matters of common interest. These are often not seen as important and are not taken seriously as evidenced by poor attendance and the sending of substitutes to meetings, as it was also the case during the formulation of the PGDS. Most of these committees would usually offer radical and transformative options. Those who stop attending these committees give the reason that "after all it is still business as usual for HODs and their senior management". When a new issue or problem arises, another committee or forum is initiated to deal with it. This new forum would exist parallel to other committees and suffer the same fate as its predecessor.

In terms of provincial wide co- ordination and management at the Head of Department level, there is a Heads of Department Forum. This does not seem to fulfil the required role of a management team or board for the provincial administration. D[illegible]ons taken at this level are subject to departmental dynamics and politics. An MEC is not bound by those decisions. Thus there is nothing on the side of the officials that is the equivalent of the Cabinet. The situation is further complicated by the existence of, for example, the Interdepartmental Development Committee and the Project Managers Forum which are both intended to co-ordinate development planning and implementation.

There are also DTUs in the department that are co-ordinated by the Provincial Transformation Co- ordinating Committee. The DTUs were democratically elected, by all staff through guidelines from the national Department of Public Service and Administration. In all these structures the HODs are supposed to be a common factor and their impact is "shuttling

from one meeting to another." The transformation programme unfortunately 'competes' with other projects, committees and programmes for time, budgets and the attention of the HODs.

With this gloomy picture, a group of managers, practitioners and transformation agents were asked to evaluate the specific role played by HODs in leading and influencing the process of transforming the departments they head. Following, is a description of their assessment.

From the survey, most Departmental Transformation Units, largely reflect frustration from working with Senior Management. For DTUs, the concrete indicators of transformation are summed up in the willingness of HODs to establish the structures of transformation. The majority of members perceive their departments not transformed. There is however no consensus on what needs to be transformed. As an institution of transforming agents, DTUs are only surviving through the team spirit of fellow DTU members. There is a 'wait and see' attitude developing already.

To DTUs the major interventions that can fast track transformation could start with issues of ownership and openness by management. The interesting feature is that they feel management needs to be 'workshopped' on transformation. They feel HODs are not doing much to sensitize senior management to the critical need for them to lead and support transformation. This study does not question whether the DTU members are 'qualified' with the responsibility as change agents.

The levels of frustration are also raised by lack of visible political back up. It is interesting that DTUs attach the issue of performance contract as a key issue to encourage HODs to take responsibility of the transformation process. This they believe will facilitate a leader –led process with mass-support from staff. The belief is that one of the reasons HODs neglect their transformative duties is probably because there are no binding contracts for them to do so.

From the interviews it confirms the key findings of the technical review report, that the culture of the Provincial Administration is characterized by an internal focus. It is internal to the

provincial government rather than being customer orientated. The culture is internal to the function or activity rather than adopting a project or team approach. Starting from the HOD and senior management, grade snobbery is rife and rank is more important than responsibility. Loyalties to the previous administration remain strong with officials by passing the formal structures to deal with individuals who they believe will be sympathetic to their cause. This group identity also extends to decision making or interdepartmental relationship. This is an indication that building one administration from various organisations can take long because some aspects of the old are embedded in people. May be to understand this lack of impact to change, it is important to understand the HODs work environment.

4.2.3 HODs work environment

Prevailing views suggest that HODs are not regarded as CEOs in the public service. The circumstances, in which they operate, where power is delegated, does not always allow them the final say. It is also a common perception that some HODs do not have sufficient skills and that they are not 'hands on' leaders. Their decision-making is not independent, they should consult the MEC as a matter of protocol.

HODs are generally viewed as absentee CEOs. Unlike the current scenario, there are views that for HODs to change and to be effective CEOs, they should be strategic managers and be able to transform the cabinet mandate into tangible results. They must be able to lead their departments to achieve quality service delivery. They should articulate the departmental mission and objectives. Unlike now, they should effectively manage the implementation of policies.

Though not so, it is commonly understood that HODs should clearly articulate all the transformation policies guiding their work environment. They have to ensure that there is an underlying transformation agenda for every programme undertaken by the department.

4.3 Sense Of Urgency

While consulting managers as to whether their HODs had succeeded in effecting transformation in the past year, the common answer was that they had not. They are said to have helped establish transformation structures, which were not given a clear mandate. They are not seen to be exercising the power at their disposal sufficiently in order to ensure that the transformational agenda is taken forward by their immediate subordinates.

It is apparent that in most departments there is no clear approach to the transformation agenda. There is no transformation vision. Instead the transformation process is misused to address individual needs. Despite all these elements raised thus far, it should be noted that, to a certain extent, the transformation process has developed an element of assertiveness in managers who do raise issues, but lack the support required to implement them.

Since the inception of the White Paper on Public Service Transformation, there is little impact felt on the intended changes. HODs do not compel senior management to spend enough time on managing service delivery and transforming their directorates. Instead, they are responding to urgent issues and crises. DTUs generally feel there is delayed democratization of the workplace. The organizational culture has fragmented communication, as some DTU members are not well informed of the key implementation challenges flowing from the White Paper. A few have not even seen it, as evidenced when requested to indicate key issues that have an urgent and direct impact on their area of work.

There are a few who were honest to say they have "not even seen that White Paper" However the key to most issues raised related to fruitless over expenditure by management at the expense of clients, and those relating to a laissez-faire approach by HODs. They believe there is no leadership by example, and that HODs lack a sense of responsibility to tighten expenditure discipline and use the budget to achieve objectives of transformation. The priorities of senior management are concerned with short-term operational matters. In most Departments transformation objectives are never discussed in management meetings except

when there is a formal request from Cabinet. After responding to such request they will forget about them until such request comes again.

To DTUs, the critical initiatives taking place despite the sluggish work environment, is that they are in high spirits. They see the transformation agenda as a matter of urgency. They have developed positive attitudes to take the process of transforming their departments forward, despite obstacles and serious departmental problems. They have pushed to set a framework for developing service standards. In some departments the service standards have already been developed on the insistence of DTUs. HODs are not exerting pressure to mobilize managers behind transformation.

Despite the general enthusiasm by staff to advance transformation, senior management does not opportunistically seize the leadership of the process. In most departments, the transformation vision is mainly cascaded down to departments by DTUs. Since it does not come from the HOD it does not carry weight. Is it how a team should be working, listening to the coach only.

4.4 Team-Builders

The DTUs feel they have no clear a clear mandate. They are not properly constituted as they consist mainly of middle managers and junior officials. Most DTUs have powerful and vibrant teams, but lack commitment from management. Therefore they are not strategically positioned. No matter how much power the team might have there is no proper administration of the DTU functions. The members are committed in their line function. The transformation agenda is not inherent in their daily duties. Instead it is left "suffocating" in line functions, with senior managers disowning whatever is related to DTUs. One morning, in the Department of Finance, the DTU chairperson was apologizing for not attending a budget meeting due to a transformation planning meeting; the acting HOD replied, "Only today will I take your apology to your transformation meeting, but tomorrow my budget meeting is continuing, so there is no time for your transformation. You must also come to my anagement meeting". It is really a

culture that one hand does not know what the other hand is doing. Similarly at the Department of Public Works, a group of 14 middle managers were asked to give senior management feedback. "We are not getting the true bigger picture in the department. We often feel in the dark, impotent and powerless. This makes it very difficult for us to support Senior Management". (PWR&T Transformation Process 1998, p12)

Realistically, the DTUs do not consider themselves as a powerful guiding coalition. They yearn for the support of HODs and even MEC. They believe they can be a strong block to lead transformation, however the only drawback is the undetermined commitment of the HODs. One commented "Many high level change agents go for cheap popularity instead of real important issues which need a firm stand point". There is an inherent belief in a transformation process that is led by HODs, coordinated across departments by a Provincial Transformation Coordinating Committee (PTCC). However there is a feeling that because the rest of management departments is perceived not to want to actively participate, the PTCC should help instill the spirit of ownership to all members irrespective of rank or level.

The PTCC consist of HODs, DTU Chairpersons and labour union representatives. From the sentiments raised, DTUs feel that the PTCC can be effective in addressing issues of a shared transformation vision, loyalty of HODs to the process, leadership by example, support and guidance and lastly, building a committed and competent transformation block. This powerful 'outsider- insider, (the PTCC) is seen as being competent to identify hindrances to transformation in the departments. It is hoped the PTCC will instill the spirit of team players, among staff and motivate them. It is surprising how this will be achieved if the main participants are HODs and DTUs are currently the main complainants about the process. Each party complains that the other is not participating in good faith. At the time of finishing this case, the PTCC had not met for more than six months. It strengthens the question, "Who creates and lead a shared transformation vision for the province?"

4.5 Creating and Anchoring a Vision

Despite their ex-officio status in the DTU, most HODs do not participate visibly in the transformation process.
However it is interesting that there is no single HOD who is known to oppose this process. What worries managers though is the "lukewarm leadership role" they play. One manager explains the approach of HODs to be "don't rock this boat, leave it to the wind, as long as it does not sink with us.

The somewhat positive role played by HODs in creating the visibility of DTUs is of major significance in what is seen as an institutionalization of the transformation process. Unfortunately, proposals and recommendations of the DTUs are not part of departmental planning. There are no strategic transformation plans. This makes it difficult for departments to assess their failures, or to recognise their small wins.

There is no articulation of the connections between any new behaviors and organizational success. There are no means to develop transformational leadership succession. As a result the transformation agenda as spelt by cabinet is not seen to be succeeding. However, there is confidence that the process will be successful in the long term provided there is a clear-shared vision as well as capacity building for implementation purposes.

If anything, senior management has been observed to be the key resistor to the transformation agenda. A critical observation from the survey and interviews is that top management is a slow starter in the process, probably because HODs do not clearly articulate the transformation vision. Heads of Department serve in technical committees that advise Cabinet, so they have more information and insight on cabinet priorities. Understandably, they are accused of fearing change and probably misunderstanding the scope and purpose of the transformation process. Even staff members are beginning to drag their feet and have apathy

towards the transformation agenda. Is this confusion not a good scape-goat for anyone who is not serious?

It is not understood why the process of creating a transformation vision for departments has been left to the DTUs. Some DTUs have developed a programme of action, which was presented to management. It was hoped that senior managers would take this programme to their subordinates at sectional level. Most DTUs have consulted thoroughly with staff at Head Office and regions and on the process of developing their programme. Some have even had annual transformation conferences. Stakeholders are brought on board in this process. HODs do not seem to take cognizance of the fact that most of the consultations are led by the DTU, and in some the HODs are even invisible. Compared to senior management there seems to be general support at staff and stakeholder level for this process of vision building led by DTUs. Is this the best alternative to communicate a vision?

Because all the initiatives have a national directive, it is critical that HODs, through senior management, clearly communicate and cascade the national transformation vision. This role is not clear as at one level HODs have disseminated this information as mere copies of circulars to management, but at another they did not ensure that this process and its implications is clarified to middle managers. By omission, or deliberate secrecy, the information is at times not clarified to middle management and frontline workers. One may be tempted to believe that there is a feeling of alienation since these are national directives. Surprisingly, there is also no certainty and clarity at various levels of the organisation about their very own missions and direction of the department. Some managers view this as a combination of democracy and dictatorship as staff members are required to act on a mission they do not clearly understand.

4.6 Competency

Managers and practitioners alike do not view HODs as highly skilled. According to their assessment, HODs are not visionary and systematic planners that can translate vision into business plans. They are not people centered and do not encourage good teamwork. Managers expect HODs to be innovative and at least possess generic all round management skills. To be effective role models HODs must be leaders with a visible and decisive commitment to transformation and at least possess a fair understanding of change management.

One practitioner noted "...like fish organizations rot from the head." All respondents mentioned the lack of change management skills as a critical issue. Other critical skills lacking, as observed by most respondents include strategic management, financial management, project management, and time management. If these are not seen as optional skills, then it would be revealing to know which body of knowledge constitute a prerequisite for qualification as an HOD.

The respondents feel HODs should be continuously trained on the latest international trends of Organisational Development. Perhaps that is why there is a feeling that the work environment does not allow people to express their true nature. Senior managers are managing by fear, and their subordinates also fear them. In some key departments creative and innovative officials are intimidated, as one manager said, "Here, it is dog-eats-dog, with one or two persons running the show. If you open your mouth, you disappear, or if you are feared you get everything. If you are creative, do it only in your small cocoon, do not shine".

Ironically, officials are not held accountable for their performance, and they therefore become deadwood of their organisation. It was also identified that the organisation does not have a mechanism in place to measure performance and that it is not operating according to targets. This allows HODs a leeway not to excel but to stagnate in their positions. From the highest

echelons of Provincial Government there is no monitoring or follow up on decisions taken either at Cabinet or at the Head of Department level.

Other factors that are perceived to impede the transformation efforts in departments include transformation being seen as a parallel program whose financial and human resources are not part of the broad allocation and planning of departments. Senior managers have no skills in integrating a transformation project approach to the narrow line function approach of government departments. The DTUs can only recommend projects and plans of action. Decisions taken at PTCC level are still subjects to internal departmental dynamics and power plays. There is a general feeling that those who lead transformation must be empowered with core skills of transformational leadership.

HODs also need strategic management skills to allow them to fit the transformation vision within the departmental sectorial expertise and competency. To address their narrow approach to issues, they need a province wide understanding and knowledge. This may be a correct step towards a global view of a 21st century organization.

4.6.1 21st Century Leaders.

The managers feel that the development of technology will have a direct impact on how the organisation is managed. In their organisation there is no sense of urgency to adapt. This has to change in order for the endeavor to become a 21st Century organisation to succeed. As in most successful organisations, HODs will need exposure to the best management development programmes nationally as well as internationally. "We wonder if HODs are even aware of the concept of a 21st century organization," one senior manager said.

Managers themselves were asked to clarify how they see "a sense of urgency" and how they adapt to a 21st century organisations. They were asked individually, if the new information age altered the way they worked in their environment?

It was also verified if the rest of management led by HOD, is aware of the implications this has on transformation. Strangely the managers feel empowered by the information age. Strange,

because those who lead them do not seem to be giving urgency to the information era. Through self taught skills, awareness and seminars these managers have developed skills of grappling with the information age. They really appreciate the information age as it enhances faster decision making and quick information sharing.

As with the practitioners, the managers insisted that "these days ignorance is inexcusable", as information is readily accessible across the borders of organisation and country. The irony of this is that they all believe that most HODs spend months without even turning on their very expensive computers. No wonder there is a general paper philosophy in departments, as one HOD said " I do not want reports on disk, I want to see it on hard copy." There is huge wastage of paper, time and resources that could have been channeled to train the rest of management and staff on the latest information trends. If the departments can frustrate staff where basic computer skills are concerned, what more of them, getting to grasp the developing trend of seeing a bigger picture through " Information and Knowledge Management". Most successful organizations today are carefully managing knowledge.

All the above responses should by now have provided enough response to the question "What role do public service Heads of Department play as transformational leaders?" All the above factors are not favourable opinions from followers regarding a leader who must take an organization into the 21st century. The next chapter applies the theoretical framework outlined in Chapter 3 to analyze this case study.

CHAPTER 5 : ANALYSIS OF RESEARCH RESULTS

5.1 Introduction

In this chapter the research results, as reflected by the case in Chapter 4, are analysed using theoretical frameworks outlined in Chapter 3.

5.1.1 Revocracy and Revolutionary Leadership

Throughout this study the researcher uses the concepts of revolutionary changes, revolutionary leadership and the new concept of "revocracy". As these concepts are raised so frequently, even by respondents, before the analysis is complete they are briefly set out as a framework in order to understand the depth of the transformation challenges facing the public service.

In the broadest sense revolution is the complete and pervasive transformation of an entire social system. It means the birth of a radical new ideology; the rise of a movement bent on transforming society and on the basis of that ideology, overthrow the established system of government. It also means the creation of a new political system, the reconstruction of the economy, laws and the confirmation of a new leadership.

The "pure" form of revolution is rare in practice. The revolutionary leader who helps initiate a revolution, lasts through the whole revolutionary cycle of struggle, victory and consolidation of power, and finally directs the process of social transformation is as rare. The French Revolution devoured its leaders. Lenin enjoyed just a few years of rulership. Only Mao Tse Tung, Fidel Castro, Nelson Mandela, and perhaps a few others, have experienced, as transforming forces, the revolutions they helped to start. More often other leaders come to the fore to play their parts during the succeeding stages of the revolutionary cycle. The followers who look upon these leaders will surely be frustrated about the steady outcomes.

Few leaders would seem so ill suited for revolutionary leadership as Martin Luther for he acted without, party or an organization. His strength lay in the collective strength of followers he hardly knew. Yet he created a revolution whose resonance still echoes in our own time. The revolutionary approach to the transformation of South Africa's public service is inherently linked to the years of struggle the country emerged from. Revocracy, as the power of change, has its parameters and mandate echoed by those who legislated these changes. To clarify this tough task, former Public Service and Administration Minister, Dr Skweyiya in his political overview at the National Public Service Transformation Conference went on to conceptualize transformation.

> *"During this process all existing structures, such as hierarchies of authority, lines of accountability, and reward systems are interrogated and contested. Transformation is of course about more than just structures. Transformation consists of rapid and radical change in all facets of an organization. These changes are so significant that they result in a new identity. Transformation is thus a process of becoming, in that it re-organises the organisation, knowledge and operations. It is a process of change so fundamental that by definition it exceeds the sphere of predictability and a prior evaluation. Given this dynamism, transformation therefore defies linearity, and should therefore be seen as non- linear whose casual factors cannot be traced after the immediate fact."* National Public Service Transformation Conference Report 1998 pp4)

Following these challenges, the five subquestions of the research question are examined in the next section.

5.2 Are There Substantial Indicators Of Transformative Change In Public Service Departments?

This part examines the HODs' work environment and assesses the indicators of transformative change.

5.2.1 HOD's work environment

Theoretical, conceptual and empirical accounts from different disciplines inform a study of chief executives in the public sector. This study reflects that in the public domain the HOD as CEO is never the principal actor. The distinctive task of the HOD is to support and enable others. The different kinds of "others" are the many citizens and the few elected representatives. This enabling role involves the management of balance between a series of tensions, which are inherent in the duality of the public domain. The role of the public sector manager is the role of equilibrium.

During this period of transformation the distinctions between management and political leadership have been vague. Politicians are heavily involved in organisational matters, while traditional 'officials' are drawn into policy-making. Traditional models of leadership focus on getting followers to do what leaders want them to do. Success in government however is not a matter of telling followers what to do and getting them to do it, but rather enabling individuals and teams to act in the best interest of the organisation.

The usual course of events in structuring a department, after the 1994 elections for example, is that a political leader appoints a management team and instructs them to deliver the required service. This strategic apex is the structural component that links government and political policy to the organization, and the task of change is primarily located there. The strategic apex, and the HODs office in particular, is where external demands and requirements, as identified and defined by politicians, meet the internal constraints and capacities of the organisation. In the public sector there is shared ownership of organizational leadership. Even respondents would at one point lay the blame with the HOD and at another with the whole senior management structure. As many respondents observed that the current work environment of HODs takes away the Chief Executive Officer's role, this is examined as it nullifies some assumptions about this role. In Chapter one it was assumed that "the

administrative Heads of Department (HODs) are, by virtue of their powers and functions, Chief Executive Officers of the departments they"

5.2.1.1 How Other Chief Executive Officers Lead ?

Farkas et al (1998) analyzed 160 chief executives around the world and examined the CEO's approach to leadership. Their study finally identified only five approaches to leadership, each with a singular focus: strategy, people, expertise, controls or change. This analysis briefly draws from their conclusions to assess HODs approach to the role of CEO. The independent review mentioned earlier, supports the findings of this study that the environment of HODs does not allow them to be in the role of CEO. The five leadership approaches by CEOs will be analyzed as follows.

- *The strategy approach*

CEOs who use this approach believe that their important challenge is to create, test and implement long-term strategy. In so doing these CEOs spend 80% of their time interacting with their external environment, and delegate most operations to skilled personnel.
This is a difficult approach for HODs, because whilst they spend their time out of their offices, but it is spent in various meetings responding to crises and political demands. A long-term strategy of any department can be reviewed when a new MEC is appointed. However respondents have observed that some HODs do not pay attention to strategic niches of their departments. They are overcommitted and therefore lack time to oversee all areas of their department. For this reason,there is no time for a transformation strategy.

- *The human-assets approach*

These CEOs believe that their primary job is to impart to their organizations certain values and behaviors by investing in the growth and development of individuals. They instill long-term cultures that make employees to act and decide as the CEO would. In the Mpumalanga case

this is not possible until conducive and clear organizational cultures have been created. Respondents also observed a culture of fear and selfishness.

- *The expertise approach*

This group of CEOs devotes the majority of their time to cultivation of skills and continual improvement. They hire people who are highly trained in the expertise. This would be a challenging task for HODs. At one level there are no performance measurement tools to determine results against which this expertise can be sought. At another level the process of recruitment and selection is not informed by quality skills, but mainly by years of experience. The skills of HODs are themselves put under scrutiny by respondents. This expertise approach may still take time to work in the Mpumalanga case

- *The box approach*

This category ofCEOs believe that value can be added in their organizations by creating and monitoring an explicit set of controls. They spend time reviewing monthly or quarterly results that are below expectations. They value seniority and years of experience for promotions. This approach is very close to the environment of HODs, and what they prefer doing. The only deviation is that respondents highlighted that there is no proper monitoring and evaluation systems. This means HODs can only receive reports but may not always evaluate the successes, due to weakness of internal measurement systems. There are also no benchmarking mechanisms to encourage continual improvement.

- *The change approach*

These CEOs spend time creating an environment of continual improvement, even if this produces anxiety and confusion. These change agents spend most of their time using meetings and speeches to motivate members to embrace change. This is a desired type a leader in the current environment in Mpumalanga. As it will be discussed later, most HODs

are not perceived to be creating transformative change and mobilizing followers behind a concrete transformation agenda. The desirable attitude of HODs will be passion, energy and openness to a reinvented tomorrow. Like some respondents said, "HODs must walk the talk"; and break the barriers of rank-snobbery.

From this study it is clear that public management is different from management in the private sector. The differences include the complex institutional and political influences and the multiplicity of authorities involved in decisions. Another critical difference is the absence of a bottom line with the consequent lack of performance criteria. The nature of expected changes in the Mpumalanga government does not allow an incremental approach to change. An environment has been set for revolutionary second order changes. The policies are clear and theirs is to develop activities and performance measurement criteria. Currently, most HODs behave like they are in an exploratory phase of change, where there is no urgency to deliver. In this state an organisation has to explore and decide whether it wants to make specific changes in its operations and if so, commit resources to planning the change.

5.1.2. Indicators of transformative change

In putting forward the argument that transformational change can be better understood and defined by the application of assessment criteria, the researcher stresses in the criteria themselves the power of multiple level changes. These indicators are briefly outlined below, using the Ferlie et al Model.

- **Multiple and interrelated changes.**

HODs are very busy people, to the extent that they are even regarded as absentee CEOs. This factor leads to a general laissez-faire attitude. The researcher is tempted to sympathize with them with regard to the energy they expend trying to build their organization, however, the problem is that the changes they are busy exerting are mainly driven by Cabinet demands. Sometimes they do not understand what they are doing as Cabinet demands this and that

report more than once. As a result there is no time to translate the multiple changes to operations in departments. This results in most of the intended changes remaining at statement level only. This justifiably gives rise to the notion that the concept of transformation is just a publicity stance.

- **Creation of new collective organizational forms.**

The nature of bureaucracy is that committees do not have decision-making powers over the bureaucratic machinery. In the case of Mpumalanga HODs, or their representatives, sit in various interdepartmental strategic committees and clusters. These committees are not co-ordinated and the overwhelming work put in them is therefore undermined. Individuals represent their departments and report back individually to their HODs. There is no strategic focal point to distill all proposals and recommendations. Multiple reporting, also means that the work of these teams does not hold water. This is, however, an indication that a new form of organization is emerging, and if properly structured could lead to productive teamwork.

- **Impact of multilayered changes to individuals**

The pronouncement of transformation intentions has not succeeded in having an impact on managers and how they transform their units. For them it is " business as usual", despite the numerous external factors like technological changes, globalization and today's geometric rate of change. As there is no reward or recourse for the HOD who is successful in transforming his department, the rest of management can afford to quote the transformation guidelines but still continue with programmes that protect their jobs and positions. This results in overspending, as solutions are avoided, and customers suffer while bad leadership flourishes in its comfort zones.

- **Transforming service delivery.**

Despite the existence of a White Paper on Transforming Service Delivery, the major visible sign towards this objective, was a launch at a massive public rally in February 1999 by the former Premier of Mpumalanga, Dr Phosa. Some departments have since developed service standards, which are mainly a superimposition of what exists. Despite the White Paper emphasizing 'quality service', the standards emphasize more in significant priorities like "the phone will be picked up within three seconds of ringing and correspondence will be responded to within seven days". The problem is that these standards are hardly observed or monitored.

HODs went on to regard these as world class service standards. To reflect an element of not caring about either product or quality there has been no thorough analysis of what service standards are. To substantiate this claim, the researcher has observed from records that, all HODs, and senior managers, travel by air frequently through the Johannesburg International Airport. For the past 18 months the Airports Company of South Africa has displayed very good, quantifiable service standards so visibly that one cannot miss them. If transformational leaders are passionate about changes, free samples like this one must be exciting. This may probably be a matter of not understanding the nature of the transformed service that is desired, and not knowing where to look for the solutions.

- **Reconfiguration of power relations.**

It is evident from the study that seniority in departments still resembles a silo-effect, with the HOD as a central point. The next level of power, competition and non-cooperation is the directorate level. As reflected by followers, the researcher has already alluded to the attitude of grade and rank snobbery by HODs. The details of the complexity of power relations is addressed below in section 5.3 (*Creating High Performance Transformation Teams).*

- **Development of a new culture and ideology**

Departments are still struggling to build one culture and an ideology that identifies with customers. There is still an internal focus to delivery that is further complicated by lack of team-work. Besides rank and grade differences, people prefer identifying with those they believe will be sympathetic to their cause because of their past relationships with past administrations. For transformational changes to succeed in Mpumalanga's departments there has to be a culture of "belonging" to the organization. Organisational culture has been described as the glue which holds the organization together (Schein 1983). In the case of Mpumalanga there is no sense of belonging to departments due to grade and rank snobbery which also results in secrecy or unnecessary confidentiality where middle and junior managers are concerned. The core argument proposes that longer term change in this organizational system will not be effected or sustained unless the underlying values and belief systems of the members shift. There is an uncoordinated approach to managing organizational culture, especially by HODs. They must, however, note that culture is an ambiguous and loose concept which is difficult to operationalise, and therefore requires a high level of skill.

5.3 Is there a sense of urgency by Heads of Department with regard to achieving Transformation in departments?

It has been articulated that old cultures are still abound in most departments. HODs have a task of building a relatively new organization while simultaneously changing inherited cultures and systems. Giving a sense of urgency this transforming organization means creating chaos out of order.

As Gareth Morgan (1992) notes, that the management of organizations and of personal life ultimately involves the management of contradiction, the choice that individuals in organizations ultimately have before them is thus really a choice about the kind of

contradiction that is to shape pattern of daily life. Tom Peters (cited in Tetenbaum 1996 pp23) says,

"we'd spent the past 40 years teaching people to create order out of chaos, but would have to spend the next 10 years teaching people to create chaos out of order. In fact, we have spent so much time teaching our organization to be systematized and orderly that now they can't respond to the fast changing environment."

This is evidenced by the scenario that some radical managers who joined the public service in the past five years, are slowly adapting to the sluggish nature of the system.

In the case of Mpumalanga, there is insufficient time spent by HODs on debating the change process. MECs and their provincial Heads of Department ought to be the driving forces and without a clearly defined and coordinated vision, it is difficult to effect transformation. The costs of fundamental change are not clearly brought into the formulae. Limited attention is devoted to what the content and structure of the overall structure should be. There is an urgency of biting too big a chunk in the absence of understanding the total demands of the process.

Reeling from multiple rightsizing, the creation of a new administration and organizational restructuring, over the past 5 years, HODs are up for yet another assault on their energies. To them, the new regulations and the performance contracts are a new demanding concept. Chaos theory and emergent change tell us that the ability to adapt and to absorb even more change is what lies ahead. It is important for an HOD to have the capacity to bounce back no matter how intense the speed or complexity of the change.

In this chaotic and turbulent environment, people have become more anxious at all levels of the Mpumalanga administration. As they become fearful, they keep their heads down more, limit their contribution to the minimum necessary and work harder not smarter. HODs and senior managers spend a great deal of time addressing "urgent issues and crises". The multiple meetings they attend without outcome even makes them forget that there are people in departments who need to understand and carry the challenge of transforming the organization.

People need to understand and appreciate what is happening, feel a part of a process in order to manage it and share a unifying sense of direction to guide them through the uncertainty. HODs need to create opportunities for everyone to align their personal goals with the direction in which the organisation is heading and then plan together how to get there. On the contrary managers believe that the statements made about transformation are meant to address the individual egos of senior managers. Communiqués that are conveyed to staff on transformational issues are not clarified as being issues with an urgent impact on the department. HODs must consider themselves lucky because it is in few organizations that members of staff are generally the ones who are leading a vision for transformation. If HODs do not give the visionary process priority status, the real essence of what needs to be transformed can be easily lost. They need an Iacocca phenomenon to be able to implement multilevel changes simultaneously.

As is already the case in some departments, HODs are trailing the insufficient transformation vision crafted by DTUs and staff. By contrast senior managers are implementing their own understanding of transformation. There is no strong message conveyed throughout the departments as to what the expected transformation outcomes are. Maybe it is because there is no thorough assessment of administration performance. There is gradually a loss of the sense of urgency necessary to transform a big public organization. HODs have, in fact, underestimated the effort required to drive people out of their comfort zones. There is an unpunishable laissez faire and these comfort zones have the dangerous potential of reversing the morale to transform the public service. Tom Peters is probably correct in making the above assessment.

The challenge for HODs is not to leave what they are busy with, but to manage their time profitably. Time is nothing but a sequence of events. For the HOD to give urgency to transformation means that everything is urgent but can be well managed through delegating and giving strategic direction. To be a successful transformational leader requires being an energetic person, and having a passion for quality.

One of the biggest problems confronting top government, leaders like HODs, is that they frequently deal with elected leaders who sometimes have a passion for politics and not necessarily for quality or customer satisfaction. To avoid crisis-management, but achieving a sense of urgency the HODs must believe in themselves.

Believing in yourself is a characteristic that enables empowerment. Transformational leaders need to be mentally tough. Their self-image must be so positive that they can properly and effectively deal with people who vigorously attempt to destroy their concepts. The enemy is not 'out there' but rather inside themselves in a form of fear and mental models. Transformational leaders need to have a positive mental picture of themselves.

5.4. Do Heads of Department create high-performance Transformation Teams?

Kreitner and Kinicki (1998) outline some attributes of high performance teams such as building participative leadership and creating interdependency by empowering, freeing up, and serving others. This can be complemented by the team leader establishing an environment in which all team members feel as responsible as the manager for the performance of the work unit. Through shared responsibility, this allows the team to have a sense of common purpose about why the team exists and what function it serves.

Team building must be incorporated into everyday project activities such as meetings, task assignments, planning, and even informal discussions. There are many ways to get team building started. The approach will differ greatly depending on the type of project, the managerial style of the leader and on specific types of people on the project team. Woodstock cited in Grobler (1993), has suggested that successful teams have undergone a process of team building that has dealt with detailed aspects of its functioning and performance. These aspects would include openness, understanding individual and group profiles and deep mutual trust within the group. The researcher believes that such successful teams are focused on the future, the task and creative team talents.

In the Mpumalanga case, the most important asset remaining untapped, as in many organisations, is the huge reservoir of ability in its people. It is apparent that many public service organizations continue to exclude people from the opportunity to contribute fully towards the goals of the organisation. Whilst there have been many attempts to improve in this area, success is still marginal and many people are still left out. The public service cannot afford to waste any talent and must now reach for a higher level of functioning. HODs as leaders must begin to build an inclusive publice service organisation. An inclusive organisation is one that reaches systematically to ensure that everyone is included, that everyone's contribution is valued and that differences are embraced as an asset rather than a limitation. The feelings of intimidation must be addressed if this objective is to succeed

It is critical, at this point, to remember that in terms of the guidelines, HODs are ex-officio members of DTUs. Ironically, the researcher argues that in their current form, the DTUs, cannot be effective teams in assisting the HODs in the task of transforming the departments. There is an opportunity though for HODs to utilize DTUs effectively as transformation strategic teams. This would call for the restructuring of DTUs to make them as close as possible to decision making. They are currently contending with a hostile command–and–control environment, coupled with management resistance. From the investigation it is apparent that the teams were adopted as a fad, a quick fix response with no long-term commitment. The transformation mandate given to DTUs by the cabinet is vague, hence the understanding that management and staff have about what DTUs are, is often conflicting.

While HODs are ex-officio members of this DTU team, they allow the poor staffing of these teams by omission. Most managers are now incorrectly blaming DTUs for the slow pace of transformation. Without guidance and clear senior management support, DTUs went ahead without the participation of HODs. This has resulted in the teams trying to do a lot in a short-span of time. There is bound to be conflict in personal work styles because there is a temptation on the part of HODs to also assume their accounting responsibility.

The ongoing conflict between HODs and senior management reflects that there was too much emphasis on results, and no effort at all put into team processes and group dynamics. This failure to build high–performance teams also extends to the relationship between HODs and their senior management. In addressing the problem of apparent resistance by senior management and an unclear stand by HODs, two factors should be addressed. On the one hand, HODs should improve their assertiveness skills in communicating the transformation agenda. On the other hand DTUs, should not be aggressive, but win more support. Senior managers should also take responsibility to build high performance transformation teams and help the HOD achieve this.

It is critical for HODs as project leaders to negotiate for team members to obtain the most dedicated project team personnel that can be found. Candidates should be chosen primarily because of their potential to contribute their technical or other expertise to the transformation project, and secondarily because of their potential to be effective team members. A good HOD will develop skills of taking into cognizance personalities of members. The election of transformation team members is not effective and cannot be the best choice. This is one case where the power of democracy is not always correct. Once support for the team has been achieved, there needs to be an integration of the teams efforts into the main system.

Finally to conclude on the need for high perfomance teams in organizations, a leading Japanese industrialist, Konosuki Makushita, in addressing differences in management practice, said.

> *"We are going to win and the industrial West is going to lose. There is nothing much you can do about it, because the reasons for your failure are within yourselves. Your firms are built on the Taylor model; even worse so are your heads. For you the essence of management is getting the ideas out of the heads of management into the hands of labour. For us, the art of management is mobilizing and pulling together the intellectual resources of all the employees in the service of the firm.... Only by drawing on the combined brainpower of all its employees can a firm face up to the*

turbulence and constraints of today's environment" (Blueprint for Success, 1979 in Tetenbaum pp 34)

5.5 Has a Transformation Vision been clearly created and anchored by each Head of Department?

Nanus (1992) advises leaders to be spokespersons and active communicators of their vision. This they do by networking with people inside and outside their organizations to generate trust and consensus for their visions. Likewise, if HODs expect to be followed they should personify a vision of transformation. But this should start with an HOD clearly creating his vision. The assumption is that a leader at the level of HOD will have the skills to craft a vision that inspires enthusiasm, a vision that is ambitious enough but not utopian. To achieve outstanding success the HOD must be an embodiment of his vision. Martin Luther King once said " people cannot become devoted to Christianity until they find Christ, to democracy until they find Lincoln and Jefferson and Roosevelt to communism until they find Marx and Lenin. People become committed to great ideas through persons who personify those ideas" (Bennett, 1964, p127).

Executives, such as HODs, must have understood that their job is to lead a process of systematic organisational transformation. They have begun the arduous but interesting task of creating a visionary partnership with the people who work in the organization and then work with those people to improve the performance of the organization as a whole. If HODs do not make enough to achieve this systematic partnership, there could be no sense of common purpose, a factor that could undermine the credibility of the process.

Credibility of the HOD as the leader of the vision is crucial. It grows with the image of a sound decision-maker in both general management and relevant technical expertise. Credibility can be enh project leader's relationship to other key managers who support his / in a project as is feasible, the HOD should ask team members where

they see themselves fitting into the vision. He should determine how the overall transformation project can best be divided into subsystems and subtasks.

Despite the availability of policies on transformation there is generally no transformation vision created. Some observers could argue that this vision is there in many political speeches and workshop reports. The difficulty is that there is no effort made to simplify and clarify the vision at a level where customers and general staff members can access and own it. Any vision, no matter how brilliant, if it is not clarified and internalized to those who must translate it into results, remains a paper vision. In the departments in Mpumalanga these 'paper visions' are not cascaded down in the department. There are no senior management strategies employed to communicate a simple transformation vision and entrench visible 'small wins'. The other major problem is that little effort that has been made by HODs to understand and simplify the White Paper on the Transformation of the Public Service. This process would require that critical issues be isolated and from them strategies and targets developed. It is therefore important to ask the question, " if the organization continues on its current path, where will it be heading over the next ten years?" Those who lead it now may no longer be there to save it from sinking, hence HODs' are employed on a five year contract.

Currently the structures, processes, personnel incentives and information systems are supporting the current unguided direction of the organization. Unfortunately, it is not a clearly defined and well institutionalized transformation path. There is no articulation of a connection between new behaviors and organizational success. When institutionalizing the vision, an issue that is neglected by senior managers is stakeholder analysis. This tool gives the decision maker an indication as to whose interest should be taken into account when formulating the policy emanating from the vision, as well as why those interests are important. It is important to know a group or individual interests in respects of a particular policy. If an individual or a group are likely to damage or weaken a policy this should be taken into account. Similarly, if the individual or group is likely to support and add value to the policy this is also useful to note. A detailed study of what senior managers see as the success of transformation would go a long way to clarify this.

In this particular case, senior management support is an absolute necessity for dealing effectively with interface groups and proper resource commitment. Therefore, a major goal for HODs, as project leaders, is to maintain the continued interest and commitment of senior management in the vision. The researcher suggests that senior management should lead and become an integral part of project reviews. It is critical for senior management to provide the proper environment for the project to function effectively. Here, the HOD as transformation project leader needs to inform senior management at the initial stage of the program, what resources are needed, and get them integrated in their planning. This must be a dynamic and ongoing process. Therefore a particular skill of dynamic imagination is required from HODs. The secret of success in the new order lies in continuos attempts to prove yourself wrong, to challenge your thinking and to find flaws in your own mental models.

5.6 What Competency Is required from a Head of Department, to make him a Transformational Leader of a 21st Century Organization?

With the 21st century speed of change, senior managers are being called upon to identify and solve problems, make decisions, experiment, and continually learn new skills and behaviors. Koehler et al (1997) suggest some skills required by transformation leaders to succeed. Effective transformational leaders must have the skills to conceptualize relationships and have the ability to see the whole organisation. They need to clearly monitor their environment and understand the effect of their organization on customers. They need to be passionate about knowing strategic linkages to their environment. They need very technical skills to achieve quality, and to measure and improve process. Importantly, they must carry their followers as they advance with world renowned skills.

The researcher believes that one of the reasons that so many senior managers resisted change was because they couldn't tolerate the uncertainty of change. Lack of generic

management and leadership skills is a factor that sees managers not even knowing about the various models of change and the challenges they, as managers, have to contend with.Transformational leaders do not just contend with change, they cause change. Leaders in government must come to grips with the fact that in a changing environment, uncertainty is part of every leader's job. In their case, lack of information about future events as well as the unknown comes with lack of skills and valuable experience about the territory.

According to most followers' assessments, HODs are not visionary and systematic planners that can translate vision into business plans. To be considered as role-models HODs must be leaders with decisive commitment to transformation and at the very least possess a good understanding and application of change management, among other skills. The respondents feel HODs should be continuously trained on the latest international trends of Organizational Development. This deficiency leads to the respondents' suggestion that the work environment does not allow people to express their true nature.

The above views mean that followers regard their leaders as not being very capable people. This gives credence to a claim that senior managers are managing by fear that and they want to be feared rather than admired by their subordinates. There is a relationship between this claim and the technical review finding that in departments in Mpumalanga there is general lack of Performance Management. From the very top of the Provincial Government there is no monitoring or follow up of decisions both at Cabinet and at Head of Department level. Officials are not held accountable for their performance, and they therefore become the deadwood of their organisation. There needs to be a loop of feedback between a manager and subordinates, on condition that the manager, as a senior, is well informed and knowledgeable.

Whilst personality influence is very important for leadership, most managers rely less on their personality than they do on their organizational knowledge, skills and experience (Burnes, 1996). It is important for leadership to first accept their shortcomings and then design ways of addressing them by acquiring new knowledge and skills. There will be more benefits and organizational learning if the same approach is used in empowering others. Leaders must

create, for their institutions, a climate where employees "must be allowed to take risks, to embrace error, to use their creativity to the hilt and encourage those who work with them to use theirs" (Bennis, in Ray, 1993 p.178)

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Towards a 21st Century Organisation

Leaders have an obligation to create and maintain a learning organization. To be a successful manager in the 21st century calls for a new mental model of managers, one suited to a world of chaos. Those who retain their Newtonian world view will find themselves leading their organisations into oblivion. To date, chaos and complexity theories have not been applied to human system, although self- directed teams represent a small version of self organisation.

From the experiences in Mpumalanga and the recent shift to team and project based processes in many organisation, it demonstrates the fact that a group of workers will, if given the chance find ways to accomplish a task. In chapter 3, the researcher cited Wheatley (1992) in arguing that all of us are busy discovering new forms of organisation for the 21st century. It was also explained that we need to accept chaos as a necessary power and process by which organisations renew themselves. The study managed to draw broad conclusions regarding aspects of the HODs work in building a renewed organisation.

- *Technology.*

HODs are generally not channeling resources into new technologies that increase efficiency and productivity. This is despite the emphasis in the White Paper on improving both efficiency and technologies. The respondents felt that the development and application of appropriate technology will have a direct impact on how their organisation is managed. Using the latest information technology is recommended as a way that will ensure adequate flow of information and encourage innovative use of these technologies in the change.

- *Speed of Change.*

Whilst 21st century leaders have a critical role in providing the balance between the need for order and the imperative for urgent change, in the case of Mpumalanga leaders there is no sense of urgency to adapt to this pace. This has to change in an endeavour to becoming a 21st century organisation. In this case the rate of change is must be treated as a matter of urgency, and a level of climax in the transformation process be created.

- *Globalisation.*

In planning for excellence in the Mpumalanga administration, HODs would have to develop the diversity of 21st century management skills as proposed in Chapter 4. As in most successful organisations, HODs will need exposure to the best management development programmes nationally as well as internationally. Our interconnectedness is increasingly interdependent, and in growing and learning from others, leaders of the public service can benefit from it.

- *Complexity.*

Currently not inherent is an approach of seeing humans as assets whose value increases each day. The Mpumalanga public service may succeed by utilising many of its members and diverse skills in the system to gain new knowledge to deal with the complexity. Beckhard (1988) (in Kilmann, 1988) has identified some challenges facing executive leadership when transformational change occurs. He argues that reaching an appropriate balance between managing the change and managing the stability of the ongoing organisation, is critical. He also recommends a need to provide continuity of leadership of both the stable and change system during the change process. This could ensure that the momentum of transformation is maintained. In this case HODs will have to manage a level of climax in the transformation

process by creating an environment of deliberate chaos. This could be achieved by HODs turning around the organisation's operations and create new ways and cultures

- *Advanced skills*

In contemporary organisations, changes are discontinous and happening at a geometric rate. Tetenbaum (1996) argues that the disequilibrium created is unprecedented in our history. In this particular case, it is apparent that to manage this disequilibrium, it will take advanced quality management and planning to arrive at advanced decisions. Only through broad experience, flexible approach, and a 'people oriented' leadership style will leadership be able to cope in the 21st century (Kerzner,1998, pp1009)

From the analysis of the nature of HODs it is clear that the government of Mpumalanga will have to do an extensive search for HODs who could be real twenty first century leaders. These leaders are scarce. Bill Gates received no leadership education. The process of developing 21st century leaders cannot be left to chance. This chaordic world requires that leaders be developed at various facets of their lives, university, society and work. Qualifications only do not get organizations best leaders. A wide track-record of successful leadership elsewhere should be sought. This leadership could have been at college, church of societal groups. It takes such wide experience of society that transformational leaders can really understand their organizations as a part of a whole and how to fit it in the whole

Chapter conclusion

These were observations about the role public service Heads of Department play as transformational leaders.

In summary, followers expect their leaders to have passion, energy and openness to a reinvented tomorrow. Like some respondents said, "HODs must walk the talk". Despite the public commitment, there is failure to create a powerful-enough guiding coalition that is responsible for leading and managing the change process. Like Kotter argues, there has been

failure to clarify a vision that guides the change process. Obstacles that impede the accomplishment of the new vision have not been removed Followers will expect from transformational leaders to search out challenging opportunities to change, grow, innovate and improve. It is also important to strengthen people by sharing information and power and increasing their discretion and visibility. HODs should set the example for others by behaving in ways that are consistent with their stated values. These credible leaders must be committed to consistently implementing key leadership practices and planning small wins that promote consistent progress and build commitment. An opportunity is being missed to systematically plan for and create short-term wins. Short-term wins represent the achievement of important results or goals. Followers expect leaders to recognize individual contributions to the success of every project but still celebrate team accomplishments regularly.

CHAPTER 6 : CONCLUSION AND RECOMMENDATIONS

The purpose of this chapter is to conclude the research. In concluding, the following will be done:

- Close the gap by giving a simple and brief summary of the observations and incorporating some issues that do not fall exactly in the five themes.
- Offer possible research applications.
- Give recommendations for future research.
- Give concluding remarks on the research.

6.1 Summary of other Critical Findings

To conclude the study, the researcher summarises critical findings of this study. This summary focuses on the revocratic approach to managing the transformation project.

6.1.1 HODs as revocratic project leaders

Human P. (1998) argues for new skills for a revocrat, a concept that was introduced earlier in this study. A revocrat is a revolutionary public manager who does not suit the stereotypes of a typical bureaucrat. From this study it is apparent that the success of transformation in the *public service is dependent on a revolutionary approach. Human further argues* that for transformational leaders to succeed in managing larger and more complex projects, like improving the quality of service delivered to customers, they need to start at grassroots level. This analysis is based on the project management approach to transformation characterized by a focus on delivery and impact.

Throughout the analysis chapter, the researcher uses the project management approach to give a broad analysis of the management of the transformation process by HODs. The focus has still been on the 5 themes that were analysed in chapter 5. In the case of The Mpumalanga Provincial Government the transformation agenda is crafted as specific projects.

This is the observation because the national policy framework package was given to provinces, with an expectation that provinces will translate it into results. The National legislative framework set the goals, the provincial cabinet sets objectives and HODs must develop strategies and activities for delivery . The legislature, cabinet and customers will expect results from HODs as leaders of departments. From the views raised by all respondents, it confirms the views of Human (1998) that it is only through projects that a public sector organization can achieve tangible results.

The transformation projects as crafted in the Mpumalanga government have targets developed. Due to national guidelines most of these projects have specific completion dates, normally given in political directives. A project is normally assigned an organizational home. The strategic apex of each department led by an HOD, should become a "home and project sponsor" of the transformation project. Transformation initiatives do nothing but give substances to the mission of that organization. If this statement is understood clearly by HODs this would imply that they are the ones who lead, communicate and defend the transformation initiatives. As reflected by respondents, HODs still have to learn and master the skills of project management. As it is in Departments, HODs do not jealously own the transformation process. They see it as someone else's responsibility.

The nature of the public service transformation is that in the coming two to three years, there needs to be both quantitative and qualitative changes. But HODs have the influence to align the organisational structure into a matrix of transformation projects. The matrix approach is used effectively in a project environment. Each senior manager should be reporting to the HOD as a project leader for transformation. The DTU should be perceived as a project team, and an extension of the HODs office. All managers need to have inputs on the planning monitoring and evaluation of the transformation project. Negotiation for resources could be easier.

A.Potential benefits of revocratic changes

- *Productivity*

If HODs could dedicate huge investment in technology, there will in future be an increase in efficiency of staff, productivity, speed of production and consumer power.

- *Goal alignment*

HODs should ensure that departmental goals are aligned to transformation objectives. There needs to be a refined process of tabling clear impact statements and transformation project proposals to the senior management committee. This could create an opportunity to have refined and specific project goal that will be realistic, attainable and measurable. If the aspects of project estimating can be perfected at early stages, an environment of transformation projects consistent with available resources, procedures and plans will be created. There could be no complaints that transformation is publicity stance.

The structures created for transformation project reporting could create opportunities for top management to have clear expectations from line managers. They could then be justifiably expected by the HOD to:

- Assume total responsibility and accountability for the success or failure to produce results.
- Present recommendations and not merely suggestions as the transformation committee could seem a very powerful structure.

Similarly the more firm and credible the transformation committee; this would create an opportunity for line managers would expect the HOD to:

- Provide strategic direction and give full authority to them on transformation goals
- Provide sufficient resources from the beginning.

B. Current Set backs to revocratic changes

- *Pace of change*

It seems it takes HODs too long to adapt to emerging innovative organizational adaptability. Examples are:

- It took long to align for the total information requirements of the departments.
- The managers interviewed complain that they lack support from their HODs to adapt to the new information age.
- HODs do not seize the opportunity that the policy framework is already available

- *Staff allocation*

The lack of appropriate or senior qualified staff assigned to departmental transformation programmes can easily compromise quality and time. In a project environment, like the transformation project, HODs should build a spirit of releasing the transformation committee teams, to focus on the project without being recalled by line managers.

- *Inadequate project model*

Mpumalanga structures while too loaded with reporting structures, they lack appropriate project structures. The projects organisation structure normally lacks proper people in terms of skills, seniority experience, authority or formality to fit the project. Other line managers are at liberty to refuse to release senior analysts or related staff. Emphasis is placed on keeping the DTU teams busy than on results. This is mainly due to the philosophy of most HODs to keep the politicians happy that something is happening about transformation

A project manager who was successful in the past would simply be plugged into a new transformation project without considering the unique requirements of this project environment.

- *Top management not fully engaged.*

Top management does not give active and continued support necessary to achieve project goals. After approval of proposals top management does not sit in the DTUs.

- *Having wrong project managers.*

A person in the role of project manager should have the proper human management skills. Unlike now, a successful project manager should be one who:

- Co- ordinates work of individual and groups so that they can have unity of purpose.
- Gains co- operation from among his team by arranging conditions so that they achieve organisational objectives while satisfying their job-related needs. This, the project manager does by creating a climate of co-operation and mutual assistance.
- Represents his team and their views in dealings with superiors(Kerzner, 1998)

- *Inadequate communication in the project.*

The quality and quantity of information is gradually reduced as the transformation project progresses because there is not enough time dedicated to transforamtion. It becomes difficult to distinguish facts from assumptions. Team members do not feel free to express their feelings on the tasks as well as on the groups operation. There seem to be a few hidden agendas.

- *Bad allocation of time and resources.*

Estimates are made without regard for the experience of the staff. It is assumed that all personnel are senior experts and that they will perform without hitches. This is hampered by either junior staff seconded or managers spending as much time reviewing the transformation plans. Both factors consume a lot of time and project costs.

- *Inadequate control*

HODs do not anticipate problems but wait until afterwards before responding. Control does not look ahead to potential solutions. There are no attempts to resolve emerging problems early in the project.

- *Power plays and bad team-work.*

The lack of clear project start-up and phase out parameters increases personnel problems and power plays. There is no self-assessment of teams in terms of progress and diversity of member's style. The transformation objectives are difficult to measure.

C. Increased Resistance

There are increased feelings of resistance, perceived to be emanating from

- *Deliberate sabotage*

Some managers believe accepting someone else's ideas is to admit a personal inadequacy. This is similar to the old " *it wasn't invented here*" way of thinking. There is no ownership by others.

- *Fear*

The transformation project instills fear to senior managers. Generally some people fear new approaches will bring about unmanageable new problems. Managers know with the status quo, what to expect from day to day. And therefore anything new must be harder. HODs battle so hard to keep senior managers happy and not care much about the fears of the rest of the staff. When innovative changes are introduced grapevine rumours fill the void created by lack

of official announcement. This lack of clear communication can undermine their own innovativeness.

- *Preservationism.*

The unfortunate belief of some HODs is that no matter how poorly departments are doing in transforming service delivery, avoiding new and potentially helpful ideas will at least protect their positions.

- *Mistrust*

There is some secrecy which begets deeper mistrust between HODs and senior management on the one hand and DTU on the other. There can never be open and frank advice in these circumstances.

- *Loss of status:*

Managers fear administrative changes that threaten to alter power bases or eliminate jobs. The transformation process creates opportunities for a matrix organization. This is seen to be taking power away form HODs, as a matrix organization allows people to communicate across line functions.

- *Non- reward systems.*

Most employees do not see positive rewards for changing with the proposed changes. The transformation process is seen as an additional task. Managers complain that there is no incentive for accellerating transformation, nor is there recourse for not complying.

- *Poor leadership skills*

HODs as key project leaders lack careful skills to:

- Be objective towards human relations and behaviour.
- Have social proficiency
- Be empathetic and have self awareness.
- Know when to push or to pull.

6.2 Research Applications.

There are five broad areas where this study can be valuable:

1. The Nation a Department of Public Service and Administration (DPSA). The findings presented here reflect that there is a huge gap between the policy intentions and the actual implementation. In particular the radical proposals of transforming the public service through participatory but non0statutory structures like the DTU. The DPSA could utilise the results of the research as a case form further exploration.

2. The Heads of Department and senior managers in Mpumalanga and other provinces in similar circumstances. The reflection of followers as reflected in the study pose serious challenges to leaders. The statements followers make about their leaders, call upon any sensitive leader to start investigating further the causes and effects of this.

3. The Departmental transformation Units and other managers who are not in senior management. Their eagerness to transform the public service as a "force from outside" is frustrated. The analysis could give them an insight on the causes, potential effects and solutions to this approach.
4. Consultants who are asked to facilitate the transformation processes in the public service. The case and the analysis as part of the whole study provide a challenge on the tension within public service departments. Insight is also provided on the energies that are blocked within the system. Their contribution could help to deal with these contradictions.

5. Schools of Public Management and other academic researchers. Most research work on organizational transformation and the role of the head of the organization, is private – sector orientated. This study gives other complexities and dynamics of managing in the public sector. The researcher hopes this study has contributed positively to the body of knowledge on transformational leadership.

6.3 Issues For Future Research.

As outlined in the limitations of the research, (chapter 3) the following are recommendations for future research.

- *Obtain views of HODs.*

HODs are a subject of this study and a lot of perceptions are reflected about their role. It could enrich this contribution if views of all HODs could be sought and compared with the themes that this study focused on.

- *Broaden the sample component and increase sample size.*

It could add value to this study if a bigger sample of a broad range of managers could be interviewed and the results compared.

- *Interview policy makers.*

This study touches a lot on the gap between policy making and implementation.
A study focusing on MECs, national ministers and the department that co-ordinates this, the Department of Public Service and Administration.

- *Change the Research Methodology.*

It could be valuable to interesting if there would be a comparative study to obtain views of the major parties mentioned in this study in an environment where they are taking and listening to each other. Comparing these focus groups from one province to another could give an insight on the bigger challenges facing the public service.

- *Apply other tools to this study.*

There are other assessment instruments used as alternative measure in obtaining the influence of leadership. For an example the Myers Briggs Type Indicator; Koibe's Conative Index, and many more are used in various circumstances as constructs derived form the personality and leadership literatures.

- *International and national benchmark.*

This study is limited to the Mpumalanga government. It would be of academic interest to conduct the study at a national level and compare with other developing countries. It would be interesting to get inside stories in environment where a nation has just established a new democratic government like South Africa.

- *Compare Private and Public Sector.*

The bibliography of this research has the influences of both the public and private sector. It would make a significant contribution body of knowledge leadership if a detailed study could be conducted, using this study as a basis, and compare that to the private sector perceptions.

- Consider the conclusion as propositions.

In applying or testing this research findings, it would be of value to consider the conclusion below as propositions for further research on the subject.

6.4 Conclusion

The following are key concluding remarks. This research had as its purpose, to investigate the role of Heads of Department as transformational leaders. The perspectives of followers' assessment of their leaders made this study very interesting. These views were tested with management practitioners as well.

The theoretical framework was informed by public and private sectors international perspectives. To answer the research question, detailed and theoretical analysis was done. It is worth noting that there is shortage of stories told by insiders in the public service. In investigating the role of HODS as perceived by followers the following are conclusion to the study.

- Indicators of transformative changes.

The impact of the personality and skills of an HOD as a transformational leader cannot be felt unless there are substantial indicators of transformative changes in departments they lead.

- Sense of urgency.

The essence of transformational leadership starts with giving a sense of urgency and priority in achieving transformation.

- Creating high-performance transformation teams.

For transformation to be successful in large and complex organizations like the Mpumalanga public service, transformational leaders must invest in the power of high performance teams. In the beginning a lot of time and energy be spent on understanding and building the team.

- Creating and anchoring a vision.

No matter how good the policies of an organization may be, it takes the skills and passion of a transformational leader to create and simplify meaning of the vision to subordinates. The success of this transformative vision lies on the transformation being institutionalized within the system and operations of the organization.

- Competency for the 21st century organization.

In the chaotic environment of contemporary organizations, there are particular skills required from transformational leaders. Due to speed of change and information. Recipients of service are now more aware of the quality they need from their followers. It is only those leaders who encourage a continous learning and a learning organization, that will survive. Indeed, the reason there seems to be such a small number of people doing what Iacocca helped do for Chrysler is that there are remarkably few people running organization today who have all the attributes.For the public service transformation to be successful the key focus should be on intensive development of those who lead the process. Despite the excellent environment, HODs lack critical skills to exploit the situation. Unless the issue of 21st century organizational skills is addressed during selection, the process of transformation can be dragged for more years to come. These skills also mean that the leader is not the principal actor but invest in its people for success.

Again, it was reflected in chapter 1,those who talk a lot about transformation must begin to show its results. It is not clear what the major transformational problems are. With this dynamic challenges of transformational leadership, it remains to be observed whether the South African public service in general can have such leaders in the near future. With many

organizations 'living dead', the public service is no exception. It will probably take great leaders with chaotic order to transform it. The researcher hopes the reader's journey through this study has been worthwhile.

Finally to end this chapter the researcher ask the reader to return to the statement in Chapter 1 "...then imagine for a moment the power of a leader in an organization blessed with fully supportive, fully engaged, fully energised, and fully appreciated followers."

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APPENDIX A

APPENDIX A

TRANSFORMATION ASSESSMENT QUESTIONAIRE

Indicators of transformational change

1. What have been the important transformation gains in this province if any.

2. Can you propose three major interventions that can "fast track" transformation process in your department .

Sense of urgency

3. From the White Paper on Public Service Transformation (1995)which issues have an urgent and direct impact to your area of work

4. What have you considered as the real transformation initiatives taking place in your department and the province currently .

5. What factors advance transformation efforts in your department

Team builders

6. Has the provincial administration assembled a group with enough power to lead the transformation effort?

7. Has the provincial administration assembled a group with enough power to lead the transformation effort?

Creating and anchoring the vision

8. Which key behavioural areas have you observed as resistance to transformation in your department.

9. What has been the process of creating a transformation vision for your department

10. What role has senior management played in communicating and cascading the national transformation vision.

11. Would you say there is certainty and clarity at all levels about the mission and direction of your department .

12. What other factors impede transformation efforts in your department

Competency

13. What operational role(day to day) can HODs and managers play in the transformation process

14. What technical skills will be needed by those who lead the transformation process?

15. What will be the key role for these leaders to make a difference

Empowering others to act on vision

16. What skills do you need as a person in advancing transformation

17. What support do you need from your Head of Department.

APPENDIX B

APPENDIX B1

INTERVIEW QUESTIONS FOR MANAGERS AND CONSULTANTS

The following questions are meant to elicit views from experiences managerts and management consultantsl regarding the transformative leadership role of Heads of Departments in the Mpumalanga Governments.

HODs work environment

1. **From your practical experience would you regard an H.O.D as a Chief Executive Officer of a public service department.**
2. **What role should H.O.Ds play to be effective C.E.Os**
3. **In your view what is the role of an H.O.D in transformation of the departments they head.**

Sense of urgency

4. **In your particular case, would you say the HOD has succeeded in effecting transformation in the past year. What are the hindrances or success factors.**

5. **Is there currently a transformation approach to managing the Department you are/were in. How is it institutionalised.**

Team builders

6.Is there a powerful team that leads and guide transformation in the department and how has it influenced the HOD and the rest of the department on implementing transformation.

7. **What would you consider, as has been, a critical distinction between an HODs daily management role and a transformative role.**

Creating and anchoring a vision

8. **From your experience what role has an HOD played in**

- **Creating a shared transformation vision for the department.**
- **Mobilizing commitment for the transformation process.**
- **Institutionalizing the transformation process and revitalizing the organisation**

9. **Do you believe that the transformation agenda as spelt by Cabinet in Mpumalanga has been successful "across the board" without resistance.**

Competency

10. **What type (qualities and principles) of transformational leaders are needed in the Mpumalanga public service.**
11. **Do most HODs have these skills.**
12. **What other scarce skills do you think HOD"s in Mpumalanga must constantly acquire, in order to be transformational leaders**

Empowering others to act on the vision

13. **Do you think the Department you lead (or led), allows people to express their true nature & identity hence allowing them to be creative.**
14. **Do you know of organizations that have been "successfully turned around" and could therefore be recommended to HOD's to emulate.**

New millenium leaders

15. **Does the concept "21st century organization" mean anything to the role of an HOD" in a Mpumalanga context.**

16. **Has the new information age altered the way of work in your environment. Is the rest of management aware of the implications this has on transformation.**
17. **What scarce skills do you think HOD"s in Mpumalanga must be trained on, in order to be transformational leaders.**

INTERVIEW QUESTIONS FOR MM MANAGERS & MANAGERS

The following questions are meant to elicit views from experiences of Managers and Practitioners regarding the transformative leadership role of Heads of Departments in the Mpumalanga Government

Please note *M1-M7 depicts Manager's responses*
C1-C2 depicts Consultants responses
He refers to both He and She

HODS' WORK ENVIROMENT

1. From your practical experience would you regard an H.O.D. as a Chief Executive Officer of a public service department?

M1 Currently no, the powers are cumbersome. CEO powers presently rests with the MEC. There is a difficulty in decision-making, in a sense that I would even say yes and no. The HODs powers are delegated and hence constrained. The legislative framework does not allow free movement on exercising power. One has even observed the knowledge restriction on HODs part.

M2 Somewhat yes, He sets some vision of the department and expects everyone else to follow.

M3 Legally yes, he should be a CEO equivalent, but he is not ready to assume that function. He does not understand those powers. Very few HODs understand the challenge of that post. They keep running to the Director General, like in the past five years where the Director General was the CEO.

M4 Not quite, My view of a CEO is someone who is hands-on, has diverse-skills and good human relations.

M5 I do not think so, she was not ready. There was an assumption that she has good management skills for the new dispensation, whilst she carries the styles of the old. She does not take decisive decisions and cannot work in a democratic environment. She promotes cliques, works authoritatively and has self-interests. She clearly has no expertise to lead such a big organization successfully.

M6 No, the CEO has powers to decide and apply his decisions. The HOD is sandwiched between politics and administration. The HOD seeks to impress the MEC and in the process there is no dynamic decision making. In my view there is no one CEO in government.

M7 No, he does not take prompt decisions. He dilly-dallies and postpones decisions and feels there is somebody else to cushion her. He looks upon the Director–General even on minor decisions.

C1 Very few qualify. They are probably CEOs in the making because both mindset and operational activities are still anchored in the period before the 1999 New Public Service Regulations. Some are beginning to identify an opportunity in the new regulations for transformation.

C2 They should be but thy are not, the co- ordination of the HOD's functions lacks power and skills.

2. What role should HODs play to be effective CEOs?

M1 Strategic management, which gives him powers of leading. He needs to unambiguously have clear plans to transform the cabinet mandate into results.

M2 He must exercise leadership of the department, with a clear role of advisor and coach. He should also reprimand, those who do not tow the line.

M3 Our HODs must learn the meaning of the title 'Head of Department'. They must learn to differentiate between what is wrong and right. They have not studied the required paradigm shift with the 1999 New Public Service Regulations. They should begin to be all-rounders, but firstly they should understand the law governing their being. They must be real accounting officers, not accounting for budget only.

M4 Directing the affairs of the department, and develop timeframes for themselves, and in the process pulling others. Currently that role is lacking because my HOD, like many others is a 'signature-tiger' with a very big in-tray on his desk.

M5 Leaders of the 21st century must acknowledge that running an organization is not a personal but a team effort. There is no manager with thorough diverse skills, CEOs are general-specialists. They need clear understanding of policy environment, and have confidence to delegate tasks, ar d allow managers to own decisions. Most times in my department there is no ownership by front-line workers in the field, nor do managers give truthful reports, due to lack of confidence. This is caused by the leadership style.

M6 Primarily the HOD must clearly articulate departmental mission and package what the objectives mean. From these a clear transformative framework with activities is developed. But critically the HOD must develop monitoring and evaluation systems without waiting for reports that are received late if received at all. Unlike now, the HOD must redefine the *nature and course of transformation agenda.*

M7 He must develop comprehensive programmes. HODs have an advantage that there is a clear policy framework. Theirs is to implement and manage these policies. Currently HOD's pretend to be in between developing and managing policies. HOD's forum discusses petty administration issues and gives no transformative direction.

C1 To ensure alignment of objectives, activities and goals with national transformative framework. To build institutional capacity; as well as delivering on transformative goals. Facilitating constant reporting processes by line functions.

C2 To give strategic direction and transformational leadership, also building effective networks.

3. In your view what is the role of the HOD in the transformation of the departments they head?

M1 Unlike the current scenario, his role in transformation is minimal, not grasped, he shows no will and motivation. Largely, this must change.

M2 Must be articulate in understanding all the transformation policies guiding his work environment. My emphasis is 'all policies'. There are primary policies dealing with internal

and external customer care, and secondary policies dealing with finances and community participation etc.

M3 To me transformation is a means to an end. HOD should assume leadership and good followership. He needs to be a generalist, with an understanding of inner and external environmental factors.

M4 He must take a leadership role in transformation. He must scrutinize advice and search "what is the underlying transformation agenda" for every program that is reported on. Presently my HOD just showers managers with praises without thinking and searching

M5 Transformation does not end with representative appointees. The department is slowly loosing the battle on racial attitudes amongst staff. The HOD needs to create acceptability by workers and managers for them to tow the line. Since the current legal environment like the Employment Equity Act is meant to change the mindset, the HOD should spend time channeling managers into capacity building programs to deliver on the new frameworks. If there is no change, she can then discipline them on non-performance, because this delays service delivery to our customers.

M6 Primarily the HOD must clearly articulate departmental mission and package what the objectives mean. From these a clear transformative framework with activities is developed. But critically the HOD must develop monitoring and evaluation systems without waiting for reports that do not always come. Unlike now, an HOD must redefine the nature and course of transformation agenda.

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C2 To give strategic direction and transformational leadership also building effective networks.

SENSE OF URGENCY

4. In your particular case would you say the HOD has succeeded in effecting transformation in the past year. What are the hindrances or success factors?

M1 There was some level of success, in developing service standards through the DTU. There is an intention to appoint women in senior positions. Whether they are the right candidates?; is another matter. The major hindrances relates to lack of understanding of the transformation challenge, and lack of flexibility of the organogram (organizational structure).

M2 Yes, by setting structures. The problem is lack of authority of transformation structures. They have no role in management, no training and also not articulate.

M3 Transformation is hindered by the constant change of HODs. There is a confused vision, as the previous HODs were bad leaders. They did not know what must be transformed. There is no transformation at all, and transformation structures were created to give lip service.

M4 He is not driving the process, previously when there was an acting HOD, he just agreed

with everything to please the DTU. Management was just informed about the recommendations.

M5 Putting transformation structures, does not necessarily result in a transformed organization. There is a lack of clarity from him, on what must be achieved. The only success is that there is recently a culture, of working close with senior management to table and effect key decisions.

M6 No, there was haphazard delivery of houses and the up to now there no total quality management. The department has not succeeded to fully integrate cultures of the three former departments into one.

M7 No, in its position the department should have been a leader and an example to other HODs. The DTU has not been effective mainly due to the HOD.

C1 Not all of them, most were bogged down in organizational politics with other managers. They are still good paper–pushers, that centralize power and become over-hands-on. Time is wasted on non-strategic roles, they are mostly reactive fire fighters.

C2 No, the major hindrance is powerlessness of HODs and an ineffective and clumsy organizational structure

5. Is there currently a transformation approach to managing the Department you are\were in. How is it institutionalized?

M1 Broadly, there is a process of reviewing and developing a new organogram. We hear there is a directive, to start appointing women in senior management. There are attempts towards a flatter structure. The youth, gender and disability desks are gradually getting capacity. I think we are getting there.

M2 No, there is no vision, the department has not defined what it wants to achieve. There are targets in all national policies, but there are deficiencies in setting clear plans at a departmental level, e.g. affirmative action and training policy etc. There are no target dates, no vision and no monitoring mechanism.

M3 There is a lot of noise and lip service about transformation. Transformation is used for position mongering. It is segmented and inward–looking for benefit of individuals.

M4 Management takes decisions and the DTU makes some adjustments of have them look transformative.

M5 There is a transformation approach, in a sense that managers are beginning to have serious debates and also brave to raise specific issues. The debates are within the current laws, managers are now beginning to acknowledge the need, to develop strategies to translate legislation into action.

M6 Lately, there are moves to appoint people based on potential and not experience only as it happened in the past. Whether there is good intention? ; That remains a question

M7 There is some commitment and some flimsy vision.

C1 Not at all, only perceived commitment. There are no concrete transformation plans, strategy or approach.

C2 No, managers lacks motivation. Plans are developed but not implemented, current changes make people feel insecure. Every one asks " what is in it for me. What will be the reward for this pain", if the employer do not pay, employees do not play.

TEAM BUILDERS

6. Is there a powerful team that leads and guide transformation in the department, and how has it influenced the HOD and the rest of the department on implementing transformation?

M1 Only new, management seems to be having political pressure. The results are still to be seen, the DTU is engaging management frequently.

M2 The visible team is not powerful, it has more junior officials that do not influence top management, actually it takes its cue from the HOD. Transformation needs a force from outside, and HOD must accelerate it.

M3 No, the team is not listened to, as their functions are not institutionalized.

M4 The DTU is powerful, in a way. It has influenced the HOD and the rest of management on decisions like having a hotline number for our customers to phone. Initially, the DTU was seen to be pushy, but it was later understood. Currently, it is slowly sinking.

M5 The notion of introducing a DTU was brought wrongly to the department, whereas there were national guidelines it was seen as an intruder and a monster to management. It has not affected the HODs and management's paradigm shift. It is just one of many committees that are not mass driven. Sadly, the DTU is subjected to the bureaucratic divides as most members are junior officials, however very affected by the need for transformation. I think the DTU must be properly institutionalized, have a secretariat and be involved at the departmental planning stage, and be part of decision making.

M6 The DTU is seen as a barking dog that never bites. Top manageme[illegible]es the HOD as a " liason officer" between DTU and management, and DTU seen as a union.

M7 No, the DTU is strangled, it is mainly a token, everything is continuously initiated

C1 The structures' mandate, role and objectives is very ambiguous in relation to the department. Time is spent fighting power-relation structures than spend planning for transformation. There is no clarity on, who should account for transformation.

C2 The DTUs are powerless and primarily lack management support. The transformation process should be leader-led and people driven. There is no direction by senior management and hence the process is "people–led and people–driven".

7. What would you consider, as has been, a critical distinction between an HODs daily management role and a transformative role.

M1 No comment, the situation is confusing at times.

M2 There is no distinction, because there is no clear plan, it is very intermingled. Hence you cannot judge the success or failure of transformation.

M3 Transformation is segmented and seen as an add-on function. Strategic plans of departments do not have a clear human resource plan, and finance figures are "thumbsucked". Change ignores the primary intention to satisfy internal and external

customers. It is not linked to skills and time, but everybody is busy.

M4 To me, the DTU is a beautifying agent of departmental plans, with no concrete impact. There is a clear distinction in that, it is management as usual, and the DTU has a parallel input.

M5 Transformation is an add-on function. The HOD relegated transformation to a directorate without either clear mandate or a plan of activities and monitoring and evaluation role. It competes with the line functions.

M6 Stakeholder is not seen as enhancing delivery, but seen as a threat.

M7 The management and transformation roles are on parallel tracks. All those managers leading transformation programmes are not integrated in the mainstream planning. For an example there would be training for managers on transformation by the line functions whilst there are separate workshops, as if there is power to contest for. There is no point of convergence.

C1 There are two views I have by HODs, one being that transformation should be inherent, the other being that transformation is a parallel process on its own. The tide is swaying towards the motion that " work is work and transformation is transformation", at the HOD's forum transformation does not seem to be an issue on the agenda. Hence there is no common approach by HOD's on transformation.

C2 I would still like to know and do a performance management system that asks HODs " what they do everyday?. They seem to be skyrocketing, signing papers and no output. Their role is very operational and not strategic. They are highly paid glorified clerks.

CREATING AND ANCHORING A VISION

8 From your experience what role has an HOD played in creating a shared transformation vision for the department?

M1 He played a minimal role, he has no vision and lacks direction. This resulted in a lot of confusion and no identity by the rest of the staff. He needs to have a vision that cuts across the political and administration spheres.

M2 There has been a confused vision, caused mainly by the frequent change of HODs.

M3 He like many, is not informed by a common vision of the provision. Particularly this is because the HODs forum has an administrative focus. The current vision was carved four years back, regardless of the past structural changes.

M4 Not much really, at most times he does not even chair management meetings. He has no initiatives, and relies on what he calls his "lieutenants". There is no clear line of march.

M5 No key role to remember him, for he started shouting transformation, mainly when the election of DTUs became prominent. If he was serious, the composition of the DTU would have been different and meaningful. If there was a shared transformative vision, the planning approach would even be clear and so would have been evaluation of progress. He encouraged short term planning based only on the current financial year.

M6 He has never been a driving force.

M7 He has been an absentee CEO in the process. Whilst he was a member of the Transformation Secretariat, but he never used this stature to rise above other HODs

C1 There is an attempt at a general level, it has not been clearly internalized. There is nothing regarding the transformation vision, there is a separatist approach to transformation.

C2 No, the transformation vision was mainly drawn by the DTU. There are just many HODs acting and frequent changes. There is lack of management support to the transformation vision, that is not so clear as well.

Mobilizing commitment for the transformation process.

M1 He has played a remarkable role, perceiving how he shows unwavering commitment to the offices of youth, disability and office on the status of women. Service standards have been developed which sets a platform for commitment to certain parameters. The suggestion box has just been installed to serve as a platform for unanimous expression. In terms of his statements, there will be a lot of creativity on decision making.

M2 Yes, mainly through lip service and creativity excitement about transformation. The public launches on transformation were only meant to pay to the public and be politically correct.

M3 Except for statements only, he has pulled no weight.

M4 He only allowed management to participate in the DTU processes because the Premier and MEC wants it that way.

M5 There was no strong role, except for unplanned and sporadic district visits, with management. The transformation vision, no matter how weak, but still did not reach frontline workers, that are based in every locality. The working environment is divisive and the morale is down.

M6 To be seen as politically correct, yes, but he actually maintains the status quo "by not rocking the boat"

M7 Only talks, not measured by progress.

C1 Yes most HODs are seen to be supporting the process, and have some interactions with the DTU. Many staff members and managers will say ," we want to see transformation happening at senior management and HOD level first, otherwise there is no courage for us"

C2 No, the test is to show a transformation strategic plan, built within a 3-4 years plan. HODs still rely on the Director General to drive them.

Institutionalizing the transformation process and revitalizing the organization?

M1 He has played a fairly positive role. The DTU have his support and there are sectional meetings with the DTU. The HOD's presence creates visibility and consciousness to effect change in the department. Unfortunately there is no clear monitoring systems. Other changes happening, are that there are training programmes for staff on the sign language to extend our audience to the deaf, personal development programmes and a service for multilingual translation. My view is that with time, if this continues, our customers will benefit a lot.

M2 Through structures only, nothing beyond structures. The DTU has no authority and the process is on paper only. It is an add-on to decision-making structures. The DTU just legitimizes some people, as there are no responses on the implementation of transformation issues raised by the DTU. The DTU is a publicity-stance

M3 Only transformation structures were set up. Further than that it is not clear, whether the efforts get somewhere

M4 So far he has helped in extending transformation structures to districts as lines of

monitoring. DTU is seen as a watchdog by management and the HOD is not correcting the misconception.

M5 Transformation structures have no significant role. Just like the DTU, even other stakeholder structures that have existed longer are deliberately undermined. A structure is set-up in terms of provincial legislative regulations, but its proposals are hardly considered and have no impact in decision making process. One can conclude that with the cocoon-approach, no matter whatever structure is put in place, the HOD will undermine it.

M6 There is a contradiction in that the DTU is respected by general staff whilst the transformation programmes are not seen as a priority. Always the HOD will delay decisions because he still has to "sell the transformation agenda to his management".

M7 No programmes. lack of convergent point.

C1 The transformation task was relegated to election of DTUs. The DTU reports to management as a junior league. Some DTUs are beginning to question their role.

C2 If you want to hold transformation physically, it is only with the DTUs

COMPETENCY

9. What type (qualities and principles) of transformational HODs are needed in the Mpumalanga public service.

M1 Open-minded and progressive, with awareness of globalization and the implications of the information age. We need lateral thinkers, who will be innovators too. We need a responsive, person-centered individual, who would have an ability to take responsibility then take firm decisions. The HOD must have motivational skills, and teamwork capacity.

M2 The HOD with qualities of openness, accessibility and foresight. He must be a generalist-specialist who is also committed to understanding of new policy environment. He must be an above average manager & leader who has been trained and understand critical elements of management like project management.

M3 Leaders with all-round generic management skills, to understand the various key models of planning, transformation and change management, with a reasonable understanding of policy management and strategy. Unlike now, we need leaders with sharp-knive skills and willingness to learn. Other key skills are charisma, open-mindedness, fairness and importantly "Walking-the-Talk".

M4 The HOD who is on top of things, and clearly knows the provincial and national as well as political and administrative challenges. An innovator and participator, who is not a "rank-flasher" like the current incumbent that does not understand real issues. The HOD needs good interpersonal skills.

M5 Currently, there seems to be no clear criteria of what the department is looking for. Mainly departments look for experience that is not always positive. We need to move beyond this and start affirming leaders sharing the same vision to ensure thorough screening of candidates, we should look for a visionary leader, an overall manager and a systematic planner who can translate the vision into business plan.

M6 An ideal HOD must be able to interpret legislative framework into action, results and monitoring skills. Continuos learning as well as an ability to transform logic of workshops and many meetings into pragmatic action.

M7 Decisive leaders with commitment to transformation, who will inspire any transformation structure to be an extension of his vision.

C1 Visionaries, tough and decisive people, who stand by their decisions ad realise them. Someone who understands the dynamics of change management in the public service.

C2 Skills of people management, visionaries that sees the bigger picture and are strategic towards specific objectives. A leader who cares, serves and communicates, and lastly, change management skills.

10. Do most HODs have these skills?

M1 More than 50% do not have these skills.
M2 No, appointments are done by politicians, they do not consider all those skills. The appointments are more based on good relationships and calculation of level of threat to political stature
M3 Very, very few.
M4 All these guys are dead, with most changes beginning to take place, we hope there will be new good blood.
M5 No.
M6 I do not think they are under qualified. The organization is sick and not individuals, with no performance measurement mechanisms or pressure, people are allowed to rot. HODs need to be always policed.
M7 No they don't.
C1 Only administrative skills, and no change management skills.
C2 They do not.

11. What scarce skills do you think HODs in Mpumalanga must be trained on, in order to be transformational leaders?

M1 Strategic and financial management as well as planning. They also need to make a transformational leap on information and knowledge management. They probably need training on quality management. It is long overdue for some HODs not to have skills of policy analysis and basic training in understanding the legal frameworks and processes to tackle them. In my mind comes their dismal failure on employment relations. HODs must thoroughly understand the environment they are in as well as transformational implications.
M2 Project management skills and clear planning, whereas currently there are slow managers concerned about peoples availability on time, and not what is done during that time. Participative governance, autocracy can frustrate a team-person.Skills to translate job descriptions into results, targets and development. Empowering others to act on the vision
M3 Generic specialist skills in the area of operation, so as to advice politicians on global challenges in their operations. Financial management and a human resource perspective that treats humans as best assets. Latest trends in Organizational Development.
M4 Strategic management and organizational development and general management, to know what belongs where and when, as in a chess game.
M5 Planning skills and proper monitoring of their own plans. Strategic management and mindset shift.

M6 Skills to constantly communicate purpose of existence and intention to internal and external stakeholders, otherwise majority of staff is left behind. HODs are sky rocketing and staff do not have a sense of direction.

M7 Change management and the rest will follow.

C1 Change management skills, assertiveness, and strategic management skills.

C2 Financial and time management skills, regarding managing one's day effectively. Time is nothing but a sequence of events.

12 Do you think the department you lead (led), allows people to express their true nature & identity hence allowing them to be creative?

M1 No, it is highly politicized. There is fear, gossip and back-stabing especially in the light of restructuring. But in the unit component where I belong there is creativity and identity.

M2 No, managers rule by fear. The HOD usually throws tantrums and tonguelash other managers, hence creating uncertainty. When managers talk they sing praises about HOD.

M3 No, It is "dog-eats-dog" with one or two persons running the show. If you open your mouth you disappear, or if you are feared you get everything. If you are creative, do it only in your small cocoon, do not shine, senior managers flash their ranks.

M4 If you are initiative, yes it does. If you are reserved, you will not benefit from constantly exchange views. However there is history of intimidation, when MEC would attend the management meetings and his remarks would stifle innovativeness. Hence most people are always quiet and the organization does not grow.

M5 It does, managers are beginning to work in trams.

M6 A big no, there is intimidation and lack of recognition, the working spirit is killed because those who work hard get the same recognition as those who under perform.

M7 No, it is a political department, everything is sensitive, and managers feel threatened, as they are not sure what is next.

C1 I know of one or two new HOD's who are building an openness culture, and are attempting to take the organization to some unbeknown destination. At most the mindset of senior management must still be changed, the Department does not get the best out of their members. The HOD is key in exploring the new legislative environment, to hold management and officials accountable for performance, and allow innovation.

C2 To some extent, but it is by coincidence and neither strategically managed nor encouraged. Many people become the deadwood of their organization, they need team identity and ownership

13. Do you know of organizations that have been "successfully turned around" and could therefore be recommended for HODs to emulate?

M1 The South African Revenue Services, they have transformed their procedures and processes successfully. The tax information system has been revamped. They have applied the transformation process to yield transformed quality of service, with huge budget savings.

M2 In terms of transformation of the public service New Zealand, Britain and the Canadian civil service. In South Africa, the North West Province is an example in setting the framework for implementation.

M3 My best example is Chelsea Football Club in the U.K., when Ruud Gullit, a former world

star was appointed as a manager and coach, he had a personal influence on players. All the best players he collected from Holland rallied behind him and influenced other colleagues. Within a year, the team was back at the stock exchange. His personal attributes and charisma turned around Chelsea Football Club.

M4 To some extent, the Mpumalanga Department of Economic Affairs, only in as far as establishing well-run investment parastatal to enhance their core-business and still giving visionary leadership

M5 I cannot think of one in the public service. My best example is the co-operative leadership and continuos learning in pre-1994 Civic Organization.

M6 Not in the public service, for me the Independent Electoral Commission has been turned around in this past five years in terms of decision-making, effective use of technology and staff support to the commission.

M7 Outspan, in the past five years it has changed its image and performance. There is a concrete performance measurement tool to assess core-business. The CEO and General Manager corporate service were committed to this process.

C1 Not in South Africa.

C2 Armscor, it has moved from an apartheid type, male-dominated to an organization with new vision and complexion. The structures, systems and personnel were reviewed. Units have more space for innovation

14. Do you believe that the transformation agenda as spelt by Mpumalanga Cabinet has been successful "across the board" without resistance?

M1 This agenda can be successful in the long-term. However there is currently no Senior management capacity. Another paradigm shift will be needed after the post 1994 era. It must be a paradigm shift of progressive ethics by HODs.

M2 There has been minor deliberate resistance, however most HODs sees the transformation agenda as eroding their powers. Some pretend, but they are not convincing as no results have been realised. There is no single department with a comprehensive programme to implement the Cabinet resolutions.

M3 It can be successful, but not now as it stand, it is not popular.

M4 Generally it can be successful if there is clear buy-in at early stages with checks and balances. Currently there is no follow-up. The Cabinet resolution is seen as a hot potato that the HOD brought to the department and gave it to "someone else" to run with it. There is neither resistance nor forward movement. The buck stops nowhere.

M5 The process is not owned by those who are meant to. It is not clearly articulated in terms of planning process and vision. The HODs are " conveyor belts" of the transformation agenda with no planned activities. So they may be no monitoring and evaluation mechanisms without activities. Senior management takes no control but cascades the agenda down to staff.

M6 There was resistance of a special type. The HOD and management were not sure whether to resist or co-operate, some were standing aloof yet hoping for results.

M7 HODs are over committed on other things and have no time for the transformation agenda. It is difficult to tell because there are different messages and language designed for Cabinet, DTU, HOD Forum and senior management.

C1 No resistance in particular. There is lack of clarity in the process. There is lack of direction and planning on how to operationalise the three transformation resolutions. There is a business as usual approach and transformation is not a priority. HOD's must be forgiven they see no sense of urgency. I am not sure if cabinet is itself sure of what should be achieved, maybe they are not realistic on what and how it should be achieved.

C2 Primarily this agenda had political influence. There is insecurity and HODs are perhaps not sure whether to identify with the objectives of the previous cabinet. The current cabinet has not clearly pronounced its transformation priorities, that either elaborate or nullify the r previous priorities

NEW MILLENIUM LEADERS

15. Does the concept "21st century organization" mean anything to the role of the HOD in a Mpumalanga context?

M1 It should, in terms of a new approach to flatter structures, dynamic decision making structures and viewing information technology and information itself as a critical tool.

M2 Not much, currently HODs are signing performance agreements in a rush to get salary adjustments. It should have happened more than a year ago, if performance agreements were really meant to achieve results of a 21st century organization. There is no sense of urgency.

M3 It would seem only the Director General is serious. For the HOD it is more necessary to start opening wide in the next 24 months, on global trends. It is very relevant that one takes the best and hook.

M4 No, it does not. There is no sense of urgency, just like ten years ago. The HOD does not want to see a computer disc or report on the e-mail, he wants a hard copy.

M5: If the previous year challenges are not as yet meant. There is no way there can be a sense of urgency, this concept implies "new ways" of doing things in the public service, like being democratic, interactive and working in teams. Awareness of the concept can only be helpful if the CEO has acquired certain skills and is aware of the challenges, for an example the proper utilization of information technology to monitor and evaluate programmes.

M6 I don't think it means anything. HOD's are still in the "Newtonian age", not seeing organizational problems as cause and effect. For an example, if people are not working they are perceived to be lazy, instead of addressing motivational issues. They lack the approach that sees humans as assets.

M7 It will only make sense when one is asked to leave the public service.

C1 They do not seem to be aware of the concept itself. Few things come striking and they speak in general terms.

C2 It does not, but it should. It is mainly due to lack of training and development. In other organizations, a CEO gets exposed to the best management development programmes internationally. The CEO then grapples with concepts as they come. If the CEO hopes to lead an organization for next five years a sound vision must be spelt out.

16. Has the new information age altered the way of work in your environment. Is the rest of management aware of the implications this has on transformation?

M1 I do not believe it even touches the HOD and senior management, but for middle management it has. In fact, they see a sense of urgency in adapting. As for me, yes it has altered my work environment. I have developed myself out of my own initiatives, by attending seminars and courses on Knowledge Management. I am supporting the department, but there is no visible support from my HOD.

M2 It has changed my world of work, by allowing faster movement of information departmentally and provincially. But more significantly it has allowed me to access benchmarks worldwide. I am not sure if other managers are aware of benefits. I do not think most HODs even open their computers. They are an expensive decoration.

M3 Definitely, these days ignorance is inexcusable, as information is readily accessible across the borders with little struggle. This enhances good decision making even in the public service. Unfortunately the rest of management does not seem to be aware of huge waste of paper, time and underutilized resources. Many managers including the Director General do not open their e-mail for months.

M4 Tremendously, most research and reports are done by myself. There is a lot of networking and information exchange with other research organizations. This has influenced and informed decision-making. Unfortunately there is not much emulation by other managers, they are just wondering.

M5 Of course, the speed of communication and accessibility there of means I do not seem to be aware that the only thing needed is thorough training of staff.

M6 Yes, the organization I have just joined, has virtually banned hard copy memoranda. Electronic mail is used very effectively for decision-making and information sharing.

M7 I have the skills and awareness of how urgent and networking work can be, but the department is frustrating.

C1 It has contributed in as far understanding the complexity of the world of work. Information is readily available to enhance decision-making and one has to "dig" light to access it. The world of work need skills of information and knowledge management and public service needs systems to harness I.K.M.

C2 Yes it has developed my innovation. I have however noted that in government there is insecurity about the power of information.

17. Are there any further comments on challenges of HODs as transformational leaders?

M1 HODs need to take cognizance of the global environment and begin to problematise it so as to stimulate interest for debates in their organizations. They must be critical thinkers

M2 The role of HODs must be clarified louder. They still believe they know it all, because of their rank, not willing to take advise. In most times they even refuse to give a hearing or even pick up a phone for an advise from junior officials that could be helpful. They are not accessible due to structure. There is militaristic approach to rank.

M3 With changes on the public service regulations, the Director General is no longer overall accounting officer; they must adapt to a CEO role. Unfortunately at departmental level the MEC is also a "Board"- the Executive Council. The communities are shareholders; therefore transformation should be aimed at customers as primary beneficiaries.

M4 The HOD needs to grasp issues at macro-level, see the bigger picture and translate speeches to results and actions, than to think, "I am here to manage these people"

M5 The time has lapsed for hoping that anyone who has not succeeded in leading transformation can suddenly do so. They can be dealt with by events for having strong seniors. The performance contracts are long overdue to start distilling and discarding.

M6 HODs must start seeing their organization as part of a bigger whole. They need to walk an extra mile and listen more to communities as ordinary citizens and learn from colleagues and followers.

M7 HODs must stop endless committees, but take concrete decisions. They must inculcate the culture of innovativeness.

C1 HODs must begin to prioritize transformation and link it to their day to day functions. HODs must develop common views as HODs on transformation objectives and processes. These comprehensive plans must be shared as learning points. HODs must be strategic resources for MECs and avoid taking MECs views and run with to fail. They must build a culture of open mindedness in their working relationships with the MECs.

C2 HODs have a much-needed critical role. Transformation cannot happen without them. They must lead the process. They must be transformed, competent, confident and able to transform themselves.

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